

**DELAWARE
COMPREHENSIVE
HISTORIC PRESERVATION
PLAN**

by

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PREFACE

Development of this plan was begun in 1985 as a joint venture of the Center for Historic Architecture and Engineering, University of Delaware, and the Bureau of Archaeology and Historic Preservation, Delaware Division of Historical and Cultural Affairs. During the subsequent five years, funding totalling \$61,682 was provided through a series of matching grants from the Historic Preservation Fund to the Center for Historic Architecture and Engineering. Through the Center, the University of Delaware contributed \$30,131.

The first phase was devoted to definition of the relevant historic themes, chronological periods, and geographic zones and to the development of several sample historic contexts. The second phase saw the production by January 1987 of the first draft of the *Historic Context Master Reference and Summary*. In July 1986 we began work on the plan itself. By January 1988 a draft of this volume was ready for presentation to the Delaware State Review Board for Historic Preservation. With the board's approval, the draft was shared with various nonprofit groups interested in preservation and with government agencies dealing with such issues as planning, housing, transportation, community development, recreation, and preservation. The last of three presentations to these groups was in September 1988. Based on the comments from all of these groups, a second and final version of the plan was completed in June 1989.

Obviously a work of this nature reflects the contributions of many people. Four groups in particular deserve special mention. From the beginning, this effort was an endeavor shared with the Bureau of Archaeology and Historic Preservation; Daniel Griffith, Alice Guerrant, and Stephen Del Sordo were deeply involved in the development of the plan at every stage. Their support for the project was invaluable. Various staff and students at the College of Urban Affairs and Public Policy provided support and assistance at critical junctures; in particular, we are grateful to Linda Boyd for help in preparing the manuscript and to Gabrielle Lanier for preparing the graphics. We are also indebted to the

historic preservation planning professionals in Delaware: Patricia Bensinger, Richard Carter, Valerie Cesna, Hubert Jicha III, and Patricia Maley. Their comments were particularly helpful in developing the *Historic Context Master Reference and Summary*. Finally, a successful historic preservation plan must have the participation and support of a wide range of people and interests. The Delaware State Review Board for Historic Preservation provided a clear and compelling voice for the wishes and concerns of the citizens of Delaware. We are very grateful for the willing and enthusiastic presence on the State Review Board for Historic Preservation of the following people: Catherine M. Downing, Eldon Homsey, David S. Hugg III, C. Terry Jackson II, Dorothy Johnson, Charles Lyle, Lewis Purnell, Charles A. Salkin, Scott T. Swank, Ronald A. Thomas, Bryant F. Tolles, and William Williams.

1. INTRODUCTION

Out of the turbulence of building, tearing down and rebuilding the face of America, more and more Americans have come to realize that as the future replaces the past, it destroys much of the physical evidence of the past.... The time has come for bold, new measures and a national plan of action to insure that we, our children, and future generations may have a genuine opportunity to appreciate and enjoy our rich heritage If the historic preservation movement is to be successful, it must go beyond saving bricks and mortar.... It must attempt to give a sense of orientation to our society, using structures and objects of the past to establish values of time and place.¹

A Federal, State, and Local Partnership

The purpose of historic preservation planning, whether conducted at the local, state or federal level, is to plan for the future protection and continued use of historic and cultural resources. As defined by the National Register of Historic Places, these resources are districts, sites, buildings, structures, and objects that are significant in American history, architecture, archaeology, engineering, and culture. Some of the most familiar sites in Delaware which are listed on the National Register include the George Read II House in Old New Castle, the Eleutherian Mills Historic District, the John Dickinson Mansion in East Dover Hundred, the Victorian Dover Historic District, Old Christ Church near Laurel, and the Fenwick Island Lighthouse. The historic preservation planning process involves four general steps: identification of the resources; evaluation of the significance of the resources; establishment of criteria recognizing the more significant resources; and development of alternative ways of insuring continued use and protection of the more significant resources.

The *Delaware Comprehensive Historic Preservation Plan* has been done for two major purposes. One is to meet a federal requirement--the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation*--that all states complete a historic preservation plan.

¹ U.S. Conference of Mayors, With Heritage So Rich, 1964, as cited in Duerksen, 1983.

The federal planning requirement is to insure that all resources potentially eligible for inclusion on the National Register of Historic Places are being systematically identified, evaluated and, as appropriate, placed on the Register. The National Register, administered by the National Park Service, is the federal government's official list of historic buildings, structures, sites, objects and districts worthy of preservation.

The second and more important reason for this plan, however, is to provide the means of protecting and enhancing Delaware's historic resources for Delawareans, by Delawareans. There is a tendency to bristle at requirements imposed from above and in fact to see federal regulations as impositions that conflict with local interests. This is not the case with the preservation planning requirement. Every individual, organization and unit of government in Delaware wishing to enhance and protect the historic resources of Delaware should view this document as an important if not critical tool in their efforts. By identifying historic resources throughout the state along with ways of protecting them, preservation needs become predictable and provide the basis for melding historic development with new development. In this way the plan is also valuable to those primarily concerned with new development.

The real responsibility and legal power to protect historic resources rests at the local level. Historic resources are improvements to the land, and their regulation falls under the power of local government to control land use through zoning. But to be legally valid, local historic preservation programs (like other land use regulations) must be comprehensive and tied to larger plans. There are three elements that are usually found in local preservation or landmarks programs:

Each plan should contain a survey and study element that establishes the basis for designation and regulation. Technical and economic assistance, while not mandatory, can be useful. The landmarks program should also, to the extent feasible, be synchronized with the jurisdiction's comprehensive master plan, if one exists, and with the local zoning ordinance and other local regulatory programs, such as the local building code.²

² Duerksen, ed., A Handbook of Preservation Law, 1983, p. 37.

The *Delaware Comprehensive Historic Preservation Plan* provides all localities with a basis for a survey and study element by identifying the resources within the locality and placing them within a statewide context. The criteria for inclusion on the National Register can be used as the criteria for designation by localities. The significance of resources at the local, state, and federal level can be informed by the plan.

This comprehensive plan should create a three-way partnership between the federal National Register of Historic Places, the State of Delaware through the Division of Historical and Cultural Affairs, and Delaware's localities.

Constituencies of the Plan

To be successful, the *Delaware Comprehensive Historic Preservation Plan* and the ongoing planning process should:

1. be as understandable as possible;
2. be as open and democratic as possible allowing the widest participation;
3. produce results that have the greatest utility to the greatest number of constituents;
4. help make people and agencies aware of the state's historic heritage;
5. be technically sound, meeting the Secretary's Standards for Preservation Planning and relating to other planning efforts.

Constituencies can be thought of as both the types of organizations and agencies that will use the document and the kinds of professional perspectives that will be brought to bear by planners, public administrators, developers, historians, and so on. For each of these groups and individuals, the plan can serve a very different purpose. It is important, therefore, to be clear about what the plan can and cannot do so that all will see it as useful and relevant.

The *Delaware Comprehensive Historic Preservation Plan* will guide the development of a number of products at differing levels of generalization geared to needs of different users. The process of developing detailed National Register nominations, following stringent standards, will be the responsibility of professionals and highly knowledgeable lay preservation-

ists. (For information about determining eligibility for the National Register of Historic Places, see Appendix A.) The statewide planning process will translate the results of this activity into products useful to others. The most basic document will be a description of the historic resources in the state, by type and location, easily understandable by the Delaware resident eager to learn more about the state's historic heritage. There should be a variety of intermediate products related to the needs of land-use planners, state and local preservation groups, development interests, and so on.

The primary governmental constituencies for the plan include the National Register of Historic Places; the Delaware Bureau of Archaeology and Historic Preservation; other statewide agencies, such as the Delaware Department of Transportation; and county, municipal and other local agencies, especially historic preservation commissions and planning offices.

A central constituency in the nonprofit sector is the hierarchy of historical societies and organizations within Delaware, which are a major source of National Register nominations.

In the private sector, the group most affected by the plan will be the development community. One of the contributions of a comprehensive historic preservation plan is to make the location and significance of historic resources throughout the state known and predictable and the procedures for evaluating those resources explicit. Much of the opposition to preservation, especially from the development community, has been because preservation has been unpredictable; the presence of a resource within a development would not be known until the approval process had begun, and sometimes in the case of archaeological sites, until after construction had begun. Then development would be slowed or stopped until an evaluation was completed. The same is true in other respects for public development.

The National Register of Historic Places

The National Register of Historic Places is the federal government's list of the nation's cultural and historical resources that are worthy of preservation. The Register includes three groups of resources: the 1,600 National Historic Landmarks--an elite group that have national significan-

ce--that the Secretary of the Interior has specially recognized; resources with national, state, or local significance that were nominated by federal agencies, the states and others; and all historic areas within the National Park system. The National Register, then, is a single national inventory of cultural resources (with more than 50,700 entries in 1988) nominated by a variety of sources according to uniform criteria of significance.

Since the cultural resource surveys that identify potential National Register sites are undertaken at the state level, and since the majority of nominations are developed there also, the program is in many respects a state program. It is also the states, as well as the localities, that determine and establish what is significant at the state and local levels. Furthermore, nominations must be approved by the State Historic Preservation Officer and the Delaware State Review Board for Historic Preservation before being forwarded to the National Register.

To be eligible for inclusion on the National Register, a potential entry should have:

- significance in American history, architecture, archaeology, engineering, and culture;
- integrity of location, design, setting, material, workmanship, feeling, and association; and
- at least one of the following:
 - A. association with events that have made a significant contribution to broad patterns of our history;
examples: The Rebuilding of St. Georges Hundred, Victorian Dover Historic District, Sweet Potato Houses of Sussex County
 - B. association with the lives of persons significant in our past;
examples: George Read II House, John Dickinson House, Governor Ross Mansion
 - C. distinctive characteristics of a type, period, method of construction, a master, or high artistic values; or represent a significant and distinguishable entity;
examples: Wilmington Town Hall, University of Delaware Mall, Fenwick Island Light House
 - D. information, or potential information, important to history or prehistory.

*examples: Island Field Site, Thompson's Loss
& Gain, Cape Henlopen Archaeological Dis-
trict*

Significance can be established in terms of local, regional (including statewide), and national contexts. Thus there are at least three overlapping subsets of historic places on the National Register: the listings of resources related to national significance, the listings related to statewide or regional significance, and the listings related to local significance.

The comprehensive planning requirement marks an important shift in the process of determining eligibility for the National Register from dealing with individual resources as discrete entities to dealing with them as part of a larger resource. For the first fifteen years of the Register, each resource was treated as an individual case study, and the documentation prepared to prove eligibility for the Register was largely self-contained. Since the methods of evaluation were largely qualitative, there was no way to relate one historic resource to another in a systematic fashion. In short, the focus was on relating the historic resource to significant historic trends, to develop historic contexts for specific resources. The Secretary's Standards for Historic Preservation Planning, on the other hand, require that significant historic contexts be developed first and that the resources eligible for the Register be determined in terms of their manifesting important aspects of the context. (A more complete explanation of eligibility for the National Register may be found in Appendix A.)

Standards for Historic Preservation Planning

In 1983 the Secretary of the U.S. Department of the Interior established "Standards and Guidelines for Archeology and Historic Preservation" within four areas: preservation planning, identification, evaluation and registration. The Secretary's Standards had three purposes:

- ** to organize the information gathered about preservation activities.
- ** to describe results to be achieved when planning for the identification, evaluation, registration and treatment of historic resources.

**** to integrate the diverse efforts of many entities performing historic preservation into a systematic effort to preserve our nation's cultural heritage.**

Preservation planning is a process that organizes preservation activities (identification, evaluation, registration and treatment of historic resources) in a logical sequence. The Secretary's Standards for Historic Preservation Planning discuss the relationship among these activities and outline a process that determines when an area should be examined for historic resources, whether an identified resource is significant, and how a significant resource should be treated.

Preservation planning is based on four principles: (1) historic resources cannot be replaced if they are destroyed; (2) to have positive effects, planning for the preservation of historic resources must begin before the identification of all significant resources has been completed; (3) preservation planning includes public participation; and (4) preservation planning can occur at several levels or scales.

Standard I. Preservation planning establishes historic contexts. Decisions about the identification, evaluation, registration and treatment of historic resources are most reliably made when the relationship of individual resources to other resources is understood. A historic context is an organizational format that groups information about related historic resources based on theme (concept), chronological period, and geographic limits and describes the significant broad patterns of the development of an area that may be represented by these resources.

Standard II. Preservation planning uses historical contexts to develop goals and priorities for the identification, evaluation, registration, and treatment of historic properties. A goal is a statement of preferred preservation activities which is generally stated in terms of property types. Goals should set forth "best case" versions of how resources in the historic context should be identified, evaluated, registered and treated. They should provide the greatest possible protection of resources in the historic context. Collectively, goals for historic contexts should be a coherent statement of a program direction covering all aspects of the context.

Standard III. Results of preservation planning are to be made available for integration into broader planning programs. Preservation goals and priorities should be integrated with other planning concerns. This integration must involve the resolution of conflicts that arise when competing resources occupy the same land base. Successful resolution of these conflicts can be achieved through the judicious combination of inventory, evaluation and treatment activities. Since historic resources are irreplaceable, these activities should be heavily weighted to discourage the destruction of significant resources and be compatible with the primary land use.

In addition to historic preservation planning, the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* also include standards for identification, evaluation, and registration activities. These activities are discussed in Chapter 6.

Historic Preservation and Comprehensive Land Use Planning

Most fundamentally, the focus of historic preservation planning-- sites, buildings, structures and objects related to a location--is on land and the improvements on it--in short, historic land use. Land use planning is concerned with how humans have expressed their societies and economies through the use of land. Land use planning encompasses the totality of the use of land, including what has been built upon it to extend its utility. In this context, multi-story buildings are simply a way of multiplying the area of a parcel of land and enhancing its value.

While the subjects of land use planning and historic preservation planning have overlapped, their goals have often been opposed. Land use planning has evolved, in the United States at least, primarily in association with economic growth, either as a means of channelling its impact on land in high-growth situations or stimulating it in economically depressed areas such as in central cities. Historically, the built environment of new development has tended to replace, to destroy, the historic built environment. There is no reason, however, why land use planning and historic preservation planning cannot be complementary, especially as the historic environment has become increasingly valued.

Preservation Planning Integrated with Other Planning Functions

If it is the role of the planner concerned with land use patterns to understand them in relationship to the dynamics of the contemporary land market and its interplay with social and cultural values, then it is the task of the historic preservation planner to understand the evolution of those patterns over time and to assess the significance of remaining fragments. Historic preservation planning is one of several perspectives on, and public interests in, land.

Thus Planning Standard III--that the results of preservation planning are made available for integration into broader planning processes--relates primarily to comprehensive and functional planning related to land use. Functional planning includes such activities as transportation planning, economic development planning, environmental planning and others. It takes place at both the state and local levels of government. Comprehensive planning is the responsibility of county and municipal governments in Delaware, producing comprehensive land use plans which are implemented through zoning and subdivision regulations. At the present time, all three counties in the state are in the process of revising their comprehensive plans.

As with everything else, integration of plans must also be planned. It is very difficult, if not impossible, to integrate completed plans that were done independently; they have no common language that can translate the recommendations of one plan or functional area into terms relevant to another. Plans must be integrated, or information exchanged, at the points in the planning process when problems and alternative goals are defined and analyzed and decisions made.

To lay the basis for integrating this historic preservation plan into other planning processes (and to meet Planning Standard III), the following considerations will guide the development of this plan:

1. Preservation planning issues will be developed in terms that can be related to other functional and comprehensive planning efforts.
2. The material will be organized so that it can be used at key points in the planning process of other activities.

(For example, to provide through a computer data base, an immediate estimate of historic resources that would be affected by a new highway or would contribute to the tourism element of state economic development planning.)

3. The nature of historic resources in Delaware--their type, significance, quantity and priorities for preservation--will be clearly stated as a point of departure for other planning efforts.

Finally, the primary means of integrating historic preservation concerns into other comprehensive and functional planning is to have planners view historic significance as an attribute of land and buildings. Land use planning is built on the notion of land capability. Each parcel of land has a particular capability based on its physical characteristics, its location in relation to transportation and services, and other factors. The analysis of a land's capability results in a determination of its "highest and best use," which is the basis of its value appraisal. The purpose of historic preservation is to add another overlay to those attributes of capability and to make the preservation of our cultural inheritance a valued "highest and best use" of our land.

2. THE EVOLUTION OF HISTORIC PRESERVATION PLANNING

The National Historic Preservation Act (NHPA) of 1966, as amended, is the key federal law that encourages the identification and preservation of the nation's cultural resources. This act committed federal agencies to a program of identification and protection on land that they own and established the National Register of Historic Places to designate publicly or privately owned resources. The major stimulus for NHPA was a 1964 report sponsored by the U.S. Conference of Mayors, *With Heritage So Rich*, which recommended that Congress establish an Advisory Council on Historic Preservation, that the National Register of Historic Places be established in the U.S. Department of the Interior, and that Congress change the Internal Revenue Code to foster preservation. NHPA established historic preservation as a bona fide function of government and a legitimate consideration in development and land use planning.

The National Park Service felt the need for comprehensive historic preservation planning as early as 1980, when it initiated the "Resource Protection Planning Process" (RP-3) to:

...develop a comprehensive historic resource management process which identifies and organizes information about a State's historic, archeological, architectural, and cultural resources into a form and process readily usable for producing high reliability decisions, recommendations, and/or advice about the identification, evaluation, and protection of these resources.³

An important rationale for the RP-3 approach was to make preservation planning a normal element of land-use decisions. It was the National Park Service's experience in working with states on the RP-3 that led in 1983 to the establishment of the Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation.

NHPA created an enormous expansion of historic resources through a nationwide survey that has identified a great number of previously unknown

³ U.S. Department of the Interior, Preservation Planning Series: Resources Protection Process, September 1980, p.5.

resources. At the same time, the definition of what is historic has also been expanded.

One of the most characteristic aspects of historic preservation today is that its domain is being constantly extended in two distinct ways. On the one hand, the *scale* of the artifact being considered as requiring preservation is being pushed upward to include very large ones (e.g., the entire island of Nantucket) as well as downward, to include very small ones (e.g. historic rooms or fragments thereof installed in art museums).

On the other hand, the domain is being enlarged by a radical increase in the *type* of artifacts being considered worthy of preservation. Thus in addition to monumental high-style architecture--traditionally the concern of the preservationist--whole new categories of structures are now being recognized as equally meritorious: vernacular, folkloristic, and industrial structures. In a parallel fashion, the time scale of historicity is being extended to include pre-Columbian settlements at one end and Art Deco skyscrapers at the other.⁴

Thus the sheer number and variety of historic resources require an approach to management and planning that can deal with all of them in an analytic, comparative, and comprehensive fashion that goes far beyond a listing of discrete resources.

Historic Preservation Planning in Delaware⁵

Because cultural resources are limited in number and yet provide a great many individual resources to deal with, it is necessary to evaluate them carefully to determine which are worthy of preservation, and if preservation is not possible for certain historic resources, then to determine what type of recordation is necessary. In order to insure an adequate and consistent approach to the problems of evaluation and protection, management plans have been and are being developed to provide a framework of cultural and research goals that can be used in treating individual resources.

⁴ James Marston Fitch, Historic Preservation: Curatorial Management of the Built World, New York: McGraw-Hill, 1982, p. 40.

⁵ Some of the information in this section has been adapted from Delaware's Environmental Legacy: Shaping Tomorrow's Environment Today (January 1988) pp 120-127.

The Delaware Bureau of Archaeology and Historic Preservation administers various preservation programs authorized by federal law. The basic elements consist of planning, survey, evaluation, and protection of cultural resources. Survey of archaeological sites and historic resources has been going on in Delaware since 1965. This survey material is the central data base on which most other preservation activities depend.

The first plan for Delaware's resources was developed in 1974 and was essentially a descriptive summary of the results of the survey to that point, related to a number of historic themes. As more information was gathered, the need for a more integrated and research-oriented approach became evident. Furthermore, as the level of information increased, priorities shifted, requiring a plan more amenable to modification. In 1983, a separate plan was developed for the prehistoric resources based on a cultural-ecological approach, which allowed the delineation of settlement models for different periods. Based on these cultural contexts, an analysis of the resource potential for different environmental zones was developed and a map drawn to show these zones overlaid by areas of differing developmental pressures. This is used to guide grant awards for survey activities, while the analysis of settlement models provides a framework to determine a site's significance.

In 1985, plans for historic period resources began to be developed for the City of Wilmington and the state as a whole. Both of these plans created historic contexts based on geography, time period, and historic research theme. Just as in the prehistoric plan, these contexts are used to guide survey activities, to evaluate sites and resources, and to develop preservation goals and priorities. The *Delaware Comprehensive Historic Preservation Plan* is a collaborative effort between the Bureau of Archaeology and Historic Preservation and the Center for Historic Architecture and Engineering at the University of Delaware.

The State of Historic Resources in Delaware

Historic resources in Delaware, as elsewhere, have been protected in a variety of ways. The George Read II House, for example, is owned by the Historical Society of Delaware and operated as a museum for the public.

Most of the land and buildings of the Eleutherian Mills Historic District are owned by the Eleutherian Mills-Hagley Foundation, Inc., which was established through individual and corporate endowments and operates the Hagley Museum and Library. The Allee House, located in the Bombay Hook Wildlife Preserve in Kent County, is interpreted and maintained by the Delaware Bureau of Museums and Historic Sites; the house is rented to private citizens who open it to the public on weekends. Old Christ Church, near Laurel in Sussex County, is owned and maintained by a group from the congregation which is dedicated to the preservation of the church and makes it available for public use. The Lewes Historic District is an example of a strong community nonprofit effort towards the rehabilitation and protection of the historic resources of their town.

Preservation and treatment are also accomplished in a variety of ways, ranging from documentation to reconstruction. An example of documentation is the Alexander Wilson Agricultural Works in Newark. Prior to demolition of the site (in the right-of-way of a federally funded transportation project), staff from the Delaware Department of Transportation and the University of Delaware completed measured drawings and photographs of the house, barn, and wheelwright's shop and conducted an archaeological excavation to document the below-ground record. Although the site is now destroyed, a full documentary record remains of one of the few intact nineteenth century machine shops. At the opposite end of the spectrum of preservation alternatives is the John Dickinson Plantation near Dover. With extensive funding from the General Assembly, staff from the Bureau of Museums and Historic Sites undertook massive documentary and archaeological research which led to the rehabilitation of existing structures and the reconstruction of long-forgotten outbuildings. The Dickinson Plantation is now the focus of major educational and interpretative programs and has become an important tourist attraction.

At present, approximately 32,000 resources have been identified and included in the inventory file of the Bureau of Archaeology and Historic Preservation. The great majority of these resources, however, are not protected by any of the above methods. In addition, the protected few are not representative either of the full range of surviving historic resources

or of the landscape that has already vanished. This is so partially because the overwhelming majority of seventeenth, eighteenth, and early nineteenth century Delaware was built largely of wood. The scarcity of stone in the state, especially in central and southern Delaware, and a lack of wealth to import more durable materials combined to produce this very vulnerable landscape. Unlike much of Pennsylvania, or even extreme northern Delaware, few buildings of the colonial and early Federal period have survived. Furthermore, since its settlement, Delaware has been a predominately agricultural state with a very small population that remained extraordinarily stable for nearly two hundred years, until about 1850. From that time, virtually all the state's population growth occurred in the vicinity of Wilmington. By 1900, when Wilmington contained over 40 percent of the state's population, the city occupied less than 1 percent of its land area. This demographic pattern means that historic resources in and near Wilmington have been at great risk since 1850 and that resources in other parts of the state are thinly scattered.

More than 2,000 archaeological sites have been recorded representing both the prehistoric and early historic periods. This is approximately 15 percent of the 15,630 sites which once existed or now remain on the landscape. Archaeological sites are very fragile and any substantial disturbance of the ground--which would include all new industrial, commercial and residential development--destroys the soil contexts from which a site's significance is determined. This loss is irretrievable. A significant effort is required before development occurs to recover important information.

Projected rates of new development and construction indicate that existing resources are greatly imperiled. Between 1987 and 2000 New Castle County is projected to lose 54,000 gross acres to new development and construction, which will include the loss of 810 archaeological sites. Kent and Sussex Counties are estimated to lose an additional 15,000 acres, resulting in the loss of 225 archaeological sites.

Historic resources can be lost through both demolition and more subtle and gradual changes to the character of the resource and its surroundings. Projections of the condition of the resource in the year 2000 must there-

fore include two factors: loss of the individual resources through demolition (which includes fire and natural disasters) and degradation of the resources. Degradation of resources is very difficult to project based on existing information. The rate of loss through demolition varies throughout the state. In New Castle County the rate appears to be as high as 1.5 percent per year, while in less urbanized parts of the state the loss rate is less than 0.5 percent per year. The University of Delaware has estimated that 69,000 acres will be newly developed across the state between 1987 and 2000. Using that estimate, the Bureau of Archaeology and Historic Preservation projects that close to 2,500 resources will be affected--8 percent of the state total. Only if we plan for the preservation of these sites and structures will the historic resources survive.

Historic Resources and Preservation

Fundamentally, historic resources tell us about our culture and history. Often they are the only evidence that remains to speak to us about a particular time and place. This is especially true as we move from the great events of history and the monuments of architecture to more common everyday life and localities. Historic resources are generally thought of as substantial structures--such as the eighteenth century houses restored as museums and the nineteenth century commercial blocks adaptively reused by melding Victorian architecture with twentieth century retailing--or, in the archeological realm, the collections of artifacts creatively displayed to illustrate pre-contact life in North America.

The net cast for historic preservation planning, however, is much broader than this. The goal of preservation planning is to find as many physical remains of past landscapes as possible, large and small; to evaluate them; and, even if they cannot be saved physically, to insure that a record has been made of them that provides the basis for continued research and greater understanding of our cultural heritage. Preservation planning also means developing the analytical context for interpreting the significance of these physical remains. Thus when we speak of "treatments" of historic resources, we mean not only restoration, adaptive reuse, or other ways of conserving the physical artifact literally, but recordation

as well.

Consequently, preservation planning can be thought of as being concerned not only with conserving historic resources for future use but with identifying and recording those that disappear. Many historic resources have already disappeared from the landscape, particularly vernacular buildings. In Delaware a major effort has been made to record eighteenth and early nineteenth century agricultural buildings that are being lost at a rapid rate due to decay, fire, and reuse of their materials.⁶

New parts of the built environment are continually qualifying as historic, some so common and close to our experience that we do not think of them as such. (To be eligible for the National Register a resource must be at least 50 years old.) For example, thousands of small gasoline stations built during the 1930s and early 1940s were demolished at a rapid rate during the late 1970s as oil companies completely reorganized their retailing outlet. Few were recorded because they did not qualify as "historic." Similarly, the decline of the American steel industry has resulted in the massive scrapping of production plants, few of which were recorded to document a critical historic engineering resource.

Preservation planning is concerned not only with standing resources, but with reconstructing, through archaeology, resources that have been lost. These include not only the pre-contact Indian sites, but post-contact historic sites. Some have been lost because they were perishable and did not survive; others were built on areas of the landscape that have been intensively reused, such as urban sites where cycles of construction, demolition, and reconstruction have occurred.

Thus the historic resources that are the subject of preservation planning are extremely wide ranging in type, far beyond the limited focus on architecturally significant buildings or artifacts that are often associated with preservation. Historic resources also cover a wide span in time from prehistory to less than a half-century ago. Finally, they include not just the standing and visible, but also those that exist only

⁶ See Bernard L. Herman, Architecture and Rural Life in Central Delaware, 1700-1900. Knoxville: University of Tennessee Press, 1987.

below the surface of the ground. To capture this range of resources, the preservation planning process must be truly continuous.

Historic Resources in Delaware

Intelligent planning is based upon a knowledge of the resource that is being planned for, what its characteristics are, and what is going to happen to it in the future. That we, as a society, have not kept track of our historic resources is a commentary on the low priority we have placed on them. This is particularly ironic because we have meticulously kept records on virtually all other aspects of land and buildings as property, especially related to value. At the same time it would be a disservice to carry such a critique too far, since much of what we need to know about historic resources is not easily measurable.

In terms of buildings or structures, no easily accessible data is available on even that most elemental historic attribute of age. This is generally true nationally as well as in Delaware. A part of the on-going historic preservation planning process in Delaware will be to translate the state's cultural resource surveys into a quantified, computer-based data base for preservation planning.

To gain some sense of the nature of Delaware's historic resources and the rates of loss in the absence of a comprehensive source of information, we will use two other sources of information in this section: the U.S. Census data on the number of housing units in structures built before 1940, and the Delaware listings on the National Register of Historic Places. The former can lend some insight into the rate of loss in the state's historic resource base, and the latter can give the reader an overview of the quality of that resource base.

Loss Rates: Vanishing Historic Resources. Using the loss of pre-1940 housing units as a surrogate for the larger historic resources in the state, and recognizing that there must be inevitable loss for a variety of reasons, some of which are in the public interest, the projected rate of loss would be a significant erosion of the cultural fabric of the state. The combined loss of pre-1940 housing units for the second half of the twentieth century, actual and projected, is 40,217 units--50 percent of the

units standing in 1950.

The historic resources of Delaware are a relatively thin mantle over the landscape for two reasons. First, for most of its history, Delaware's population settled on its landscape at low densities. Second, in terms of development pressures, Delaware gained more than half of its 1980 population--55.2 percent--since 1940. Moreover, this rate of increase is true of all three counties, not just New Castle County.

National Register Sites in Delaware. There are four types of nominations for the National Register of Historic Places: (1) individual, (2) district, (3) multiple resource, and (4) thematic. Originally the only type was the individual nomination, and of the 631 National Register listings in Delaware, 49 percent are individual nominations. However, they represent only about 5 percent of the total number of resources listed on the Register. This is a reflection of a shift from the early practice of nominating individual structures to the present-day practice of nominating groups of resources as either districts (81 nominations containing about 77 percent of the total resources listed in 1988), multiple resource nominations (16 nominations make up about 8 percent of the total resources listed in 1988), or thematic nominations (33 nominations are responsible for about 10 percent of the total resources listed in 1988). Because a nomination may include more than one resource, the number of listings on the National Register is not an accurate reflection of the number of resources that have been evaluated. The 631 listings on the Register in Delaware represent more than 7,900 resources. Although many of the listings are for properties of less than one acre in size, there may be as much as 29,500 acres of land in Delaware listed on, or eligible for, the National Register.

Of the 631 National Register listings in Delaware, 55 percent are located in New Castle County, 24 percent in Kent County, and 21 percent in Sussex County. They are spread between rural and urban locations, but large concentrations are found in the City of Wilmington (14 percent), St. Georges Hundred (10 percent), and White Clay Creek Hundred (9 percent). There are no National Register listings for resources in West Dover or Gumboro hundreds. Appendix B contains a listing of National Register nominations in Delaware.

3. HISTORIC CONTEXTS

The concept of historic contexts is the cornerstone of historic preservation planning. A historic context is defined as an "organizational format that groups information about related historic properties, based on theme, geographic limits, and chronological period."⁷ Figure 1 illustrates the relationship among these elements as they have been established for Delaware. (The significance of a historic resource is determined by its relationship to a historic context.) There are at least four ways the elements can relate to one another:

1. Historic themes can have significance throughout Delaware's history across all of the chronological periods. Thus "Agriculture" can be developed as a historic context across time and throughout the state.
2. Historic themes can also have coherence within a particular chronological period because characteristics of the period can influence the theme in question by its particular character.
3. Chronological periods can be developed as historic context defined by the interrelationships between all the historic themes.
4. Historic contexts can be developed from a combination of historic themes and chronological periods at a variety of geographic levels, from city block to entire state.

The historic context framework of the *Delaware Comprehensive Historic Preservation Plan* provides a uniform method for evaluating historic resources as they relate to patterns in history. The evaluation of resources in their historic contexts makes it possible to determine their significance and integrity on both an individual and comparative basis. Such evaluation may lead to the nomination and placement of historic resources on the National Register of Historic Places and to successful long-term historic preservation planning.

The notion of "property type" is the second most important concept in historic preservation planning: "A property type is a grouping of

⁷ Federal Register, 9/29/83, p. 44716.

FIGURE 1: FRAMEWORK OF HISTORIC CONTEXT ELEMENTS

HISTORIC THEMES	CHRONOLOGICAL PERIODS AND THEMES				
	A. 1630-1730+/- EXPLORATION AND FRONTIER SETTLEMENT	B. 1730-1770+/- INTENSIFIED AND DURABLE OCCUPATION	C. 1770-1830+/- EARLY INDUSTRIALIZATION	D. 1830-1880+/- INDUSTRIALIZATION AND EARLY URBANIZATION	E. 1880-1940 +/- E. URBANIZATION AND EARLY SUBURBANIZATION
01. AGRICULTURE					
02. FORESTRY					
03. TRAPPING/HUNTING					
04. MINING/QUARRYING					
05. FISHING/OYSTERING					
06. MANUFACTURING					
07. RETAILING/WHOLESALEING					
08. FINANCE					
09. PROFESSIONAL SERVICES					
10. TRANSPORTATION AND COMMUNICATION					
11. SETTLEMENT PATTERNS & DEMOGRAPHIC CHANGES					
12. ARCHITECTURE, ENGINEERING, AND DECORATIVE ARTS					
13. GOVERNMENT					
14. RELIGION					
15. EDUCATION					
16. COMMUNITY ORGANIZATIONS					
17. OCCUPATIONAL ORGANIZATIONS					
18. MAJOR FAMILIES, INDIVIDUALS, AND EVENTS					

individual resources based on shared physical or associative characteristics. Property types link the ideas incorporated in the theoretical historic context with actual historical properties that illustrate those ideas."⁸ The concept of property types also deals with historic resources in the aggregate by creating classes of resources related by shared characteristics.

Thus the planning process is one of creating historic contexts, determining associated property types, evaluating them as a class at a general level, and, finally, completing the detailed evaluation of specific individual resources. The Secretary's Standards for Historic Preservation Planning describe a five-step procedure for developing historic contexts: 1) identifying the concept, time period and geographic limits for the historic context(s); 2) assembling the existing information about the historic context; 3) synthesizing the information; 4) defining property types; and 5) identifying information needs. This chapter identifies the historic themes, geographic limits, and chronological periods of the historic context framework for Delaware.

Historic Themes

A historic theme is a broadly defined functional category in which a wide range of associated human activities may take place. It is, therefore, an organizing principle recognized on the basis of observed cultural patterns. Because preservation planning seeks to evaluate the significance of historic resources in historic contexts, it is essential that historic themes be defined and developed in concert with the identification of property types and as trends emphasizing process and interaction.

There are 18 historic themes grouped into two clusters, intended to be inclusive of the major influences on the creation of historic resources: economic trends and cultural trends. Economic forces have motivated the discovery, settlement, and development of the North American continent and thus permeate virtually all aspects of the historic built environment. If economic forces motivated these activities, cultural patterns dictated the

⁸ Federal Register, 9/29/83, p 44719.

evolution of the American landscape. The historic themes and their sub-themes are designed to be broadly inclusive, but to allow for expansion through property types. The historic themes are also inclusive of all areas of significance recognized by the National Register of Historic Places. They are:

- | | |
|----------|--|
| | 1. Agriculture |
| | 2. Forestry |
| | 3. Trapping and hunting |
| ECONOMIC | 4. Mining and quarrying |
| | 5. Fishing and oystering |
| | 6. Manufacturing |
| TRENDS | 7. Retailing and wholesaling |
| | 8. Finance |
| | 9. Professional services |
| | 10. Transportation and communication |
| | 11. Settlement patterns and demographic change |
| | 12. Architecture, engineering, and decorative arts |
| CULTURAL | 13. Government |
| | 14. Religion |
| | 15. Education |
| TRENDS | 16. Community organizations |
| | 17. Occupational organizations |
| | 18. Major families, individuals, and events |

Property Types

Property types relate historic contexts to individual resources by functioning as conceptual bridges between historic themes and particular buildings, structures, sites, and objects. To function as a classification system, property types must be general; they must also be particular enough to provide for the meaningful evaluation of integrity and significance reflected in individual historic resources. Property types are broken down into functionally and stylistically specific subcategories, based primarily on shared physical characteristics (See Appendix C for a complete catalog of property types). Historic contexts and property types are two sides of the same coin; property types are the physical resources that embody and manifest the characteristics of the historic context.

A property type is a group of individual resources which have some shared physical or associative characteristics that set them apart from

other resources. Physical characteristics are structural forms, architectural styles, building materials, or site types. Associative characteristics are related to events, activities, specific individuals, groups, or the kind of information a resource may yield. At one level, an associative property type is all of the resources associated with a historic context.

Every historic resource may belong to several property types. The shipbuilding yards that housed Wilmington's shipbuilding industry are also part of a physical property type of manufacturing resources in Delaware. The tenements that housed its workers are part of the property type of worker housing throughout the state. Yet both the yards and the tenements would be part of the associative property type for the Wilmington Shipbuilding Manufacturing Historic Context. In this way, historic contexts are prisms through which to view the multiple roles of historic resources, and property types are a way to understand the range of their contributions to major themes of American history.

Economic Trends

The economic subthemes are designed to be comprehensive of all economic activities and are therefore modeled after the United States *Standard Industrial Classification Manual*, the classification system for all economic activities in the United States.

1. **Agriculture.** "Agricultural operations consist of the production of crops or plants, vines, and trees (excluding forestry operations); or the keeping, grazing, or feeding of livestock for animal products (including serums), animal increase, or value increase."⁹ These operations may be identified by types and modes of production (field crops, livestock farms, horticultural operations, vegetable farms, or mixed agriculture). Operations might also be identified by modes of agriculture (subsistence farming, scientific farming, agricultural reform methods, agricultural industrialization, or truck farming).

Agricultural production often supplies raw materials for manufacturing industries. If production simply changes the size or shape of products,

⁹ The Technical Committee on Industrial Classification, Office of Statistical Standards, Standard Industrial Classification Manual, 1957, p. 11.

the historic resources associated with that activity are classified as part of the agricultural theme. If processing changes the recognizable form of agricultural products, then resources associated with that process are part of the manufacturing industries theme. For example, corn production and milling are part of agricultural production; baking corn into food products is a manufacturing process, and the bakery and its related resources fall within the manufacturing theme.

2. Forestry. Forestry "includes establishments primarily engaged in the operation of timber tracts, forest nurseries, and related activities."¹⁰ Related to these activities are lumber and wood production, including logging operations, saw mills, and building material fabrication. Activities historically associated with forestry and lumbering include shingle and stave making, charcoal burning, and tanbark harvesting.

3. Trapping and Hunting. Trapping and hunting includes the taking of naturally occurring animals and fowl for fur, feathers, food, and other uses. This theme includes resources representing commercial endeavors specific to the taking of all game and the management of game stocks. Many of these activities are carried on for either commercial production or sporting purposes. Both types of trapping and hunting, and the resources associated with them, fall within this theme.

4. Mining and Quarrying. Mining and quarrying includes "the extraction of minerals occurring naturally...quarrying, well operation, milling (crushing, screening, washing, flotation), and other preparation needed to render the material marketable."¹¹ Subdivisions of mining are based on types of ore, stone, petroleum, and other naturally occurring minerals.

Milling and mining operations commonly lead to manufacturing processes. For purposes of theme identification, any resource associated with changing the size or shape of mining products is included in this category. All steps by which mining products change form, however, are manufacturing processes, and resources connected with those steps are part of the manu-

¹⁰ Ibid, p. 17.

¹¹ Ibid, p. 21.

facturing theme. For example, if stone is crushed to produce gravel, that activity is part of mining, but when sand and gravel are processed into cement, that processing is part of manufacturing, and the cement plant and associated resources fall under the manufacturing theme.

5. Fishing and Oystering. Fishing and oystering includes the taking of naturally occurring fish and shellfish for fertilizer, food, and other uses. This theme also includes aspects of mariculture and game management, related to the cultivation and maintenance of naturally occurring fauna for commercial and resource conservation purposes. Fisheries are subdivided into operations related to finfish, shellfish, whale products, and miscellaneous marine products. Many of these activities are carried on for either commercial production or sporting purposes. Both types of fishing and oystering, and the resources associated with them, fall within this theme.

6. Manufacturing. Manufacturing includes "those establishments engaged in the mechanical or chemical transformation of inorganic or organic substances into new products, and are usually described as plants, factories, or mills, which characteristically use power driven machines and handling equipment. Establishments engaged in assembling component parts of manufactured products are also considered manufacturing if the new product is neither a structure nor other fixed improvement."¹²

7. Retailing and Wholesaling. Wholesale trade is defined as "establishments or places of business primarily engaged in selling merchandise to retailers; to industrial, commercial, institutional, or professional users; or to other wholesalers; or acting as agents in buying merchandise for or selling merchandise to such persons or companies."¹³ Included under wholesale activities are jobbers and merchants, sales offices, commodity and commission brokers, bulk stations, and cooperative operations.

Retail trade is defined as "establishments engaged in selling merchandise for personal, household, or farm consumption, and rendering services

¹² Ibid, p. 43.

¹³ Ibid, p. 147.

incidental to the sale of goods. In general, retail establishments are classified by kind of business according to the principal lines of commodities sold, or the usual trade designation."¹⁴

8. Finance. Included under this theme are finance, insurance, and real estate establishments (banks, credit agencies, security and commodity brokerages, insurance carriers, holding companies, and real estate firms).

9. Professional Services. Professional services include "establishments primarily engaged in rendering a wide variety of services to individuals and business establishments."¹⁵ Groups under this theme include all manner of businesses engaged in law, medicine, architecture and engineering, financial consulting, personal services (e.g., home repairs and undertaking services) and other activities. Resources associated with professional services often served several functions at the same time, as when a doctor's office is located in an inn. Historic resources used predominantly for rendering one or more professional services fall within this theme.

10. Transportation and Communication. "This division includes enterprises engaged in passenger and freight transportation by railway, highway, water, or air, or furnishing services related to transportation; petroleum pipe line transportation; warehousing; telephone and telegraph communication services; radio broadcasting and television."¹⁶ Because sites associated with this theme are necessarily part of larger networks, they tend to cover large geographic areas and are subject to various forms of government regulation. Activities related to maintenance and marketing of shipping and transportation services are also included under this theme.

Many resources serve a transportation or communication function to some extent, and other functions at other times. If any resource is related primarily to transporting goods, passengers, or information, it falls under this theme. For example, a country road may be used during spring and summer to move agricultural equipment from field to field, but if

¹⁴ Ibid, p. 153.

¹⁵ Ibid, p. 189.

¹⁶ Ibid, p. 125.

during the whole year the road primarily carries produce, travellers, and messengers, it and its associated resources are part of this theme.

Cultural Trends

Cultural subthemes encompass activities related to the social institutions that shape and are shaped by our lives.

11. Settlement Patterns and Demographic Change. This theme addresses the processes of the modification and transformation of historic resources. The roots for transformations in buildings, sites, and other historic resources may be identified in economic or cultural trends. Historic resources typically reflect more than one chronological period and in the aggregate reveal broad historic contexts. Settlement patterns and demographic change recognizes that the physical environment is not static but responsive to, and the medium for, the expression of cultural, social, and economic change. The evolution of the built environment is tied to population change: growth, stability, and decline. The historical succession of settlement patterns and development accommodated by, and reflected in, the landscape can generally be traced to the demographic history of a place. Population densities reflect the intensity with which the land is used. Analyzing geographical patterns of population growth can also suggest where resources from an earlier period may have been destroyed by successive development.

This historic theme includes the general urbanization of the state as reflected in the percentage of urban population, the growing and shifting economic focus of all areas of the state on major urban centers, and, spatially, the changing pattern of settlement in the state related to the growth of urban places. Suburbanization, a settlement pattern on the urban fringe reflecting the desire to be tied to the city economically but not residentially, is also included in this theme. This pattern appeared in the early twentieth century adjacent to Wilmington and became the predominant mode of development by the 1940s.

Settlement patterns reflect demographic changes over time. This historic theme includes discussion of Native Americans, early colonization by different ethnic populations, blacks (particularly as they were affected by

manumission and the 13th Amendment), influences of various immigrant groups, and general population changes. Evidence of these groups remains visible both in their identifiable building technologies and in the clearly defined neighborhoods they created or to which they were restricted.

12. Architecture, Engineering, and Decorative Arts. Architecture, engineering and decorative arts, as a theme, encompasses all objects, structures, sites, building plans, and styles that trace the development of material culture. Material culture is any significant reflection of individual and social tastes and trends that helps us understand the psychological needs and motivations of the people who crafted them. The architecture, engineering and decorative arts theme extends to vernacular traditions illustrating traditional aesthetic values, such as ethnic and folk art. Outdoor sculpture and landscape architecture are also included under this theme.

Any resource may represent distinctive or traditional aesthetic values. Some resources, however, are significant primarily because of their place in the history of architecture, engineering and decorative arts.

13. Government. This theme includes all federal, state, local, and international government legislative, judicial, and administrative functions as well as government owned and operated business enterprises. Because this category includes military operations, it extends to battlefields, encampments, cemeteries, and any other historic cultural resource involving military or governmental action.

This theme also includes government facilities that exist solely to service resources belonging to another theme. For example, this theme would include government owned and operated vehicle storage and repair yards, even though highways and bridges on which the same vehicles are often used fall primarily within the transportation and communication theme.

This category, however, does not include government owned property leased, for example, to a private organization for construction and operation of a shopping center or parking garage. Although governments may commonly make their property available to others, the actual use of the

property determines the appropriate theme.

14. Religion. Religion as a theme includes establishments used for worship or religious activities, but excludes activities related to schools, hospitals, and orphanages operated by religious groups. Religious organizations also own properties they make available to non-religious groups on a long-term basis. These properties are more properly included within community and occupational organizations or government.

15. Education. This theme includes establishments which provide formal academic or technical courses, and libraries. Historic resources related to education include schools, associated offices, research facilities, dormitories and other school-related housing, and other service facilities primarily for the use of staff and students.

Schools sometimes own properties operated by others for non-educational functions. For example, a university may own land it will not need for educational purposes for many years. If the private homes or factory on that land stay in private operation, the property should be included in manufacturing or architecture, engineering, and decorative arts rather than education.

16. Community Organizations. Organizations based on community ties, whether historically for profit or nonprofit, secular or religious, are grouped in this theme. It includes organizations such as political, charitable, and service organizations. Historic resources associated with this theme include recreation and entertainment centers, athletic facilities, voluntary service organizations, private lodges and clubs, private cemeteries, and political party headquarters.

This theme excludes related institutions organized and operated independently, such as schools, hospitals, lodging houses and hotels, and insurance, legal and medical service for members. These institutions primarily represent other themes, from education to professional services.

17. Occupational Organizations. Organizations based on occupational ties, whether historically for profit or nonprofit, secular or religious, are grouped in this theme. It includes organizations such as business associations, professional groups, and labor unions. This theme excludes related institutions organized and operated independently, such as

insurance, legal and medical service for members. These institutions primarily represent other themes, from education to professional services.

18. Major Families, Individuals, and Events. This theme identifies historic resources through their direct association with exceptional individuals, families, and major events. This property type may include the dwellings of individuals or the structures that housed the events.

Geographic Zones

As part of both the Chesapeake and Delaware drainage areas, the state was influenced from the south and west by the Chesapeake settlements of Maryland and Virginia, and from the north and east by settlements in Pennsylvania, New Jersey, and New York. Physiographically, Delaware is part of two major east coast regions: the Piedmont Providence and the Atlantic Coastal Plain. The extreme northern portion of the state--"gently undulating, wooded, and open uplands, averaging perhaps 250 feet in elevation with as much as 300 feet of local relief"¹⁷--lies in the Piedmont Providence. Its steep grades and rapid streams provided the water power for some of the earliest industrial development in the United States. By far the largest area of the state is part of the Atlantic Coastal Plain. The northern portion of this area, with its flat landscape, rich soils, and close proximity to the rapidly growing markets of Baltimore and Philadelphia, became one of the most productive agricultural areas in the east during the eighteenth and nineteenth centuries. The southern portion of the state becomes increasingly flat, poorly drained, and very low in elevation, actually merging with the Atlantic continental shelf. Since the tidal shoreline extends from the Pennsylvania border along the coast of the Delaware Bay to Cape Henlopen and then along the Atlantic Coast to the Maryland border, Delaware was both linked to, and greatly influenced by, a larger maritime world.

To establish a framework for evaluating historic and cultural contexts within Delaware, the state has been divided into a series of five geo-

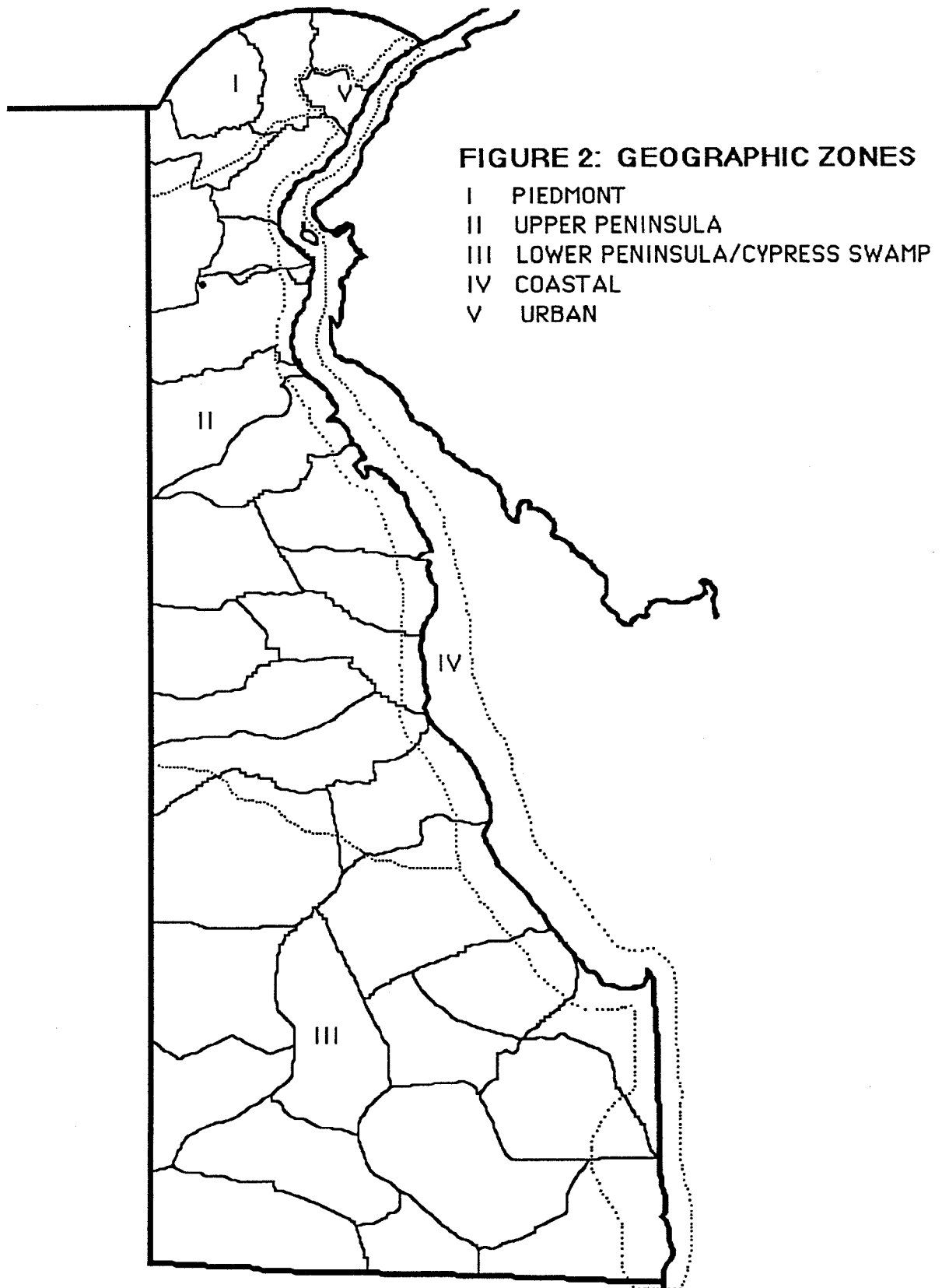
¹⁷ Allan M. Thompson, "A Summary of the Geology of the Piedmont in Delaware, Selected Papers on the Geology of Delaware" in Transactions of the Delaware Academy of Science Vol. 7. Kraft and Carey, eds. (Newark, DE: Delaware Academy of Science, 1976), p. 115.

graphic regions or zones (Figure 2). Except for Wilmington, the zones are geographic areas defined primarily by physiographic characteristics such as geology, drainage, soil types, and native flora and fauna. Geographic zones provide the basis for developing geographically coherent historic contexts and creating a framework for the management of historic resources. It should be noted that the process of determining the boundaries of the zones took into account the conclusions drawn in *A Management Plan for Delaware's Prehistoric Cultural Resources*. (Appendix D contains a selection of maps from that work which illustrate those conclusions.) The five zones developed for this plan in Delaware are:

- Zone 1: Piedmont
- Zone 2: Upper Peninsula
- Zone 3: Lower Peninsula/Cypress Swamp
- Zone 4: Coastal
- Zone 5: Urban (City of Wilmington)

Zone I: Piedmont. The Piedmont Zone is the northernmost and includes all of Mill Creek and Christiana hundreds and most of Brandywine and White Clay Creek hundreds, with the fall line, its southern boundary, running roughly parallel to present-day Route 2. The landscape of the northern and western parts of the zone ranges from nearly level to hilly. The soil is a strong clay, mixed with some loose rock, that is fertile and well-suited for agriculture. In the east, the landscape is flatter but the soil is rockier and less well-drained. Major topographical features in the zone include Iron and Chestnut hills (areas full of iron ore), Mount Cuba, and the Edgar M. Hoopes Reservoir. Prior to any European settlement, the entire area was heavily wooded with a variety of trees: oak, hickory, poplar, walnut, and ash. Indian corn and other fruits grew without cultivation.

The whole region was riddled with major and minor streams, most flowing north to south and draining into the Christiana River and then east to the Delaware River. The Christiana River was navigable for sailing vessels as far inland as the town of Christiana, and many of the other streams were navigable for small boats. Heavy erosion and silting caused in part by the extensive clearing of land in the zone has severely decreased the depth and width of these streams. The major ones that remain



are the Red Clay Creek, White Clay Creek, Brandywine Creek, Pike Creek, Mill Creek, and Muddy Run. Major towns in the zone include Newark, Elsmere, and Arden, but the entire zone is currently threatened by extensive new development.

Zone II: Upper Peninsula. The Upper Peninsula Zone covers the largest land area of all the zones, stretching from the southeastern border of the Piedmont Zone through New Castle, Pencader, Red Lion, St. Georges, Appoquinimink, Blackbird, Duck Creek, Little Creek, Kenton, East Dover, West Dover, North Murderkill, South Murderkill, and Milford hundreds to the Sussex County line. The soils in this zone range from medium-textured to moderately coarse, with some areas being well-drained and others very poorly drained. The subsoil consists of sandy loam or sandy clay loam. Land contours range from level through gently rolling or sloping to steep. Major topographical features for this zone include Garrisons Lake, Killen Pond, Lums Pond, and McCauley Pond. Originally, the entire area was full of waterways. Many of the large creeks and rivers that flowed into the Delaware River were navigable by small boats for a fair distance inland. In addition, numerous small streams drained into the larger creeks. Like those in the Piedmont Zone, these streams have been subject to heavy silting and deposition over the past three centuries and in most cases are no longer navigable except by canoe or rowboats. The major streams that remain are the Christiana River, Duck Creek, Smyrna River, St. Jones Creek, Murderkill River, Little River, Leipsic River, Chesapeake and Delaware Canal, Appoquinimink River, and Blackbird Creek. The zone was also heavily wooded with a variety of trees: oak, hickory, poplar, walnut, ash. Indian corn grew wild in many areas, and the land was inhabited by a large range of animals. At the present time much of the zone is under cultivation for agriculture. Dover, the state's capital, is the only large town in the zone, but there are many smaller communities.

Zone III: Lower Peninsula/Cypress Swamp. Occupying the southern third of the state, this zone contains Broadkilm, Indian River, Lewes and Rehoboth, Cedar Creek, Nanticoke, Northwest Fork, Seaford, Georgetown, Mispillion, Broad Creek, Gumborough, Little Creek, Dagsborough, and Baltimore hundreds. The natural environment of the Lower Peninsula/Cypress Swamp

Zone shares many qualities with the Upper Peninsula Zone. The soil in the area ranged from moderately well to poorly drained with a subsoil of sandy clay or loam. Major flora include cypress, loblolly pine, tulip, magnolia, Atlantic white cedar, maple, ash, and oak. Early historical descriptions of the area typically label the area as forest. The Nanticoke River, draining southwest into the Chesapeake Bay, is the main waterway in the zone. The other major body of water is the freshwater Cypress (or Burnt) Swamp. The entire zone was full of smaller streams and ponds.

Zone IV: Coastal. The Coastal Zone encompasses the coastline of Delaware and extends out to the three-mile limit or the state line on the water side; on the inland side, it reaches to the head of navigation. Because the head of navigation changes as erosion and silting alter the rivers and streams, the inland boundary of the Coastal Zone is variable from one period to another. The zone boundary is not a line running parallel to the coastline, but also includes the land in the immediate vicinity of a river or stream up to the head of navigation. The zone is the area in which water-related activities take place; in certain time periods that includes the navigable streams as far inland as the ports of Odessa, Smyrna, and Bethel. Primarily, however, the zone consists of the eastern boundary of Delaware, all of which is shoreline for river, bay, or ocean. From Brandywine Hundred south to about St. Georges Hundred is considered the shore of the Delaware River; from St. Georges to Cape Henlopen, the Delaware Bay; the remaining coastline, the Atlantic Ocean. The zone also includes such coastal water-oriented towns as Lewes, Leipsic, Port Penn, and Delaware City. The bay and ocean sections of the zone have been subject to heavy erosion from wave activity over the centuries. Anywhere from one to nine feet of beach has disappeared in a year. Consequently, the coastline continually changes, particularly during the hurricane season.

The northernmost part of the zone faces the fresh-water Delaware River fed by small streams from the Piedmont and Upper Peninsula Zones. The soil of the river basin ranges from moderately well-drained and medium textured to tidal marsh land. The marshes contain a variety of vegetation (arrow-arum, spatterdock, water-willow, smartweed, red oak, white oak) and wild-

life (turtles, many kinds of fish, muskrat, wood ducks, great blue herons, ospreys, turkey vultures, and bald eagles). Pea Patch Island, the site of Fort Delaware, was built up by the collection of river silt deposits.

The middle portion of the zone is associated with the Delaware Bay. The northern section consists of tidal wetlands with marsh mud banks containing saltmarsh cordgrass and salt hay. These wetlands also provide a habitat for a wide variety of wildlife: muskrat, rabbit, waterfowl, shorebirds, longlegged waders. Vegetation in the marshes includes soapwort gentian, sweet gum, red maple, highbush blueberry, red cedar, and wild black cherry. Further south the coast consists of narrow sandy beaches with salt marshes behind them. This area is particularly vulnerable to change during storms because of the low elevation of the barrier dunes. Closer to the mouth of the bay the beaches become very wide and sandy with multiple rows of sand dunes protecting the marsh areas.

The southernmost section of the zone faces directly onto the Atlantic Ocean. Most of this section is a barrier beach/inland bay system. The beach on the ocean side is sandy, wide, and fairly steep. The dunes behind it are well-vegetated and approximately seventeen feet above sea level. On the inland side, the bay shoreline is made up of back barrier salt marshes containing sea rocket, seaside goldenrod, poison ivy, wild black cherry, holly honeysuckle, Virginia creeper, bayberry, winged sumac, red cedar, beach plum and much more. Two major topographical features of this part of the zone are Cape Henlopen and Rehoboth Bay.

Zone V: Urban. The Urban Zone in Delaware consists of the City of Wilmington. According to a pre-existing archaeological plan, the city was already designated as a separate zone.

Chronological Periods

The recognition of a series of time frames for the establishment of historic contexts must exist independent (and yet cognizant) of benchmark historical periods defined by architectural styles, major events, or any of the devices customarily employed to define historical periods. The rationale behind this approach stems from the need to address broad historical phenomena that typically extend across geographic boundaries. The

identification of chronological periods provides flexible analytical borders for purposes of resource identification and evaluation. Each set of dates is followed by the notation "+/-" indicating that chronological borders are neither rigid or impenetrable; the dates approximate general historic and cultural trends both affecting and affected by Delaware's material history. Based on existing cultural resource management research, we can characterize these periods as follows:

- A. 1630-1730 +/- exploration and frontier settlement
- B. 1730-1770 +/- intensified and durable occupation
- C. 1770-1830 +/- early industrialization
- D. 1830-1880 +/- industrialization and early urbanization
- E. 1880-1940 +/- urbanization and early suburbanization

The chronological framework seeks to regularize the period dates into roughly fifty-year blocks and to distill the cultural characterization of a given time period. Thus, the 1730-1770 +/- period broadly delineates an era characterized by the advent of durable domestic architecture, proto-industrialization, and agricultural intensification.

Developing Historic Contexts at Different Geographic Levels

Historic contexts can be developed for specific geographical areas or for a single theme or chronological period across the entire state. Individual localities, like Wilmington, can develop historic contexts for their individual preservation plans that will also be applicable to statewide contexts. Historic themes that have significant effects throughout the state--like transportation and communication--can be developed at a statewide level, establishing statewide levels of significance and providing criteria for establishing levels of significance at other geographic levels.

The following section illustrates the significance of the theme Settlement Patterns and Demographic Change across all geographic zones and chronological periods. It also indicates how a statewide context can be used to develop related local contexts. This particular theme is an excellent one for local governments to use when beginning to develop their own preservation plans because population change is the vehicle of cultural

change and settlement patterns manifest these changes on the landscape. The evolution of physical historic resources is reflected in population growth, decline, and stability. The historical succession of settlement patterns and development accommodated by, and reflected in, the landscape can be traced to its demographic history. Fluctuations in population densities indicate the intensity with which the landscape is being used. Densities can range from urban areas with thousands of people per square mile to rural areas with only a few individuals per square mile. Analysis of geographic patterns in population growth can also suggest areas in which resources from an earlier historic period may have been destroyed by later development.

Settlement Patterns and Demographic Change:

Delaware, 1630 - 1980

Overview

With a land area of 1,982 square miles, Delaware is the second smallest state in the United States. New Castle County contains 438 square miles, about 22 percent of the state's total area; of that, Wilmington occupies 12.9 square miles or 0.6 percent of the state. Kent County covers 594 square miles (30 percent). Sussex County has a territory of 950 square miles, nearly half of the state's total area. The population of the state is most usefully examined first in terms of growth, second by comparing urban and rural populations, and third in terms of densities.

Population Growth. Between 1790 and 1980, the state grew from a population of 59,096 to 594,338, a ten-fold increase (Table 1). The total population of the state in 1790 was about 10,000 less than the population of Wilmington in 1980. In 1790, the populations of the three counties were nearly equal: New Castle, 19,688; Kent, 18,920; and Sussex, 20,488. Over the next 150 years, the balance of the population shifted north as New Castle County grew more rapidly than the more stable southern counties. By 1940, the state's total population had reached 266,505. New Castle County contained 67.4 percent of the total population, while Sussex County, with the second largest population, had only 19.7 percent of the total. Kent County contained only 12.9 percent. This population ratio between New

**TABLE 1: POPULATION OF DELAWARE, ITS COUNTIES,
AND WILMINGTON, WITH GROWTH RATES, 1790-1980**

YEAR	DELAWARE		CITY OF WILMINGTON		NEWCASTLE COUNTY		KENT COUNTY		SUSSEX COUNTY	
	Number		Number	% of State	Number	% of State	Number	% of State	Number	% of State
1790	59,096	-----	-----	-----	19,688	33.3	18,920	32.0	20,488	34.7
1800	64,273	-----	-----	-----	25,361	39.4	19,554	30.4	19,358	30.1
1810	72,674	-----	-----	-----	24,429	33.6	20,495	28.2	27,750	38.2
1820	72,749	-----	-----	-----	27,899	38.3	20,793	28.6	24,057	33.1
1830	76,748	-----	-----	-----	29,720	38.7	19,913	25.9	27,115	35.3
1840	78,085	8,367	10.7	-----	33,120	42.4	19,872	25.4	25,093	32.1
1850	91,532	13,979	15.3	-----	42,780	46.7	22,816	24.9	25,936	28.3
1860	112,216	21,258	18.9	-----	54,797	48.8	27,804	24.8	29,615	26.4
1870	125,015	30,841	24.3	-----	63,515	50.8	29,804	23.8	31,696	25.4
1880	146,608	42,478	29.0	-----	77,716	53.0	32,874	22.4	36,018	24.6
1890	168,493	61,431	36.5	-----	97,182	57.7	32,664	19.4	38,647	22.9
1900	184,735	76,508	41.4	-----	109,697	59.4	32,762	17.7	42,276	22.9
1910	202,322	87,411	43.2	-----	123,188	60.9	32,721	16.2	46,413	22.9
1920	223,003	110,168	49.4	-----	148,239	66.5	31,023	13.9	43,741	19.6
1930	238,380	106,597	44.7	-----	161,032	67.6	31,841	13.3	45,507	19.1
1940	266,505	112,504	42.2	-----	179,562	67.4	34,441	12.9	52,502	19.7
1950	318,085	110,356	34.7	-----	218,879	68.8	37,870	11.9	61,336	19.3
1960	446,292	95,827	21.5	-----	307,446	68.9	65,651	14.7	73,195	16.4
1970	548,104	80,386	14.7	-----	385,856	70.4	81,892	14.9	80,356	14.7
1980	594,338	70,195	11.8	-----	398,115	67.0	98,219	16.5	98,004	16.5

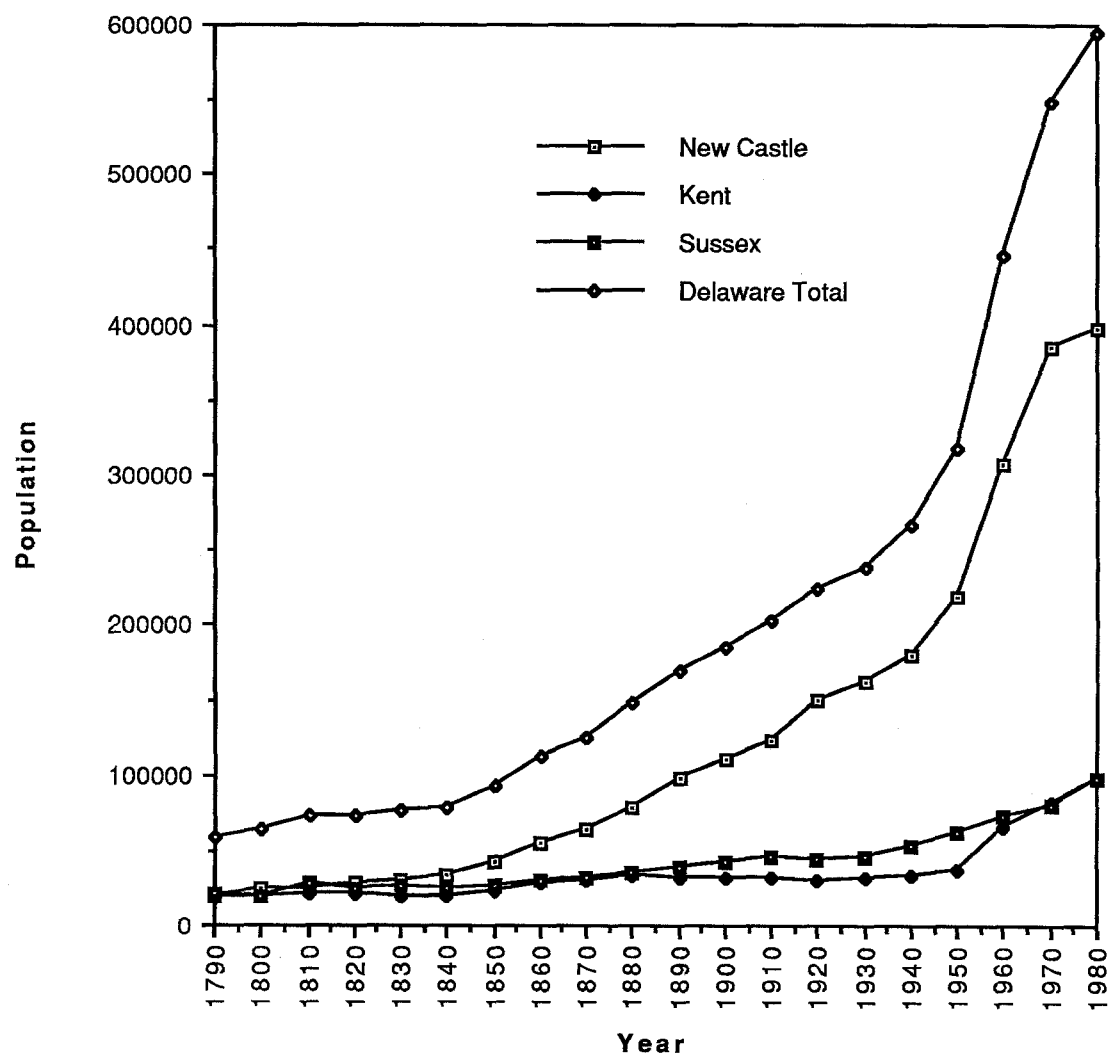
Adapted from John A. Munroe, *History of Delaware*, Newark, DE: University of Delaware Press, 1984, Appendix I, p. 273.

Castle County and the southern two counties remained stable through 1980, although Kent County's share of the state's population has increased slightly since 1950 while Sussex County's has decreased slightly, causing them by 1980 to be equal at 16.5 percent (Figure 3).

From another perspective, Delaware doubled its population three times between 1790 and 1970, with increasing rapidity: it had doubled first by 1870, again by 1930, and more than doubled again by 1970. New Castle County, which grew more rapidly than the state as a whole, doubled its population four times between 1790 and 1970: by 1850, shortly after 1880, by 1930, and shortly after 1960. Wilmington was the primary source of growth in the county during the nineteenth century, doubling three times between 1840 and 1900 (by 1860, again by 1880, and again shortly after 1890). In contrast, Sussex County's population took almost 110 years before it doubled by 1900; it doubled for the second time by 1970. Kent County's population required almost 160 years to double for the first time by 1950, but took less than 20 years to double the second time in the 1960s. The population of Wilmington grew rapidly in the nineteenth century, and had a larger population than either Kent or Sussex county by 1880 and a larger population than the two counties combined by 1900. Somewhat slower growth from the turn of the century gave Wilmington a population of 110,168 people by 1920, when population growth began to shift to its suburbs. Wilmington contained nearly 50 percent of the state's total population in 1920; the city maintained the size of its population--though not its percentage share of the state's population--until 1950, after which point it dropped precipitously to 70,195 people by 1980 (barely 12 percent of the state's total population in that year).

Rural and Urban Populations. Analysis of the differences between the urban and rural populations in Delaware also provides insight into the cultural composition of the state. The United States Census began distinguishing between urban and rural populations in 1840--in Delaware, only the 8,367 residents of Wilmington were considered urban, while all the remaining 69,718 people in the state were classified as rural. From 1840 to 1950, the rural population grew slowly but steadily, while the urban population grew very rapidly. During that period, the rural population

FIGURE 3: POPULATION OF DELAWARE BY COUNTIES, 1790-1980



increased 240 percent, rising from about 70,000 to about 154,000. The urban population, on the other hand, increased by 1,850 percent, rising from about 8,000 to about 148,000. Despite the different rates of growth, the rural population in 1950 was still larger than the urban population. Twenty years later, following an explosion of suburban development in New Castle County, the urban population of the state rose to about 396,000 (61 percent of the total population).

Prior to 1940, virtually all of the state's urban population was concentrated in Wilmington. From 1840 to 1940, Wilmington also accounted for the majority of New Castle County's population, peaking in 1920 when the city contained almost 75 percent of the county's total population (and almost 50 percent of the state's total population as well). From 1890 to 1950, never less than 35 percent of the state's total population was located in Wilmington. From 1900 to 1950, the population of Wilmington (on 12.9 square miles) was greater than the populations of Kent and Sussex counties combined (on 1544 square miles).

Population Densities. The most direct indicator of the relationship between population and the landscape is the measure of population density--the number of people per square mile. Analysis of the change in population densities over time can show how a landscape evolves from initial settlement to maturity. Densities for agricultural lands are low; the United States Census sets 1,000 persons per square mile as the threshold of urban development. Delaware's population density has increased steadily since 1790: in 1800, it was 32.7 persons per square mile; in 1850, it was 46.6 persons per square mile; in 1900, it had risen to 94.0; by 1950, it was 160.8; and in 1980, it was up to 276.5 persons per square mile.¹⁸

Throughout the history of the state, population densities in Delaware have been greatest in the northern section (Table 2). In 1800, New Castle had 57.9 people per square mile, Kent County had 32.9, and Sussex County had 20.3. All of the densities increased by 1850, but the increase in New Castle County was much higher--it increased to 97.6 people per square mile

¹⁸ Comparable figures for two other small eastern states: Connecticut had 52.1 people per square mile in 1800, 76.9 in 1850, 188.0 in 1900, and 988.0 in 1950; Rhode Island had 64.8 people per square mile in 1800, 138.3 in 1850, 401.6 in 1900, and 748.5 in 1950.

TABLE 2: POPULATION DENSITIES FOR DELAWARE, ITS COUNTIES, AND WILMINGTON, 1800-1980

	NUMBER OF PEOPLE PER SQUARE MILE				
	<u>1800</u>	<u>1850</u>	<u>1900</u>	<u>1950</u>	<u>1980</u>
DELAWARE (1982 SQUARE MILES)	32.7	46.6	94.0	160.8	276.5
NEW CASTLE COUNTY (438 SQUARE MILES)	57.9	97.6	250.4	449.7	908.0
CITY OF WILMINGTON (12.9 SQUARE MILES)	- - -	1080.3	5930.8	8554.7	5441.5
REMAINDER OF NEW CASTLE COUNTY	- - -	67.7	78.1	255.3	771.6
KENT COUNTY (594 SQUARE MILES)	32.9	38.4	55.1	63.7	165.3
SUSSEX COUNTY (950 SQUARE MILES)	20.3	27.3	44.3	64.6	103.2

while Kent reached only 38.4 and Sussex reached 27.3 people per square mile. The differences in densities by 1850 suggest the emergence of two clearly distinct landscapes; by 1900 the density rates confirm the distinction between an urbanizing New Castle County and the steadfastly rural Kent and Sussex counties.

The comparison of density figures for Wilmington and the rest of New Castle County indicates that Wilmington was the major contributor to the increasing population density in the county. In 1850, the population density in Wilmington was 1,080 persons per square mile, while the rest of the county was only 67.7 persons per square mile. Although Wilmington's high density raised the overall average density for New Castle County, the density figure for the rural part of the county was still considerably higher than that of the other two counties, confirming that a more intensive form of agriculture was being used in New Castle County.

Conclusions. This analysis of population trends in terms of size, rural-urban composition, and density indicates that the state has been overwhelmingly rural and agricultural through all but its most recent history. It also illustrates the fact that at least four different landscapes developed within the state: a rural and agricultural landscape in the southern counties, a more intensive agricultural but still rural landscape in the southern and western sections of New Castle County, the urban landscape of Wilmington with its high population density, and the suburban landscape surrounding Wilmington which was reflected in the population densities for New Castle County.

The overall pattern is clear: Kent and Sussex counties remained extremely stable from 1790 to 1940, while New Castle County drove the state's overall population increase with its rapid growth after 1840. This would suggest that changes in historic resources related to settlement patterns and demographic change occurred slowly on the landscapes of Kent and Sussex counties--old settlement patterns were reinforced rather than being displaced, and new development was integrated with the old, creating a historic landscape of incremental change. The settlement patterns of New Castle County and the City of Wilmington strongly contrasted with this, especially at the core of the city where the landscape was rebuilt at least

three times, leaving only traces of earlier resources above the surface.

Local governments and others developing local preservation plans and historic contexts should carefully consider how their particular area relates to these different landscapes and develop their historic context for Settlement Patterns and Demographic Change within the statewide context.

**Historic Context Narrative for Chronological Periods:
Settlement Patterns and Demographic Change**

In the previous section, the theme of settlement patterns and demographic change was developed without reference to the specific chronological periods of the plan. The following section will provide greater detail on each period and includes the format and type of information that would be expected in a newly developed historic context narrative.

1630 - 1730 +/-: Exploration and Frontier Settlement. At the time of the first European settlement around 1630, Delaware was heavily wooded with a variety of trees. Indian corn and a variety of fruits grew without cultivation. The Piedmont and Upper Peninsula regions were riddled with major and minor streams, which drained into the Delaware River. The Lower Peninsula Zone was also heavily forested, but its main drainage was the Nanticoke River, which flowed southwest into the Chesapeake Bay. It also contained the fresh water Cypress Swamp. The Coastal Zone consisted primarily of tidal marshes, tidal wetlands, and sandy beaches.

Period commentaries make little or no reference to native American peoples known to be occupying the area. There is, in fact, very little information about native American demographics prior to, or immediately following, European settlement.

European settlement was concentrated in the vicinity of water transportation routes. Early Dutch and Swedish/Finnish colonial settlements did not penetrate far inland from the Delaware River. After 1680, William Penn began making land grants to English and Welsh settlers. As the British settlers rapidly assimilated the earlier immigrants, a gradual shift from an economy based on hunting and trapping to one based on agriculture took place. By the eighteenth century, significant durable settlement was taking place along overland transportation routes and in areas particularly

suitable to agriculture.

The Lower Peninsula Zone remained largely unsettled except by trappers and foresters until the mid-eighteenth century. Early settlement here may be described in terms of a backcountry, rural economy, oriented to the Town of Lewes in the east and to the navigable westward drainages leading to the Chesapeake Bay in the west. Although the interior was mostly unsettled, there is evidence that paths connected the Chesapeake Bay drainages with the Atlantic Coast.

For the Coastal Zone, population trends and occupational patterns are largely unknown for this early period, requiring significant further research.

Property types for this period include the following: early trade landings, settlement and coastal fortifications, fence lines, ethnic European building practices, unoccupied virgin timberland swamp, ship wrecks, increased arable land laid out in two- and three-unit field patterns, and nucleated communities.

1730 - 1770 +/-: Intensified and Durable Occupation. Settlement of the rich agricultural lands in the Piedmont and Upper Peninsula regions continued at a steady rate. More and more woodland was converted for crop and meadow use. Villages were small in size and were located mostly along the routes laid out for the transport of produce to Wilmington (granted a charter in 1739), Philadelphia, and Baltimore. In the Piedmont Zone, this included Newark, Christiana, and Centerville; in the Upper Peninsula Zone, Noxontown, The Trap, Dover, and Cantwell's Bridge. In addition, new towns developed in the Upper Peninsula region to serve the Atlantic Coastal trade (Smyrna, Odessa, Dover, and Port Penn). As acculturation undermined ethnic diversity, a social class system based on the emerging market and commercial trade economy began to appear. The locales where this development was mostly keenly felt were around emerging towns.

In the Lower Peninsula Zone, much of the overall landscape remained little changed from its natural state. Only the back country around Lewes and areas in the immediate vicinity of navigable streams (Laurel, Dagsborough) saw significant settlement. Society in this zone developed along the lines of a southern plantation system. The developing lumber industry also

required a resident population of foresters and shippers. Also present in this community were Indians who were being rapidly acculturated. Because of the unsettled Delaware-Maryland boundary disputes during this period, a definition of broader demographic patterns will require reconstruction of materials from the Maryland, Pennsylvania, and Delaware archival repositories.

Growth and improvements along the coastline emphasized the Coastal Zone as the major geographic orientation for Delaware's growing interior settlements. Communities varied widely in size, economic orientation, and viability, from Lewes, Wilmington, and New Castle with their trans-Atlantic trade connections, to Leipsic and Little Creek, where the subsistence existence depended on using tidal marsh for meadow and grazing land as well as trapping and fishing. Very little information is available on population and occupational trends.

Examples of property types for the 1730-1770 +/- period include the following: small towns, development of new towns and growth of old towns, port towns, timber fencing, ditching, increased arable land, conversion of tidal marsh for meadow and pasture, increased numbers of farmsteads, non-nucleated steading patterns, land reclamation, and three- to five-unit field patterns.

1770 - 1830 +/-: Early Industrialization. By the end of this period, there was very little unimproved land remaining in the Piedmont Zone. Most of the streams were becoming both shallower and narrower as a result of erosion from extensive clearing of land. Though no longer navigable, these streams could now provide adequate power for a variety of mills. Nucleated settlements were the norm, centering on mills and transportation junctions. The borough of Wilmington had developed into a major urban area. Population growth in the Piedmont region was substantial in the latter half of this period, increasing as much as 30 percent in Mill Creek Hundred from 1810 to 1820. This increase was due in part to the demand for workers in the new mill towns and the influx of Irish immigrants.

In the Upper Peninsula region, the majority of settlement continued to be non-nucleated, with small clusters around existing road- and water-oriented communities. The major change in the zone was the growth of the

Dover area following the transfer of the seat of state government from New Castle to Dover in 1777. At the end of the period, the Chesapeake and Delaware Canal opened, linking the two bays. This contributed greatly to the growth of Delaware City. Although there was a gradual population increase in the zone through the early 1800s, the population in some areas began to decline after 1810. St. Georges Hundred, for example, showed a marked decrease in population from 1800 to 1830. The population of the region remained predominately Anglo- and Afro-American; those of other origins were rapidly assimilated. A dominant new class of farmers who typically owned more than one farm (sometimes more than twenty), urban or village property, and held investments in various speculative endeavors, began to appear in this period. Rates of tenancy increased; slavery waned.

In the Lower Peninsula Zone, although settlement remained non-nucleated, it had now spread throughout the entire region, extending into previously unsettled tracts of the Cypress Swamp and the uplands away from navigable watercourses. In conjunction with the relocation of the county seat from Lewes to Georgetown in the 1790s, there was intensive deforestation of land throughout the interior reaches of the zone and dramatic improvement in overland transportation routes. Town growth swelled in relationship to rural development, and places like Bridgeville and Milton grew as centralized market places. Following settlement of the border dispute with Maryland, population of the zone began to increase, and the median age of the population tended to be younger than in the Piedmont and Upper Peninsula Zones. Throughout this period, the Lower Peninsula Zone contained approximately 40 percent of the state's total population. Even with the population growth, there was a chronic labor shortage, especially for jobs in the forest trades. By this time, the local Indian population was largely acculturated. Although the number of owners of smaller tracts of land increased, the fundamental stratified organization of society remained essentially unchanged.

The major change in the landscape in the Coastal Zone was a result of the land reclamation projects that converted wetlands for agricultural or building purposes. Individual landholders and farmers rehabilitated marsh as meadow or arable land along the entire coast. Towns planned use of

these new lands by extending street grids and waterfronts onto reclaimed land; this was especially extensive in New Castle County. State and federal projects in land stabilization and coastal improvements (Fort Delaware, Lewes Breakwater) were also a feature of the period. This period is the first for which there is more than minimal demographic information about the Coastal Zone. An occupational group akin to modern watermen emerges; coastal town and village populations swell; maritime related activities produce population centers oriented away from all agricultural concerns. From Port Penn to Milton, towns become the focal points for maritime occupational group clusters (ship and boat builders, ship chandlers, sailmakers, oystermen, fishermen, etc.). In Wilmington, watermen and others related to maritime-oriented enterprises are enumerated in the 1814 street directory. Ethnic, economic, social, occupational, and market relationships for coastal Delaware remain unstudied, and major individuals in Delaware's historic coastal culture are also largely unidentified.

In 1800 blacks (free and slave) represented 22 percent of the total population of the state; by 1830 this figure had risen to 25 percent. The proportion of the black population who were slaves was steadily decreasing in this period. In 1800 over half of the black population had been slaves; by 1830, more than 80 percent were free. Thus by the end of this period, slaves represented only about 4 percent of the total Delaware population.

Property types for this period include the following: mill towns, relocation of landings, public works caused by stream silting, timber fencing, outfields, land reclamation by ditching, town growth and planning, crossroad villages, increased numbers of farmsteads, free black and tenant communities, and five- to seven-unit field patterns.

1830 - 1880 +/-: Industrialization and Early Urbanization. While industry played a major role in changing the Piedmont Zone landscape, the majority of the land remained in use as farmland. Communities like Ashland, Auburn, Yorklyn, Rockland, Marshallton, and Hockessin developed around the mills to provide housing and other basic needs for workers; towns like Newark and Greenville grew up around the new railroad stations. Population growth continued at a steady rate of about 5 percent per decade, rising to 10 percent between 1850 and 1860. Individual farm size continued

to decrease, resulting in highly intensive use of the land. Industrialists were now exerting a very powerful influence over many communities since they controlled a majority of the available jobs.

The Upper Peninsula Zone was redefined as the Wilmington backcountry. Traffic on the canal intensified, and Delaware City and St. Georges grew rapidly. In the 1850s a north-south rail link was extended from Wilmington through Middletown and Dover, sparking the creation of new towns such as Clayton, Townsend, Felton, and Harrington. The population of the region, especially in the northern part of the zone, rose dramatically; while most growth was concentrated in developing towns, there were also significant increases in the rural population. After 1850 the southern part also began to increase, but its rate never matched that of the northern grain region. In certain areas of the Upper Peninsula Zone, particularly the richer farm lands, agrarian capitalism produced tenancy rates as high as 80 percent. There was intensive settlement of poor and marginal farmlands in areas such as the Forest of Appoquinimink. The landless population, black and white, began to be concentrated at the edges of towns or along "waste" areas such as New Discovery.

Settlement remained nonnucleated in the Lower Peninsula Zone. The fringes of the Cypress Swamp continued to be cleared and farmed, but most building activity occurred on previously developed sites. The southward extension of the railroad sparked renewed growth in pre-existing towns. In 1830 this region contained 40 percent of the state's population. Sustained demographic increases can be traced to the reclamation of new agricultural lands, declining mortality rates, improved transportation networks, and improved household conditions (sanitation, potable water, and diet). Despite constant population growth, by 1880 the area's share of the state's population had dropped to 30 percent. The growth of seasonal and migrant labor require more extensive research, as does the effect of emancipation on black labor and family life.

In the Coastal Zone, vastly improved navigational aids, ranging from lighthouses to ice piers, and improved anchorages were created all along the coastline. The Delaware fisheries emerged as a major element in the state's economy. Shipbuilding also increased, with ports like Wilmington,

Milford, Milton, and Bethel becoming regional centers for the design, construction, and outfitting of widely varying vessels. All of these developments had a vigorous impact on the shape of Delaware's coastline. Little work has been undertaken to describe coastal population patterns.

It is in this period that Wilmington begins to grow rapidly, doubling its population between 1840 and 1865. By 1880 the population of Wilmington was larger than that of either Kent or Sussex counties.

Property types for this period include larger mill towns, railway lines, new mill towns, railway towns, and town and village growth, conversion of forest to arable land, timber fencing, ditching, fisheries, shipyards, lighthouses, shucking houses, salt hay meadows, oyster schooners, lifesaving stations.

1880 - 1940 +/- (1980): Urbanization and Early Suburbanization. This period saw several major changes in the landscape of the Piedmont Zone. Most of the industrial facilities moved into Wilmington, away from the natural power sources of the creeks; the towns that had developed around the original mills disappeared almost overnight. Improved roads and mass transit coupled with a growing professional middle class to produce suburban expansion, first north into Claymont and Arden and then south and west toward Elsmere, Newport, and Stanton.

The advent of the automobile produced major changes in the landscapes of the Upper and Lower Peninsula zones as well. The construction of Route 13 in the 1920s and the improvement of secondary roads reoriented overland transportation networks, collapsed the distances between town and back country, and reconfigured towns by renovating strong commercial centers and creating industrial fringes. As the towns' populations grew, so did their physical size, resulting in new residential neighborhoods. It is also in this period that more rigorously racially segregated neighborhoods begin to appear in town settings throughout the state. Although most of the land was still used for farming, the two regions were no longer completely dependent upon agriculture. While early suburbanization began around established towns, large-scale suburban development was a product of the post-World War II era.

In the Coastal Zone, the major influence was the dramatic expansion of

the resort industry. Large resort hotels in Rehoboth and Lewes contributed to the growth and prosperity of both towns. Summer colonies, such as those at Rehoboth, Bethany, and Fenwick Island, appeared only after World War II. The shipbuilding industry never recovered from the depression of the 1930s. In addition to manmade alterations, there were major changes in the landscape caused by erosion from tidal surges, high surf, accelerated runoff due to intensive agriculture, and increased waterborne traffic along tidal creeks. As in earlier time periods, population patterns are difficult to discern and should be a high priority for research.

Wilmington, which had grown rapidly in the nineteenth century, plateaued in 1920, when it contained 110,168 people--almost exactly half of the state's population. Wilmington would maintain this level of population until 1950, though by that date it would represent only about 35 percent of the statewide total. After 1950 Wilmington began to lose population precipitously, dropping to 70,195 in 1980. Even though Wilmington lost population absolutely as well as relatively, New Castle County as a whole continued to grow. By 1940 it contained two-thirds of the state's population of 266,505--a ratio it would hold through the century.

Property types associated with this period include powder and chemical factories, planned residential communities, bungalows, trolley lines, paved roads, gas stations, removal of hedge rows, resort hotels, and breakwaters.

Using the *Historic Context Master Reference and Summary*

The framework of historic context elements (Figure 1, page 21) has the historic themes along the vertical axis and the chronological periods along the horizontal axis. Each cell in this matrix represents the intersection of one historic theme with one chronological period. A concise narrative has been written for each of these cells. These historic context narratives are contained in the accompanying volume, the *Historic Context Master Reference and Summary*. The *Historic Context Master Reference and Summary* should enable an individual both to understand the significant historic themes of an area and to relate historic resources in the area to those themes at a general level.

The historic context is the starting point in determining the signifi-

cance of historic resources. An individual with a concern for a specific resource can use the *Historic Context Master Reference and Summary* to place that resource in a broad perspective. The first step is to place the resource in a general historic context by identifying the appropriate cell in the matrix. The second step is to read the narrative sections that apply to that particular cell. The completed historic context narratives aid in the precise identification of property types; the development of more refined and specific historic contexts; and the evaluation of, and planning for, historic resources. They will also help identify areas in need of further research.

Figure 4 is a flow chart showing how the *Historic Context Master Reference and Summary* will be maintained and updated by the Bureau of Archaeology and Historic Preservation. This volume is the basis of three actions that will contribute to the development of detailed historic contexts:

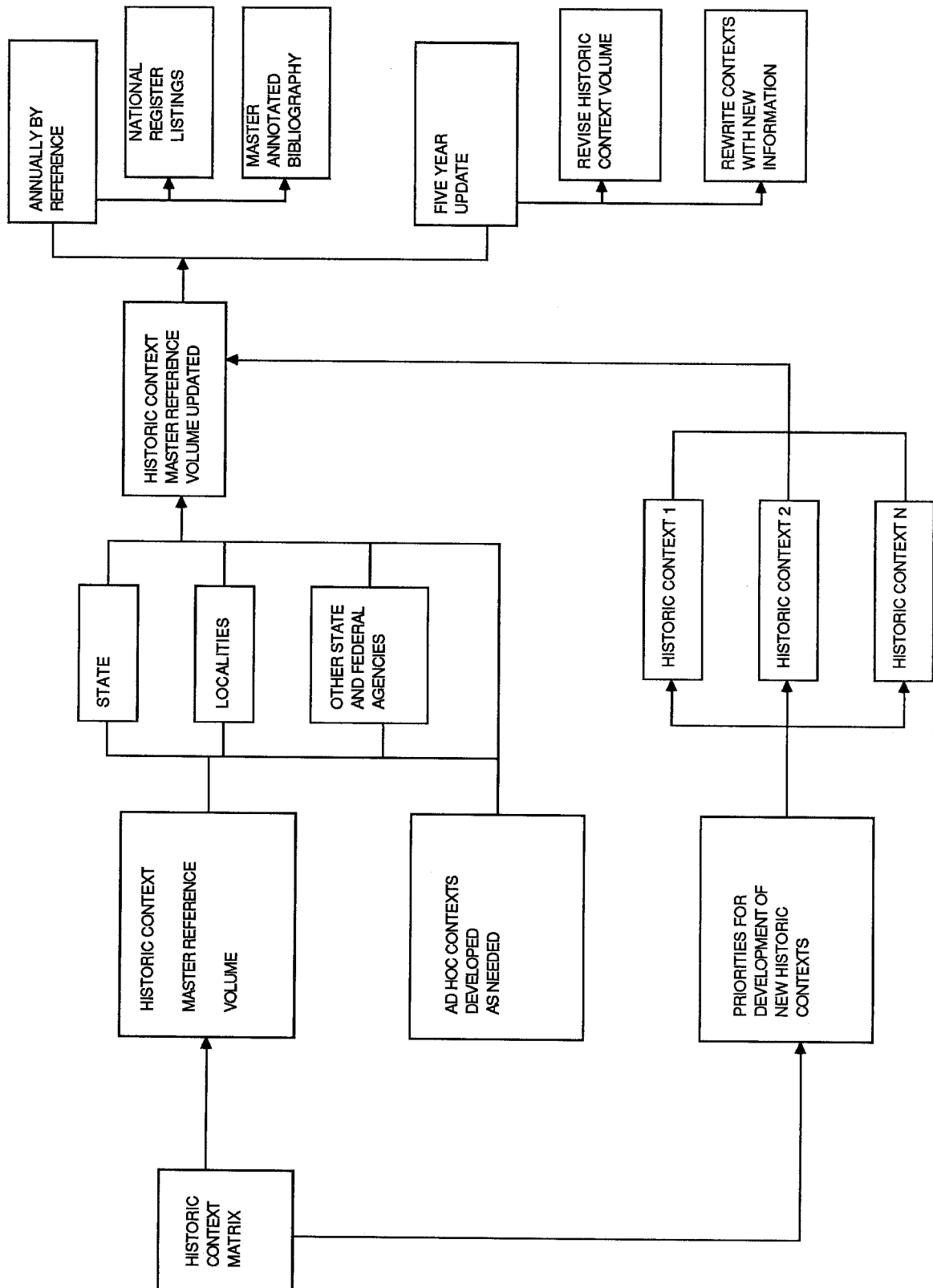
- Evaluation of historic resources by the State Historic Preservation Officer/Division of Historical and Cultural Affairs, local governments and other state or federal agencies.

- Evaluation and placement of ad hoc historic contexts within the planning framework.

- Long-term development of historic contexts as defined under the goals and priorities set forth in Chapter 5.

The *Historic Context Master Reference and Summary* will be updated by the Division of Historical and Cultural Affairs staff annually by cross reference to all context related materials, such as nominations and survey, and every five years by complete revision.

**FIGURE 4: MAINTAINING THE
HISTORIC CONTEXT MASTER REFERENCE AND SUMMARY**



4. THE PRESERVATION PLANNING PROCESS

The philosophy of historic preservation planning in Delaware is one of empowerment at both the state and local levels. Preservation planning must be a broadly participatory process in which the historic preservation goals and objectives of local governments and organizations become the building blocks of the *Delaware Comprehensive Historic Preservation Plan*. The plan provides a framework of statewide historic preservation goals and priorities that will guide the development of local plans, facilitate local historic preservation planning, and insure compatibility of the local plans with the state plan and the Secretary's Standards for Historic Preservation Planning. The Delaware historic preservation planning process must also educate the public to a greater awareness of the value of the state's historic resources.

Three Stages of the Preservation Planning Process

The historic preservation planning process in Delaware is divided into three general stages (Figure 5): I: Establish the Planning Framework, II: Identify the Historic Resource Base, and III: Establish Preservation Goals. A fully developed historic context must define the items associated with:

Establishing the Planning Framework

- * historic theme
- * geographic zone
- * chronological period
- * information needs
- * reference bibliography
- * method for involving the general and professional public
- mechanism for updating the context

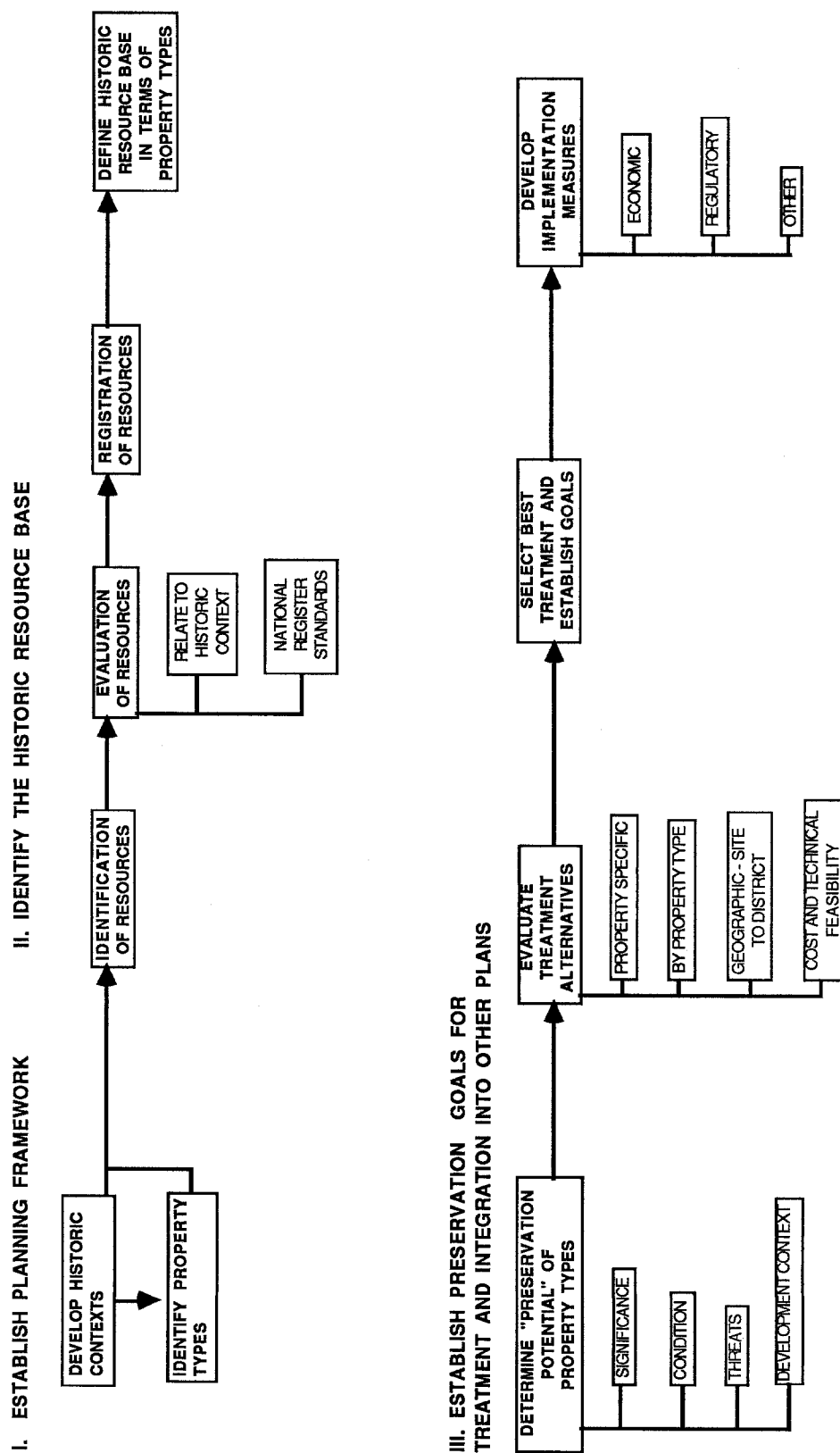
Identifying the Historic Resource Base

- * known and expected property types
- * criteria for evaluating existing or expected resources
- * distribution and potential distribution of expected property types

Establishing the Preservation Goals

- * goals and priorities for the context and its property types

FIGURE 5: THE THREE STAGES OF PRESERVATION PLANNING



I. Establish the Planning Framework

In this stage one must establish essential elements of the historic context, the keystone of historic preservation planning. Historic contexts are identified initially using the Historic Context Matrix and the *Historic Context Master Reference and Summary*. Initial property types are identified from the Catalog of Property Types (Appendix D). The combination of these plan elements identifies the areas for detailed research necessary to complete the historic context and specify the full range of property types associated with it. Establishing appropriate methods for involving the general and professional public must also occur at this stage.

II. Identify the Historic Resource Base

In Stage II, historic resources are identified, evaluated, registered, and defined in terms of property types. These four steps determine which historic resources, of all those associated with the historic context(s), are significant in terms of the National Register of Historic Places. Analysis in this stage should produce a prediction of the potential distribution of resources. This establishes the historic resource base for which preservation goals and strategies can be developed in Stage III. For a more detailed discussion of the National Register process, see Appendix A.

III. Establish Preservation Goals

The resources that have been determined to be historically significant are evaluated to determine their potential for preservation. Goals for the preservation of these resources are established based upon the significance and preservation potential of the resources. A plan is then developed for the implementation of those goals.

Illustration of Stage I:

Establishing the Planning Framework for the Chesapeake and Delaware Canal Historic Context

Opened in 1829, the Chesapeake and Delaware Canal is an important element in Delaware history. Use of the historic context matrix and property type catalog can contribute to the coordination of historic preservation planning among the various parties that have a stake in the

canal (including the U.S. Corps of Engineers, responsible for operating the canal and maintaining the bridges over the canal, the Delaware Department of Transportation, responsible for the roads leading to the canal, and Delaware City, the historic town at the eastern terminus of the canal).

**Determine the Historic Theme, Geographic Zone,
and Chronological Period**

To place the canal in the historic context matrix, first determine the most important historic theme for evaluating the canal from among the 18 listed in the historic context framework (Figure 1). Transportation and Communication (#10) is the appropriate theme, because the development of the canal was an important subtheme of the state's transportation history. The canal has significance in terms of other themes, such as agriculture, which can be discovered by reading the appropriate sections in the *Historic Context Master Reference and Summary*.

The appropriate chronological period(s) and geographical zone(s) must also be determined from the Historic Context Matrix. Appendix C of the *Historic Context Master Reference and Summary*, "Chronology of Delaware," is a useful reference for establishing dates of significant events. It lists the opening of the canal as October 17, 1829. This places the canal in three chronological periods: 1770 to 1830 +/- Early Industrialization (10C); 1830 to 1880 +/- Industrialization and Early Urbanization (10D); and 1880-1940 +/- Urbanization and Early Suburbanization (10E). The first period relates to the conditions that led to its construction; the second period, to the formative period of its operations and its impact on the Delaware economy and surrounding landscape; and the third period, to the adaptation of the canal to changing transportation technologies and economic trends. In terms of its geographic context, the canal traverses two geographic zones of the plan: the Coastal Zone and the Upper Peninsula.

Determine the General Historic Context. Once a historic resource has been placed in the Historic Context Matrix, the master reference volume can be used to develop a general historic context and determine the resource's possible relationship to other contexts. References to the Chesapeake and Delaware Canal are found in several historic context descriptions.

In the Upper Peninsula Zone 1770-1830 +/-, the opening of the canal is discussed as an event that had a lasting influence on Delaware, describing larger patterns centered in industry, agriculture, transportation and social organization. During the subsequent period, traffic on the canal intensified and Delaware City grew rapidly. The canal was an important factor in the reorganization of rural society in its vicinity. In certain areas of the Upper Peninsula Zone, particularly the richer farm lands, the economic and social power of the small landholding population produced tenancy rates as high as 80 percent. Economic pressure on the landholders intensified near transportation routes with the opening of the canal in 1829 and the arrival of the railroad starting in the 1850s. The result was the intensive settlement of poor and even marginal farmlands in areas such as the Forest of Appoquinimink.

Identify Information Needs

Historic contexts are vehicles that allow for determining the significance and planning for the preservation of historic resources, as well as furthering scholarly research into our understanding of the evolution of the historic built environment. While a historic context for the Chesapeake and Delaware Canal would provide information on property types and historic resources that are related to significant aspects of the canal's history, the context must also identify areas that require additional research. Examples of information needs for the canal context might include subjects like the place of the canal in the changing regional economy, the effect of the canal on local agricultural patterns and local shipyards and maritime architecture, and a prosopographic study of populations related to the canal.

Develop Reference Bibliography

Every fully developed historic context must contain a reference bibliography of its own, including both primary and secondary sources, maps, and computer database references where applicable. The *Historic Context Master Reference and Summary* contains a selected bibliography and should be considered as a starting point only. Other major sources include the National Register Database, Delaware's Cultural Resource Survey Inven-

tory, environmental impact statements, Section 106 reviews, and other relevant technical reports.

Historic contexts cannot be adequately developed through secondary sources alone; they will be valid only if they are based on primary documentation (including archival sources, field surveys and interviews, and original analysis and synthesis). The reference bibliographies developed for specific contexts will be attached to the master reference volume annually by reference and integrated into the main bibliography when the master reference volume is revised every five years. The reference bibliography for the Chesapeake and Delaware Canal Context would contain the following items:

Atlas showing the property of the Chesapeake and Delaware Canal Company with abstracts of deeds. 1906.

Beer's Atlas of the State of Delaware in 1868. Philadelphia, 1868.

The Chesapeake and Delaware Canal; formal opening as a sea level waterway. Wilmington, 1917.

Chesapeake and Delaware Canal Company. Address of the board...to the stock and loanholders... Philadelphia, 1845.

Chesapeake and Delaware Canal Company. Annual Reports. 1804-1919. Title varies.

Chesapeake and Delaware Canal Company. Memorial and petition...to...the Senate and House of Representatives of...Pennsylvania. 1806.

Chesapeake and Delaware Canal. Tolls 1872, 1876, 1877, 1913.

A Collection of the Laws Relative to the Chesapeake and Delaware Canal Company. Philadelphia, 1823.

Communication from the Chesapeake and Delaware Canal Company; and a report and estimate of William Strickland. Philadelphia, 1823.

Delaware Cultural Resource Inventory. Bureau of Archaeology and Historic Preservation, Dover, Delaware.

Delaware National Register Database. Bureau of Archaeology and Historic Preservation, Dover, Delaware.

Delaware ship canal to connect Delaware River and Chesapeake Bay; speeches at celebrated interstate banquet by Wilmington Board of Trade...1904. Speakers include Alfred O. Crozier, George Gray, L. Irving Handy, Anthony Higgins.

Exhibit of the Shocking Oppression and Injustice suffered...by John Randel, jun. esq., contractor for...the Chesapeake and Delaware Canal... By the author of an appeal to the stockholders. 2d ed., improved. Philadelphia, 1825. [Matthew Carey] A Last Appeal...on the injustice exercised towards Mr. Randel... 2d ed. [1825].

Gilchrist, Agnes Addison. William Strickland, Architect and Engineer, 1788-1854. Philadelphia, 1950.

Gilpin, Joshua. Memoir on the Rise, Progress, and Present State of the Chesapeake and Delaware Canal, Accompanied with Original Documents and Maps. Wilmington, 1821.

Gray, Ralph D. "The C & D Canal Goes to War." Delaware Today, December 1967/January 1968, pp.12-14+. "Delaware and Its Canal; the Early History of the Chesapeake and Delaware Canal, 1769-1829." Master's thesis, University of Delaware. "The Early History of the Chesapeake and

Delaware Canal." Delaware History 8: 2070264, 354-399; 9: 66-98 (1959-1960). "A History of the Chesapeake and Delaware Canal, 1760-1960." Ph.D. dissertation, University of Illinois, 1962. "The Key to the Whole Federal Situation' The Chesapeake and Delaware Canal in the Civil War." Maryland Historical Magazine 60 (March 1965): 1-14. The National Waterway, A History of the Chesapeake and Delaware Canal, 1769-1965. Urbana: University of Illinois Press, 1967. The National Waterway, A History of the Chesapeake and Delaware Canal, 1769-1965, a book review by Arthur G. Volkman. DT, October/November 1967, pp.23-24. "Philadelphia and the Chesapeake and Delaware Canal, 1769-1823." Pennsylvania Magazine of History and Biography 84 (October 1960): 401-23. "Transportation and Brandywine Industries, 1800-1840." Delaware History 9 (October 1961): 303-325.

Hamlin, Talbot. Benjamin Henry Latrobe. New York, 1955.

Haupt, Lewis M. The Chesapeake and Delaware Canal. Philadelphia, 1907.

The Laws of...Maryland, Delaware & Pennsylvania, Respecting the Chesapeake and Delaware Canal. Philadelphia, 1803.

Letters to...Albert Gallatin...and other papers relative to the Chesapeake and Delaware Canal. Philadelphia (B. H. Latrobe's report), 1808.

Livingood, James Weston. The Philadelphia-Baltimore Trade Rivalry, 1780-1860. Harrisburg, 1947.

Moore, John Hampton. A ditch worth digging; extension of remarks...in the House. Washington, 1912. Producing the evidence in the case of the Chesapeake and Delaware Canal; extension of remarks in the House. Washington, 1917. "A View of Philadelphia in 1829." Pennsylvania Magazine of History and Biography 78 (1954): 353-360.

New Castle County Recorder of Deeds, City/County Building, Wilmington, Delaware.

Pickett, Thomas E. "Geology of the Chesapeake and Delaware Canal Area, Delaware." Delaware Geological Survey. Geologic Map Series, no. 1. Newark, 1970.

Polk, Albert F. Remarks...in the House of Representatives. Washington, 1917.

Randall, Richard H., ed. "Travel Extracts From the Journal of Alexander Randall, 1830-1831." Maryland Historical Magazine 49 (1954): 251-256.

Rafinesque, C. S. "A Life of Travels...Phila., 1836." Reprinted in Chronica Botanica 8 (1944): 291-360.

Report from the Committee to whom was referred...the petition of the Chesapeake & Delaware Canal Company. Washington, 1806.

Saulsbury, Willard. The Chesapeake and Delaware Canal...speech...in the Senate. Washington, 1914. The strategic value of inland waterways...speech...in the Senate. Washington, 1915.

Sioussat, St. George L. "Dr. William Smith, David Rittenhouse, and the Canal Plate...1777." Proceedings of the American Philosophical Society 95 (1951): 223-231.

Snyder, Frank E. and Brian H. Guss. A History of the Philadelphia District U. S. Army Corps of Engineers, 1866-1971. Philadelphia, 1974.

U. S. Congress. 47th Congress, 1st Session. Senate executive document no.99. Letter from the Secretary of War...surveys...to connect by canal the waters of the Delaware and Chesapeake bays...1882. 48th Congress, 1st Session. Senate executive document no. 6. Letter...1883. 53rd Congress, 3rd Session. House executive document no. 102. Chesapeake and Delaware Canal...the most feasible route...1894. 59th Congress, 2d Session. Senate document no. 215. Waterway...1907. . S. 63rd congress, 2d Session. Senate. Committee on coast and insular survey. Chesapeake and Delaware Canal Company Hearings. Washington, 1914. Bound with Report no. 452. Chesapeake and Delaware Canal Company, April 25, 1914. 64th Congress, 1st Session. Senate document no. 14. Proposed acquisition of...1915. 65th Congress, 2d Session. Senate document no. 279. Atlantic intracoastal canals...Washington, 1918.

U. S. Circuit Court of Appeals (3d Circuit). March Term, 1915. Chesapeake and Delaware Canal Company...v. the United States. Brief on behalf of the United States. Philadelphia. Transcript of record. No. . March Term, 1915. Chesapeake and Delaware Canal Company, defendant-plaintiff in error, v. the United States of America, plaintiff-defendant in error. No. 2118. March Term, 1916. Chesapeake and Delaware Canal Company, defendant-plaintiff in error, v. the United States of

America, plaintiff-defendant in error. Brief on behalf of Chesapeake and Delaware Canal Company.

U. S. Engineer Office, Philadelphia. Chesapeake and Delaware Canal. Philadelphia, 1938, revised 1941.

U. S. Supreme Court. No. 141. May Term, 1847. The Chesapeake and Delaware Canal Company, defendants, vs. John A. Perrine, complainant. Opinion of Hall, district judge. Philadelphia.

Views Respecting the Chesapeak and Delaware Canal. By a Citizen of Philadelphia. Philadelphia, 1824. Signed: Common Sense.

Involve the General and Professional Public

Public participation is an integral part of the development of historic contexts. This participation should occur throughout the entire process of development. The Secretary's Standards for Preservation Planning require that public participation be documented as part of the permanent record for the historic context. This documentation should show how the opportunities for participation were publicized, what the public response was, and how that response was included (or not included) in the final product. It is also important to realize requiring, indeed desiring, public participation does not insure that it will occur. Public participation in the development of a context can take several different forms:

- 1) consultation with individuals who are knowledgeable about the historic theme--i.e., conducting oral history interviews with long-time residents of Delaware City or people who were involved with the construction and maintenance of the canal or its bridges;
- 2) involvement of qualified (by experience or credentials) local residents in certain aspects of the historic context;
- 3) invitation of public comment on the historic context at various stages in its development by means of publicly announced presentations--both open to the general public and for special groups;
- 4) invitation of written comment and review from relevant state and local agencies and officials, such as land use planners, transportation planners, and historical commissions and review boards;
- 5) presentation of the fully developed historic context at a public hearing.

Provide Updating Mechanism

A historic context is continually updated as the evaluation of resources within that context is completed and yields new information. A

historic context should be formally updated each time a National Register nomination is completed for resources within that context, or when work on a related context is evaluated during the process of the five-year update of the master reference volume. (See Chapter 6 for a discussion of that process.) For example, in the case of the Chesapeake and Delaware Canal, updates could occur when a locality, such as Delaware City, completes its own historic context; when a related context, such as navigational aids on the Delaware, is completed; or when National Register nominations for resources in the Chesapeake and Delaware Canal context are completed in accordance with the goals and priorities set by the context.

Illustration of Stage II:

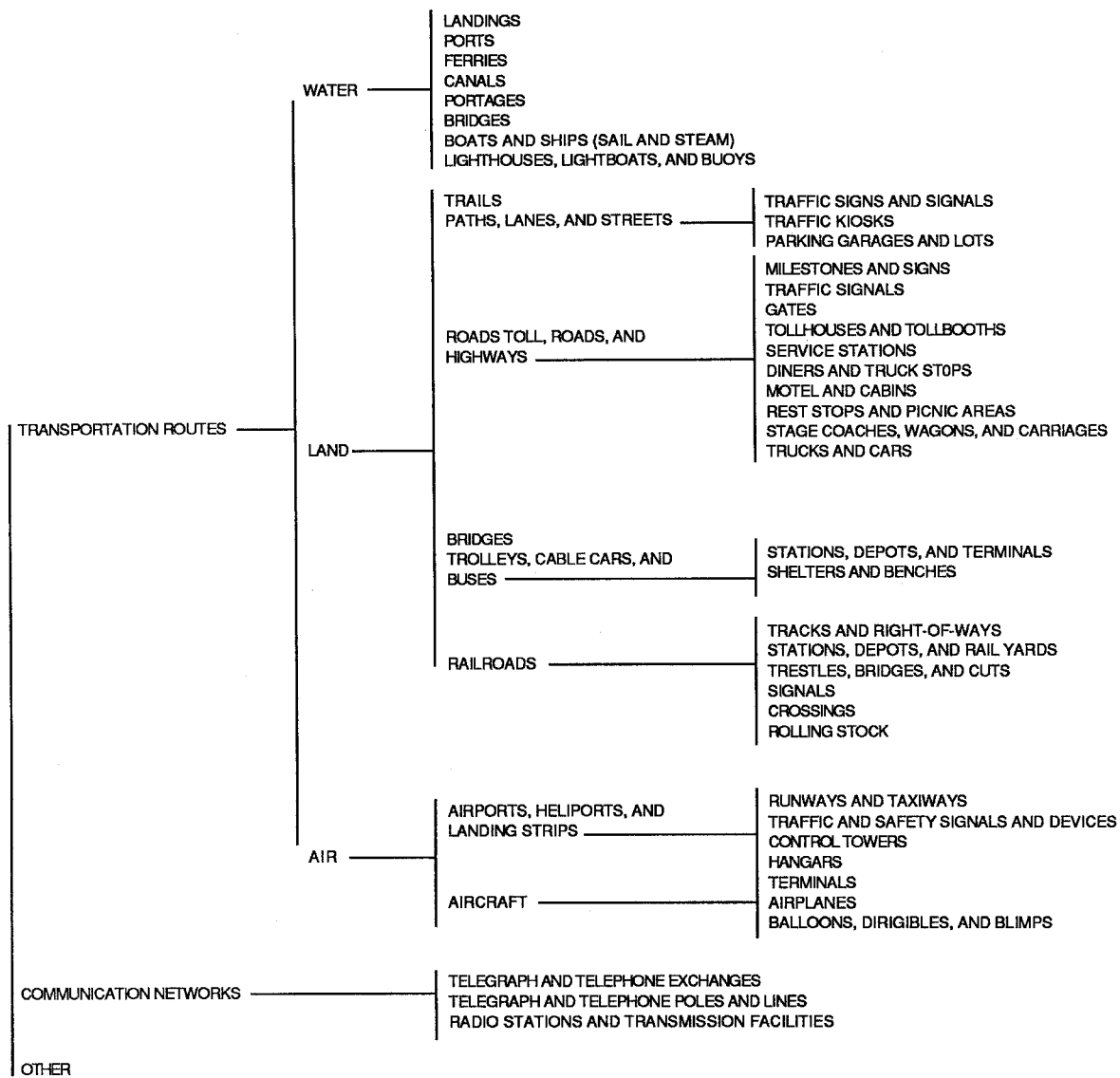
Identifying the Historic Resource Base for the Chesapeake and Delaware Canal Historic Context

In order to plan for the preservation of historic resources by setting goals and priorities, the resources themselves must first be identified. In this stage, the existing resources must be identified and evaluated in relation to the historic context. The major product of this planning stage is an inventory of all resources that are potentially eligible for the National Register of Historic Places or that represent significant aspects of the historic context being studied. These resources are subdivided into detailed property types based on physical and associative characteristics.

Determine Known and Expected Property Types

Historic contexts are related to individual resources through property types. A property type classification system has been developed for all 18 historic themes on the Delaware Historic Context Matrix and is included as Appendix D of this volume. The property types for Transportation and Communication are illustrated in Figure 6. The property types are organized in a hierarchical fashion; the broadest division of property types for Transportation and Communication is between transportation routes and communications networks. Transportation routes is broken down into property types related to the modes of transportation: water, land, and air. Canals are one of eight property types under the water route property

FIGURE 6: TRANSPORTATION AND COMMUNICATION PROPERTY TYPES



type. Although more detailed functional and associative property types have not been developed for canals--there is only one major canal in Delaware--as they have been for other transportation modes such as railroads and highways, other associated property types can be identified. For example, all but one of the water route property types can be associated with canals. Further, property types associated with intersecting modes of land transportation, such as highways and railroads, would also be associative property types of the canal. This section of a fully developed historic context should also contain a list of all resources related to the context that are listed on or eligible for the National Register of Historic Places. For the Chesapeake and Delaware Canal Context the list would include:

Listed Resources

Delaware City Historic District - listed 12/27/1983

Eastern Lock of the Chesapeake and Delaware Canal - listed
4/21/1975

Eligible Resources

Lums Pond - see Cara Wise, *Development of a Cultural
Resources Management Plan for Lums Pond State Park*,
1983.

Town of St. Georges

Village of Summit

railroad bridges

bridges across the canal at Routes 9, 13, and 896

prehistoric archaeological sites and historic farm sites
buried by spoil heaps from the sea-level canal

Develop Criteria for the Evaluation of Resources

A fully developed historic context must contain established criteria for evaluating property types for their significance in relation to the context. These criteria should enable planners to make informed decisions about the level of significance of a particular resource so that they can determine the appropriate treatment for that resource. Individual resources must be evaluated according to the criteria set for their specific property type. The following is an example of the criteria that might be established for evaluating the property type of canal locks.

The primary criteria for determining the significance of individual canal locks are first, associative, and second, physical. A particular resource must possess attributes

both categories in order to be considered significant.

Associative Requirements. The lock must be associated with the operation of the canal during the period of significance for the historic context (i.e., it must have been constructed and in operation during that time).

Physical Requirements. The lock must retain major elements of its original design and fabric. A certain amount of alteration to these structures is to be expected. Locks where construction and fabric date to the earlier periods in the historic context must be given a higher level of significance, because of their rarity, than those that have been heavily altered in later periods.

Predict Potential Distribution of Property Types

A fully developed historic context must contain a prediction as to the potential distribution and location of known and expected property types associated with that context. This section of the context is intended to assist with the identification of areas that may contain large numbers of significant resources and thus be of assistance to, for example, developers and transportation planners. Continuing the example of canal locks: locks are very, very rarely found except in close proximity to canals. An important factor for the Chesapeake and Delaware Canal is that it was significantly widened at least once, and therefore there may be remains of earlier locks located underwater within the current limits of the canal.

Illustration of Stage III:

Establishing Preservation Goals for the Chesapeake and Delaware Canal Historic Context

Preservation policies must ultimately be applicable to individual resources. The preservation goals that are developed from property types must move from general goals for the entire property type class to goals for the individual resources within the class.

Establish Goals and Priorities for Historic Contexts and Property Types

A fully developed historic context must contain a section establishing goals and priorities for the context as a whole and for the individual property types. Figure 6 shows the property types that have been developed for Transportation and Communications. This historic theme is divided into

a number of subthemes (such as water), and associated with each subtheme, there are property types of various levels (canals, locks, or toll stations). Preservation priorities and goals can be developed for any of the levels of property types. The types of individual resources that make up an associative property type may vary as greatly as physical property types differ in style, construction, materials, and other architectural characteristics. Goals and priorities for property types must apply along a broad continuum from property type to specific resource. The four steps in the process of establishing goals and priorities are discussed below.

Determine Preservation Potential for Property Types. Each property type has a preservation potential based on its historical significance, physical condition, and land development context, as well as any specific threats it may face. A resource with a high preservation potential is one that has great significance, is constructed of durable materials, is in a stable land use situation, and faces no specific threats. Eleutherian Mills is an example of a resource with a high preservation potential because all four factors are positive. An example of a resource with a low preservation potential might be a nineteenth-century toll station that is made of perishable wood, is no longer used, is located in an area affected by the rerouting of Route 13, and is threatened by both deterioration and demolition.

The historic significance of a resource is determined in Stage II of the planning process. In Stage III, a decision must be made about the relative importance of preserving a particular resource.

The physical condition of a resource refers both to the historical integrity of the resource as determined by a National Register evaluation and to the potential of the resource to accommodate reuse. It includes questions of the degree of physical deterioration, functional obsolescence, perishable building materials, and so on.

The land use context of a resource is the composition of surrounding land uses and whether it is changing through growth, decline, or type of function (from agricultural to suburban, from less intensive to more intensive). A changing land use context can spell opportunity as easily as threat, and it can even do both simultaneously. The revitalization of

downtown Wilmington, for example, has created the threat of demolition to some structures, but it is also creating a land market that will provide opportunities for adaptive reuse to others.

Threats to standing resources may come from human or natural agents. They may include any of the following: demolition by neglect aided by vandalism; development (urban redevelopment and suburbanization); regulatory incompatibilities related to zoning or enforcement of building codes; resource abuse (poor and inappropriate modernization, looting); poor land use planning; fire; erosion; and atmospheric conditions (acid rain, etc.). Below-ground archeological resources are threatened by land development (including agriculture), exposure and scattering of artifacts, salvage or looting, reuse of materials, and erosion (including shoreline loss). Threats to the character of landscapes come through intrusion of non-compatible elements (a skyscraper erected in the center of a row of urban townhouses) or demolition of key elements (removal of sections of a streetscape).

Evaluate Treatment Alternatives. Treatment refers to the specific actions that can be taken to preserve a property. For those resources with a very low probability of preservation, treatment may include the documentation of that resource through measured drawings and photography to the standards of the Historic American Buildings Survey or the Historic American Engineering Record or by the testing and excavation of the site.

The Secretary's Standards for Historic Preservation Projects defines preservation treatments to the physical resource as:

Preservation: applying measures to sustain the existing form, integrity, and materials of a building or structure.

Protection: applying measures designed to affect the physical condition of a property by defining or guarding it from deterioration, loss, or attack, or to cover or shield the property from danger or injury.

Reconstruction: reproducing by new construction the exact form and detail of a vanished building, structure or object, or part thereof, as it appeared at a specific period in time.

Rehabilitation: returning a property to a state of utility through repair or alteration that makes possible an efficient contemporary use while preserving those portions of

features of the property that are significant to its historical, architectural, and cultural values.

Restoration: recovering the form and details of a property and its setting as it appeared at a particular period in time by removing later work or replacing missing earlier work.

Stabilization: applying measures to reestablish a weather-resistant enclosure and the structural stability of an unsafe or deteriorated property while maintaining the essential form as it exists at present.

The concept of treatment is much broader than how a resource should be physically preserved, however. It starts with an evaluation of the alternative functional roles a property type or specific resource may assume, including alternative economic uses. A determination is made of which individual resources within the property type have the highest preservation potential. A preliminary evaluation is then made of the feasibility and cost of alternative physical treatments.

Activities related to a specific individual resource (stabilization, restoration, exclusive protective legislation, etc.) are resource-specific treatments. Activities related to a class of resources are property type-specific treatments. Regulatory and incentive programs fall under this category. Activities related to treatment of property types in their geographical or situational context are geographical or district treatments. The final consideration in terms of treatment is that of cost and technical feasibility.

Select Best Treatment and Establish Goals. Under the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation*, a goal is a statement of "preferred preservation activities...to provide the greatest possible protection of properties within the historic context." Goals and the activities necessary to carry them out should be capable of application to each individual resource within a property type. To be complete, goal statements should include the goal, the historic context and property types to which the goal applies, and the geographical area in which the property types are located; the activities required to achieve the goal; the most appropriate methods or strategies for carrying out those activities; a schedule within which the activities should be

completed; the amount of effort required to accomplish the goal; and a way to evaluate progress.

In Stage III of the planning process in Delaware, treatment alternatives are also evaluated in terms of the goals they best support. Once the best treatment alternative has been selected, the goals for treatment have been established.

Develop Implementation Measures. For each preservation goal, implementation measures must be developed. Methods for developing these measures are discussed in Chapter 6.

5. HISTORIC PRESERVATION PRIORITIES FOR DELAWARE

In the past, historic preservation was associated almost exclusively with buildings and their restoration. The Read House in New Castle and the Dickinson Mansion in Kent County reflect the popular image of preservation as restoration of fine architecture and of the homes of those who played significant roles in state and national history. This approach continues to be an important part of preservation, but preservation has broadened greatly in recent years. First, the physical or geographical scale of preservation has enlarged, encompassing not only buildings and sites but large districts and landscapes. Second, the range of objects considered historically significant has broadened to include not only those of high style and produced by architects and well-known artisans, or related to events and persons of national significance, but also vernacular material objects and everyday people and events. Third, the philosophic orientation has shifted from seeking to preserve solely for historic value to a view that historic resources can also be important economic resources, both directly as physical objects and indirectly for their contribution to environmental quality. This shift is due partly to recognition that the craftsmanship and architectural forms of the past are irreplaceable and partly to a recognition that historic physical forms and properties are an integral part of what people perceive as providing a "sense of place" and thus a quality living environment. Preservation thus moves from a concern with specific resources to issues as broad as the contribution of those resources to the quality of life of an area. Without a strong statewide preservation program anchored in the ordinances of the municipalities and counties, many of the qualities we most value in Delaware today will be lost. This is a strong claim, but one that the evidence supports.

Threats to Historic Resources

The *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* require that threats to historic resources both above and below ground be identified. Goals for both the development

of the content of historic contexts and the actual preservation of individual resources within property types must be developed with an understanding of the nature of the threats to those resources. The two most devastating threats to historic resources in Delaware today are the pressures from development and the lack of public recognition that historic resources have value both as a cultural inheritance and as an economic asset.

Pressures from Development

Historically the major threat to historic resources has been land use activities that resulted in the destruction of the existing built environment or landscape and its replacement with new, usually more intensive, settlement. In addition, in areas such as Sussex County where agricultural land is being consumed by new development, marginal undeveloped lands (like stream shorelines) are being converted to agricultural use, destroying previously undisturbed archaeological resources. Development pressures also cause the moving of historic resources from their original sites to new locations. Although this protects the structure from demolition, it destroys any integrity of location that the resource possessed.

The pattern of land use development in the state, as reflected in population densities, is one of long-term continuity. This history can be related to the five chronological periods in the *Delaware Comprehensive Historic Preservation Plan*. The settlement pattern of the state during the first three periods was primarily one of coastal settlements with port towns that drew upon an agricultural hinterland. This reflected the mercantile economy and trading patterns of the east coast of the United States. In the transition from a mercantile to an industrial economy during the first half of the nineteenth century, the settlement pattern in Delaware shifted inland, with Wilmington as the major anchor for a north-south overland transportation route. The early coastal settlement patterns and associated historic resources were left relatively untouched because the axis of development moved inland.

Historically the population of Delaware has been concentrated in New Castle County. In 1920, 75 percent of the population of the state lived in

New Castle County and fully 50 percent in the City of Wilmington. Because population was concentrated in New Castle County, a greater number of historic resources were located there. Since development pressures are generally stronger in areas of high population concentration, historic resources are more threatened there.

The major feature of present growth patterns is the intensification of the corridor growth along U. S. Route 13 south through Georgetown to Salisbury, Maryland, and especially the coastal growth associated with State Route 1 (Figure 7). New Castle County has recently seen not only development of the southwestern part of the county above the canal but, for the first time, a spillover of low-density development south of the canal.

A review of county planning documents suggests that the following land use pressures on historic resources will occur in Delaware to roughly the year 2000.

- * Primary growth areas: contiguous residential and urban development including both year-round and seasonal use.

Effect on historic resources: threatens all but the most outstanding structure resources, replaces landscape and agricultural complexes, causes heavy destruction of archaeological sites.

- * Secondary growth areas: scattered, predominantly residential development.

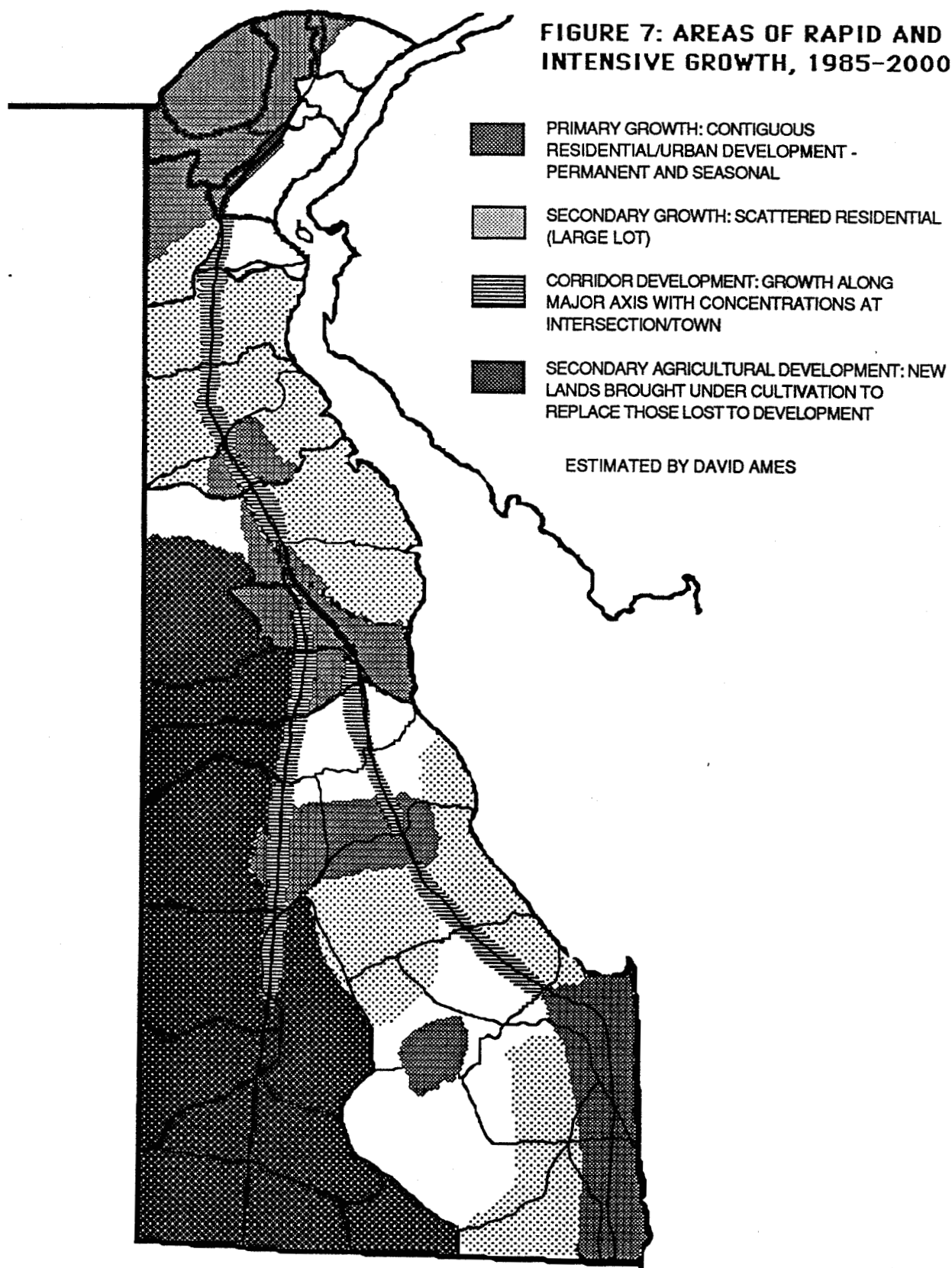
Effect on historic resources: breaks up landscape and agricultural economy resulting in the loss of agricultural and supporting structures, selectively destroys archaeological sites.

- * Growth corridors: growth along major transportation routes with concentrated development at interchanges and towns.

Effect on historic resources: breaks up landscape and agricultural economy resulting in the loss of agricultural and supporting structures, destroys archaeological sites, undermines historic scenic vistas and travelers' impressions of Delaware.

- * Secondary agricultural development: unused lands brought under cultivation to replace prime agricultural land lost to development.

Effect on historic resources: destroys prehistoric archaeological sites along streams and floodplains.



Until 1980 historic resources south of the Chesapeake and Delaware Canal were relatively unthreatened. U. S. Route 13 functioned as a transportation artery but not as a development corridor. For many years the narrow two-lane road to the beaches south of Dover limited access and development along the coast. Presently there is a great increase in development south of the Chesapeake and Delaware Canal primarily oriented to U. S. Route 13/State Route 1 corridor and to the coast. This new development pattern coincides with the areas of the state that historically contained some of the greatest density of resources.

In New Castle County, the suburban development that was interrupted during the 1970s is now continuing unabated in the western and south-central portions of the county. The breakup of some major estates in the northwestern part of the county has created new threats to the landscape, and the spillover into the agricultural landscape south of the canal is quickly changing the area between Middletown and the canal. The Kent County comprehensive plan projects that the U. S. Route 13 corridor between Dover and Smyrna will become a development ribbon. In the hope of managing development, this ribbon will be allowed to extend north to St. Georges in New Castle County. The counties' planning efforts are oriented toward growth management, which could create a very positive environment for establishing appropriate controls to preserve historic and environmental resources.

Lack of Public Awareness of the Value of Historic Resources

One of the major threats to historic resources in Delaware is the lack of public awareness of the cultural and economic value of these resources. This plan will enlarge Delawareans' concept of historic resources so that they can recognize them as an integral part of what they value about the quality of life in Delaware. The historic planning process itself, especially the identification and evaluation stages, will be an educational process for localities and organizations in the state. The completed historic contexts, which explore significant themes in Delaware's history, can be used for a variety of educational purposes to heighten appreciation of the state's historic resources. These historic contexts can be used in

schools to study both local and state history. The plan can also contribute to the state's economic development efforts through the identification of an increasing variety of historic resources that could stimulate additional tourism.

Historic Landscapes and Public Education. To increase public awareness of historic resources, the totality of historic resources on the land in Delaware needs to be described in a way that relates to how Delawareans experience their state. The most useful way to do this is through the concept of "historic landscape," which has the virtue that its common sense meaning is largely the same as its technical definition.

As a starting point, landscape can be defined most simply as a portion of territory that the eye can comprehend in a single view. J.B. Jackson, America's foremost writer on the subject, has defined landscape as "a composition of man-made or man-modified spaces to serve as the infrastructure or background of our collective existence."¹⁹ He goes on to comment that "if *background* seems inappropriately modest we should remember that in our modern use of the word it means that which underscores not only our identity and purpose, but also our history."²⁰ Pierce Lewis has observed, "that all human landscape has cultural meaning, no matter how ordinary that landscape may be."²¹ The term landscape includes the physical land and all of the physical manifestations of human activities upon it; it is inclusive of both the natural and the built environments.

The term *historic landscape* is used "as a metaphor," according to David Baker, "for the way successive settlement patterns have left a complex imprint...upon and under the face of the earth." In this sense, "this landscape is the sum of its individual parts, and interrelationships are as important as components."²² Thus the contemporary landscape is the

¹⁹ John Brinkerhoff Jackson, Discovering the Vernacular Landscape, New Haven and London: Yale University Press, 1984, p.8.

²⁰ Jackson, 1986.

²¹ Peirce F. Lewis, "Axioms for Reading the Landscape: Some Guides to the American Scene," The Interpretation of Ordinary Landscapes: Geographical Essays, D.W. Meinig, Editor, New York: Oxford University Press, 1979, p. 12.

²² David Baker, Living With the Past: The Historic Environment, Luton, Beds: David Baker with Roydon Press, 1983, p.8.

product of a succession of historic landscapes, each reflecting the values and technology of its time. Some examples of such landscapes in Delaware are:

Competing Landscapes: 18th and 20th Century Wilmington.

Lower Market Street today has streets in tight grid patterns, lot sizes with 20-foot fronts, and granite curb stones--reflections of the urban landscape of the late eighteenth and early nineteenth centuries. Lower Market Street is adjacent to Christina Gateway, an urban landscape of the late twentieth century, comparatively huge in scale and set in a super-block created by merging eight eighteenth-century blocks. The character of the area is thus an amalgam of two historically distinct landscapes.

Emerging Historic Landscapes.

The common public perception of what constitutes "historic" needs to be broadened. New elements of the built environment are continually becoming historic. Some of these are so common and so close to our own experience that we do not think of them as being historic. Early filling stations were demolished at a rapid rate during the late 1970s as oil companies completely reorganized their retailing outlets by consolidating and increasing their size, converting them to self-service, and moving out of central city locations. Thousands of small stations built during the 1930s and early 1940s were demolished.

Disappearing Landscapes.

Preservation is concerned not only with conserving historic properties physically for future use but with identifying and recording those that are disappearing. Much of historical significance has already disappeared from the landscape, leaving barely a trace above ground. This is particularly true of everyday vernacular buildings. In Delaware, a major effort has been made to record eighteenth- and early nineteenth-century agricultural buildings which, having lost their utility in the changing technology of agriculture and been built of wood, are disappearing at a rapid rate due to decay, fire, and salvage of their materials for reuse. By the next century, most of them will be gone.²³

Buried Landscapes.

There are also the archaeological resources that cannot be seen. These include not only the pre-contact sites of

²³ Bernard L. Herman, Architecture and Rural Life in Central Delaware, 1700-1900, Knoxville: University of Tennessee Press, 1987.

Indians, but post-contact historic sites. Preservation planning is concerned not only with standing resources, but with reconstructing, through archaeology, resources that have been lost. Some have been lost because they were perishable and did not survive; others were built on areas of the landscape that have been intensively reused, such as urban sites where cycles of construction, demolition, and reconstruction have occurred.

The goal of preservation planning is to find as many physical remains of past landscapes as possible, large and small, to evaluate them, and even if they cannot be saved physically, to insure that a record has been made of them that provides the basis for continued research and greater understanding of our cultural heritage. Public education in historic preservation will allow concerned citizens of Delaware to participate in this process of identifying, evaluating, and finding ways to assure that historic resources of the state are not lost. Those that cannot be preserved on the landscape must be documented for the record and prominent in the education of all Delawareans.

Setting Priorities for Plan Elements

Three matters must be considered while developing historic preservation priorities: the significance of the historic context and property types; the severity of the threat to the property types within the historic context; and the fragility and condition of the resources. These considerations applied to each of the elements of historic contexts--historic themes, chronological periods, and geographic zones--provide a ranking of priorities within each of the elements for both above- and below-ground resources. These priorities for theme, chronological period, and geographic zone are then combined to develop specific historic context priorities, which in turn can be translated into work program priorities.

It should be obvious that priorities will change over time. A clear example of the need to periodically reevaluate priorities can be seen in the Piedmont Zone. Within the next ten years, the greatest amount of preservation activity within the state should shift to the Piedmont. At mid-century the Piedmont was the most rapidly suburbanizing area in the United States; by the late 1990s much will become eligible for the National

Register. The Piedmont Zone is not a high priority now because much of the historic landscapes of the nineteenth century have already been compromised or destroyed. By the late 1990s the Piedmont will have the greatest number of potentially eligible resources in the state from the early twentieth century and should move up in the Geographic Zone priorities.

Priority Historic Themes for Above-Ground Resources

Architecture, Engineering and Decorative Arts cuts across all other themes and provides the basic framework for developing physical property types. This is the priority ranking of historic themes:

- #1: Agriculture
- #2: Settlement Patterns and Demographic Change
- #3: Manufacturing
- #4: Retailing and Wholesaling
- #5: Transportation and Communication
- #6: Other Themes

The overriding criteria for the ranking of Agriculture and Settlement Patterns and Demographic Change is the severity of the threat of development to the resources associated with these themes.

Priority Historic Themes for Below-Ground Resources

Below-ground resources are by definition archaeological resources. Although separate priorities are being established for above- and below-ground resources, these resources are not mutually exclusive. While there are sites in which all of the resources are below ground, there are few if any sites with above-ground resources that do not also contain below-ground resources. The priority rankings of the historic themes for below-ground resources are:

- #1: Settlement Patterns and Demographic Change
- #2: Trapping and Hunting
- #3: Mining and Quarrying
- #4: Fishing and Oystering
- #5: Forestry
- #6: Agriculture
- #7: Manufacturing
- #8: Other Themes

Settlement patterns are the first priority because they are the key to understanding how the historic landscape was organized during a particular period, especially when no standing resources remain. After settlement

patterns, economic themes predominate because economic exploitation was the primary motivation for early European exploration and settlement. The economic themes are ordered from those of resource extraction to manufacturing because resource extraction dominated preindustrial Delaware and remained the largest sector of the economy, in land area, during the industrial period. Manufacturing is included because it was the economic rationale for the development of early Wilmington and continued to play a major role there throughout the nineteenth century.

Priority Chronological Periods for Above-Ground Resources

The priority rankings of the chronological periods are as follows:

- #1: 1770-1830 +/- Early Industrialization
- #2: 1830-1880 +/- Industrialization and Early Urbanization
- #3: 1880-1940 +/- Urbanization and Early Suburbanization
- #4: 1730-1770 +/- Intensified and Durable Occupation
- #5: 1630-1730 +/- Exploration and Frontier Settlement

Because of the stability of the state's population outside of Wilmington from the late eighteenth until the first half of the twentieth century, the basic geographic pattern of historic resources in Delaware is rooted in the late eighteenth and early nineteenth centuries (1770 to 1830 +/-). This is particularly true for structures related to agriculture and the early extractive economic activities.

The second and third priority periods (1830 to 1880 +/- and 1880 to 1940 +/-) are the periods of greatest population growth in the state and have associated with them the greatest quantity of historical resources at the greatest densities, especially in northern Delaware. During the 1830 to 1880 period Wilmington acquired its mature form, the Delaware economy was transformed through industrialization, and the economic geography of the state was reorganized along its present north-south axis.

With the exception of needed archaeological research along the coast, the earliest periods have been given the lowest priorities. Given the extremely limited financial resources and the severity of the threats, much of the historic fabric of the 1770 to 1880 +/- period will be lost if the earlier periods are pursued first. Exceptional priorities should be given, however, to individual projects in the two early periods that have a high probability of success.

Priority Chronological Periods for Below-Ground Resources

The earliest periods have the highest priority except for resources from other periods that are threatened by human or natural destruction.

The priority rankings for chronological periods are:

- #1: 1630-1730 +/- Exploration and Frontier Settlement
- #2: 1730-1770 +/- Intensified and Durable Occupation
- #3: 1770-1830 +/- Early Industrialization

Priority Geographic Zones for Above-Ground Resources

Historic themes can interact to create distinctive geographical landscapes, and the geographical context can have an important influence on the character of the historic context. Thus priorities for the geographic zones are determined in two ways. The priorities may be defined primarily by historic theme and chronological periods; to the extent possible, however, contexts for the geographic zones should also be developed comprehensively across all themes and chronological periods according to the priority order. The priority rankings for geographic zones are:

- #1: Coastal
- #2: Upper Peninsula
- #3: Urban
- #4: Lower Peninsula/Cypress Swamp (Eastern)
- #5: Piedmont
- #6: Lower Peninsula/Cypress Swamp (Western)

The Coastal Zone is ranked first because it is the area of longest continuous settlement in the state, it is tied to both the mercantile and industrial periods of the state's economy, and it is coterminous with the state's most fragile environmental resources. Because of this fragility, the Coastal Zone is the most vulnerable to development pressures.

The Upper Peninsula is ranked second because it is both an area of high historic integrity of landscape and settlement and the site of major corridor development between Wilmington and Dover and between Dover and the Atlantic beaches. The eastern half of the Lower Peninsula/Cypress Swamp has the same qualities and faces the same threats as the Coastal and Upper Peninsula zones.

The Urban Zone (Wilmington) is ranked third because it is the only historic urban resource in the state and is experiencing extensive redevel-

opment. A small city whose texture and fabric was set during the second half of the nineteenth century, Wilmington was constructed at intensive densities on a tight eighteenth-century grid street pattern. New development of the financial sector on a much larger scale has required the city to assemble disruptive superblocks. As well, the remains of its nineteenth- and early twentieth-century industrial base along the Christina River is undergoing redevelopment and will soon be extensively reused or destroyed. Finally, the city's precipitous population decline since 1940 has both reduced the population of its neighborhoods and diluted their ethnic coherence, leaving the city with many large, architecturally distinctive churches for which no immediate continued or reuse is apparent.

Although the Piedmont is undergoing intensive development, most of the development is occurring in agricultural areas that have already lost their integrity. The richest historical resources are related to suburbanization in the early twentieth century and the older settlements such as Elsmere and Newport. The increasing value of the housing market is essentially protecting these resources from demolition.

Priority Geographic Zones for Below-Ground Resources

The priority rankings for geographic zones for below-ground resources are:

- #1: Coastal
- #2: Upper Peninsula
- #3: Urban (Wilmington)

The Coastal Zone has the highest priority because it contains the earliest settlements, is threatened by development, and is suffering from coastal subsidence. The Upper Peninsula Zone is most threatened by development pressures. The Urban Zone (Wilmington) has priority because some of the most complex archeological sites in the state are along the Christina River in areas that were settled in the eighteenth century and are now undergoing major redevelopment.

Setting Priorities for Historic Contexts

The priority historic contexts were established by combining the highest priorities for each of the plan elements. Thus they reflect the

most vulnerable resources constructed in the most formative time periods and located in the most threatened geographic areas. The priority historic contexts for above-ground resources are as follows:

- #1: Agriculture
1770-1830 +/-, 1830-1880 +/-
Upper Peninsula, Lower Peninsula/Cypress Swamp,
Coastal
- #2: Settlement Patterns and Demographic Change
1830-1880 +/-, 1880-1940 +/-
Urban (Wilmington)
- #3: Settlement Patterns and Demographic Change
1770-1830 +/-, 1830-1880 +/-
Piedmont, Upper Peninsula, Lower Peninsula/Cypress
Swamp, Coastal

Development of below-ground priority historic contexts will require archaeological research. The priority historic contexts for below-ground resources are as follows:

- #1: Settlement Patterns and Demographic Change
1630-1730 +/-
Coastal

Above-Ground Historic Context Priorities

Priority # 1: Agriculture --
1770 to 1830 +/- Early Industrialization
1830 to 1880 +/- Industrialization and Early Urbanization
Upper Peninsula, Lower Peninsula/Cypress Swamp, Coastal

Structures associated with Agriculture are among the state's most vulnerable and threatened historical resources. Agriculture requires extensive use of the land. Further, Delaware has historically developed at low densities, and its historic resources are thinly spread over the state. Development of this context should include discussion of related themes-- particularly Forestry, Transportation and Communication, Settlement Patterns and Demographic Change, and Architecture, Engineering and Decorative Arts--as they bear upon the primary theme of Agriculture.

Before the advent of the railroad, Delaware's agricultural products were gathered, distributed, and marketed on waterways, principally the Delaware Bay, and agricultural areas were oriented to the Delaware coastal market towns. In the mid-nineteenth century, with the opening of the

Chesapeake and Delaware Canal in 1829 and of the north-south railroad in the 1850s, Delaware agriculture gradually became reoriented along a north/south axis parallel to the coast. Thus the chronological periods of the agricultural historic context should be 1770 to 1830 +/-, Early Industrialization, and 1830 to 1880 +/-, Industrialization and Early Urbanization.

The best agricultural soils and the most intact agricultural landscape are found in the Coastal Zone, the northern and eastern Upper Peninsula Zone, and the eastern portions of the Lower Peninsula/Cypress Swamp Zone. These are precisely the areas that are most threatened by development pressures. Although there is intensive development occurring in the Piedmont Zone, the area's early agricultural landscape has been largely supplanted by suburban development. Even though there are individual farmsteads and significant agricultural structures remaining, the overall integrity of the agricultural landscape is gone.

Priority #2: Settlement Patterns and Demographic Change--

1830-1880 +/- Industrialization and Early Urbanization

1880-1940 +/- Urbanization and Early Suburbanization

Urban (Wilmington)

Settlement patterns and demographic change are at once the theme and the threat in this priority historic context. In response to rapid economic and population decline between 1950 and 1980, Wilmington undertook extensive urban redevelopment in which demolition and clearance of historic resources was a major tool. A significant portion of the historic physical fabric of the city was removed, especially in the downtown area. The building of I-95 through the city in the late 1960s resulted in the demolition of a number of prime late nineteenth-century urban residential neighborhoods. In the 1980s, new development pressures towards demolition and rebuilding have been exerted on the downtown area because of Delaware's Financial Center Development Act coupled with a general resurgence of the northeastern economy and aggressive city economic development policies. This new development tends to be of a much larger scale than historic Wilmington, and developments such as the Christina Gateway have removed even more of the remaining historic urban fabric.

Development of this Settlement Patterns and Demographic Change context

should include discussion of related themes such as Manufacturing, Retailing and Wholesaling, Finance, Transportation and Communication, Religion, and Architecture, Engineering and Decorative Arts.

Most of eighteenth-century Wilmington no longer remains, except as archaeological sites. While special effort should be made to preserve what little is left from that time, the major thrust of this context is the urban landscape of the periods 1830 to 1880 +/-, Industrialization and Early Urbanization, and 1880 to 1940 +/-, Urbanization and Early Suburbanization.

The population loss experienced by the city between 1950 and 1980 left major portions of the nineteenth-century working class neighborhoods in the downtown area with extremely high vacancy rates. Residential buildings in these areas were left vacant and allowed to deteriorate over a period of many years. Other neighborhoods experienced high rates of turnover, and while many lower-income households were able to improve their housing, the housing stock itself deteriorated. Given rising housing costs, the city must take action to preserve its housing stock, not only because of its irreplaceable historic significance but because it provides valuable shelter.

Priority #3: Settlement Patterns and Demographic Change --

1770 to 1830 +/- Early Industrialization

1830 to 1880 +/- Industrialization and Early Urbanization

Piedmont, Upper Peninsula, Lower Peninsula/Cypress Swamp, Coastal

Delaware's towns have played an important role as social and economic foci and trace the evolution of its transportation from primarily water, including the canal, to the railroad and then to the highway. In many locations, these towns are threatened by development, as can be seen from the loss already in the Piedmont Zone of many of its eighteenth- and nineteenth-century place-names. Development of this Settlement Pattern and Demographic Change historic context should include discussion of related themes such as Agriculture, Manufacturing, Retailing and Wholesaling, Transportation and Communication, Major Families, Individuals and Events, Community Organizations, and Architecture, Engineering and Decorative Arts.

Below-Ground Historic Context Priorities

Priority #1: Settlement Patterns and Demographic Change -- 1630 to 1730 +/- Exploration and Frontier Settlement Coastal

This context contains the most vulnerable of earliest resources, those most significant to early history, and those most threatened not only by development but sea level rise and shore erosion. Development of this Settlement Patterns and Demographic Change historic context should include discussion of related themes such as Trapping and Hunting, Fishing and Oystering, and Transportation and Communication.

Setting Priorities and Goals for Identification, Evaluation, Registration, and Treatment

The historic preservation planning process in this plan moves sequentially through the activities of identification, evaluation, registration, and treatment. In Delaware, however, historic preservation activities have been carried on for the past 23 years. Consequently, for each of the priority historic contexts, a significant proportion of the necessary work has already been completed. The results of this work must now be inventoried, assessed, and integrated into future work programs (see Chapter 6 for a discussion of work program priorities). This process of integrating previous work with future work programs can be carried out in the following four steps.

Step #1: Compilation

All materials--including cultural resource survey, National Register nominations and listings, eligibility evaluations, and other research--completed for each priority historic context must be organized under the headings of the planning process: survey materials under Identification, National Register nomination narratives under Evaluation, a master list of resources that have been listed on the National Register under Registration, and any information on the status of each resource since its registration under Treatment.

All of this material should also be computerized to create the data base described in the following chapter.

Step #2: Assessment

The degree to which each planning step has been completed must be assessed and a determination made as to the

extent to which the work already done contributes to the broad historic context statement and to the comprehensive identification of property types.

Step #3: Integration

Once the materials have been assembled and evaluated, then an initial historic context should be written, with associated property types identified. The purpose of developing this partial historic context and associated property types is to assess the quality and comparability of material already developed and then to place it the larger context. This step is the basis for determining what work is needed to complete the fully developed historic context.

Step #4: Determination of Priorities

Only now can useful priorities for identification, evaluation, registration, and treatment activities be set. It must be kept in mind that these priorities must reflect the priorities that have already been established among historic contexts.

A Long-Range Research Agenda

Historic preservation in all of its many activities seeks to record and preserve the material fabric of the American past as it is found standing on and lying under the landscape. The most fruitful avenues for future research, then, are those that enable us to better comprehend, evaluate, and plan for the preservation of buildings, structures, and archaeological sites. The goals should reflect important gaps in our knowledge about the material cultural resources of the state. At the same time developed research areas indicate both informational strengths and biases shaping our perceptions of the historic past.

Present Informational Strengths

While the Bureau for Archaeology and Historic Preservation has mounted an active and efficient cultural resource inventory, the systematic conceptual organization of field data had been deferred until the plan was completed. Scholarly research into Delaware's history traditionally focused on aspects of political, urban, genealogical, or institutional histories. Works such as John Munroe's *Federalist Delaware* or the essays published in *Delaware History* and the *Archaeolog* have provided an excellent

general background to the type of history conveyed by buildings and archaeological sites. Two major developments in research and publications directed at the material remains of broad historic patterns within the state deserve particular mention. First, the Delaware Rural History Project initiated in 1977 by the American Studies Program at the University of Delaware began the systematic compilation of a statewide historic statistics data base. This ongoing project, now housed in the Center for Historic Architecture and Engineering, has enabled researchers to reconstruct entire historic landscapes from the mid-eighteenth century through the early twentieth century. Data prepared by project participants has been used in scholarly publications as well as National Register nominations and survey research plans. Coupled with these efforts is an ongoing commitment to the detailed recording through large format photography and measured drawings of significant endangered Delaware buildings that would otherwise go unrecorded. Second, the *DelDOT Archaeological, Historical, and Architectural Series*, funded and published through the Delaware Department of Transportation, has issued a total of 54 technical reports since 1957. Prepared by private consultants and the Center for Archaeology at the University of Delaware, these reports represent a large and varied body of site-specific cultural information collected in the course of environmental reviews undertaken prior to publicly funded projects. The materials recovered in the course of these projects are deposited with the Delaware Bureau of Museums and Historic Sites.

Much of the information contained in National Register of Historic Places nominations prepared since 1977 has been derived in the course of applied research activities undertaken through BAHP-funded work programs and projects financed from a variety of sources external to the state historic preservation office. Because the Bureau of Archaeology and Historic Preservation promotes consistently high standards for National Register work, nominations have become the first outlet for a variety of innovative prehistoric and historic research issues. The results of such broadly based research activity run through the *Delaware Comprehensive Historic Preservation Plan*.

Informational Biases

It is accepted that we find theoretical and interpretive biases deriving from two major sources: the material nature of the cultural materials we seek to recognize and protect, and the direction and status of past historical inquiries as they bear on Delaware's historic architecture and material culture.

A paucity of historic information on a given topic does not always demonstrate a lack of data. In Delaware for example, aspects of agricultural, maritime, and urban social and material history have been well developed. These studies have emphasized Wilmington, New Castle County, and Kent County and concentrated on eighteenth and nineteenth century phenomena. Research focused on economic and demographic issues however, is generally lacking. Religious histories emphasizing Quakerism, Methodism, and Anglicanism have been published throughout the twentieth century, but with the exception of William Williams' work on Methodism, they have tended to be institutional in scope. In the same vein, detailed genealogies have been compiled for numerous Delaware families, but they have not been tapped for the information they might yield on kinship, property, and settlement. The early historic period similarly has received uneven treatment.

Areas for Future Research

Historic archaeological sites inventory, settlement patterns, economic history, and town planning represent major gaps in our historical knowledge of Delaware.

Historic Archaeology. Without question the most pressing area for research development and field survey is in historic archaeology. Publicly funded in-depth historic archaeological research in Delaware has been limited to environmental review projects and site development plans under the direction of the Bureau of Museums and Historic Sites. There is a major need to increase and diversify the informational bases relative to historic archaeological materials. These needs could be met through a number of activities such as:

- 1) testing for, and the enumeration of, archaeological features that are relative to above-ground National Register eligible sites;

- 2) developing documentary data bases with specific regard to generating information that would enable planners to estimate types, numbers, and frequencies of individual features relative to broad economic and social patterns;
- 3) undertaking selected excavations of particular sites exhibiting the potential to increase significantly our knowledge of material culture resources relative to particular historic periods, cultural regions, and social and economic patterns;
- 4) developing a system for accessing existing archaeological materials and data in public collections, thereby facilitating a move toward broader intersite analyses.

Settlement Patterns. A second area warranting major research development focuses on a more comprehensive approach to the documentation and analysis of historic settlement patterns. At present there is no long-term statewide settlement history dealing with activity from the period of initial European occupation to later population overlays from varied European, African, and American sources. Three important results from consolidating information on settlement patterns and historic demography would be:

- 1) the enhanced ability to evaluate the integrity and significance of early historic period (1630-1730 +/-) buildings and archaeological sites;
- 2) the means to measure architectural expression and the consumption of goods in relationship to issues defined around ethnicity, class, and settlement chronology;
- 3) the documentation of regional, national, and international trade and marketing routes as they relate to types of consumer goods throughout the historic period.

Economic history. As important as developing research strategies and materials on settlement and demographic patterns, is the need to build on current information in the field of regional economics. Delaware retains the highest percentage of land in agricultural production relative to total area. Northern Delaware's watershed valleys were also the setting for major inventions and developments in the industrial revolution. In response to these broad land use trends, historical research on Delaware's place in regional economics has examined grain and animal agriculture on a statewide basis and manufacturing in the Piedmont region. These aspects of the state's past require continued attention. Important largely unexplored

aspects of Delaware's regional economic history include forestry, ship-building, highways, railroads, household manufactures, and other agricultural endeavors such as tobacco or truck farming.

Town Planning. A fourth area for consideration is historic town planning. From the early colonial period through the mid-twentieth century, Delaware has been the setting for numerous experiments in the physical organization of towns and villages. Towns evolved around landings, cross-roads, canal locks, and ferries, and were laid out in circles, grids, and lines. While a great deal of this material exists in individual town and village histories, there remains to be undertaken a concerted effort to fully integrate existing information into a broad overview. Because towns and other areas of concentrated population are usually defined along major transportation and marketing routes, such studies will shed additional light onto matters of settlement and economic history as well as their relationship to architectural and archaeological resources.

Conclusion

There is no shortage of research material on Delaware topics of architectural and archaeological consequence; what is lacking are systematic efforts to review and synthesize over a century and a half of Delaware history beginning with Benjamin Ferris.

6. IMPLEMENTATION AND DEVELOPMENT

The fundamental activities of historic preservation planning at all geographic and jurisdictional levels are those in the federal guidelines: identification, evaluation, registration, and treatment or conservation of historic resources. The relationship between the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation* and the various levels of government is not only a question of how those governments relate to the federal requirements and to the statewide comprehensive plan, but how they develop their own preservation plans using the statewide plan as a context.

The Delaware Division of Historical and Cultural Affairs and the *Delaware Comprehensive Historic Preservation Plan*

At the state level, the Division of Historical and Cultural Affairs, as the office of the State Historic Preservation Officer, is responsible for meeting the federal requirements for the development and maintenance of a statewide historic preservation plan and, within the context of that plan, for administering the National Register Program and supporting actions that promote conservation of historic resources within the state.

The Bureau of Archaeology and Historic Preservation is the office within the Division of Historical and Cultural Affairs that is responsible for executing the federally mandated program areas. These include administration (including Historic Preservation Fund sub-grants), review and compliance, National Register evaluation and nomination, preservation tax incentives, survey (including both above- and below-ground resources), planning, Certified Local Governments Program, technical assistance, public education, documentation (Historic American Buildings Survey/Historic American Engineering Record, historic structure reports), and acquisition and development. This section first discusses these program areas and their relationship to the *Delaware Comprehensive Historic Preservation Plan* and then elaborates on the activities required by the plan within each area.

**Bureau of Archaeology and Historic Preservation
Program Area Activities**

Administration. Administration includes activities that relate to budgeting, personnel management, finance, property management, equal opportunity compliance, and other activities not attributable to other program areas.

Review and Compliance. Review and compliance includes advising and assisting federal, state and local government agencies, individuals, developers, and organizations in carrying out historic preservation responsibilities under federal preservation law. The most important of these is the review of proposed federal or federally funded, licensed, permitted, or approved undertakings that may have an effect on resources listed, or eligible for listing, on the National Register of Historic Places. These reviews are mandated by Section 106 of the National Historic Preservation Act, as amended; the National Environmental Policy Act, as amended; the Archeological Resource Protection Act, as amended; Section 4F of the Department of Transportation Act; and similar laws.

National Register. All activities related to the evaluation of eligibility for the National Register of historic and archeological resources in Delaware are also the responsibility of the Bureau of Archaeology and Historic Preservation. These activities include processing resource data for National Register eligibility; coordinating public participation in the evaluation process; providing technical assistance related to registration of properties on the National Register to federal, state, and local agencies, organizations, and individuals; and recommending and monitoring subgrants related to the National Register.

Preservation Tax Incentives. The Bureau of Archaeology and Historic Preservation provides support for activities related to the Tax Reform Act of 1986 [26 U.S.C. 48(g) and 170 (h)] and other related tax laws that provide historic preservation incentives for certain rehabilitation projects. Under the Department of the Interior's rules, as stipulated in 36 CFR Part 67, the Bureau of Archaeology and Historic Preservation certifies state and local historic preservation statutes and districts. Applications for rehabilitation are evaluated for significance and to

ensure that they meet the Secretary's Standards for Rehabilitation.

Survey. Survey activities are related to the location and identification of historic and archeological resources, including both intensive and reconnaissance level surveys.

Planning. Planning involves all activities directly pertinent to the development and implementation of the statewide comprehensive preservation planning process. All planning activities must contribute toward the identification, evaluation, and treatment of historic or archeological resources to be eligible for Historic Preservation Fund assistance. Eligible activities include (1) consulting with preservation constituencies on the development and maintenance of the statewide comprehensive historic preservation plan; (2) upgrading, reorganizing, or computerizing the state cultural resource inventory for consistency with the statewide comprehensive historic preservation plan; (3) developing public education programs directly related to planning; (4) providing technical assistance; (5) encouraging public participation in the planning process; (6) reviewing, selecting, and approving proposals and reports in this program area; and (7) selecting, monitoring, and administering subgrants. Planning projects that involve formulating and testing model archaeological field or analytic approaches or data recovery requiring extensive testing beyond what is required for determining National Register eligibility, must be derived from high priority objectives identified in the statewide comprehensive historic preservation plan.

Local Government Certification/Pass-Through. The Bureau of Archaeology and Historic Preservation is responsible for activities directly pertinent to the certification of local governments eligible under Section 101(c) of the National Historic Preservation Act. Bureau staff monitor and evaluate the implementation of the Certified Local Government program, and monitor and evaluate the performance of certified local governments on subgrants.

Development. The Bureau of Archaeology and Historic Preservation administers grants for the treatment--protection, stabilization, preservation, rehabilitation, restoration, and reconstruction--of properties listed on the National Register of Historic Places in accordance with the Secre-

tary of the Interior's Standards and Guidelines for Archeology and Historic Preservation.

Bureau of Archaeology and Historic Preservation Program Areas and Comprehensive Plan Activities

The Secretary's Standards for Historic Preservation Planning state that "historic preservation planning is a process that organizes preservation activities (identification, evaluation, registration and treatment of historic properties) in a logical sequence." Each of the planning activities is related to one or more of the Bureau of Archaeology and Historic Preservation's program areas (Figure 8). The program areas and their associated activities are here reordered to parallel and implement the planning activities.

Planning. The comprehensive plan and its periodic updating form the basis for establishing implementation priorities. The planning program area encompasses those activities by which the planning process itself is carried out, the plan modified and updated, new historic contexts and property types developed, and criteria for evaluation developed. The planning program area thus supports all four planning activities.

Administration. It is through the program's administrative activities, especially financial and personnel resource allocation, that the planning priorities are coordinated and completed. This program area also supports all four planning activities.

Survey. The survey program area supports all identification activities and some evaluation activities. The type, extent and location of all survey activities are determined by the historic context and property type priorities of the plan.

National Register. National Register program activities support the evaluation and registration priorities of the plan. National Register activities initiated by the Bureau of Archaeology and Historic Preservation must follow the planning priorities.

Review and Compliance. Activities in this program area support primarily the treatment goals and activities of the plan. The evaluations that are the product of review and compliance will also contribute to the overall development of the plan. Resources affected by federal mandate

**FIGURE 8: BUREAU OF ARCHAEOLOGY AND HISTORIC PRESERVATION
PROGRAM AREAS AND COMPREHENSIVE PRESERVATION PLAN ACTIVITIES**

COMPREHENSIVE PRESERVATION PLAN ACTIVITIES				
BAHP PROGRAM AREAS	IDENTIFICATION	EVALUATION	REGISTRATION	TREATMENT
1. PLANNING				
2. ADMINISTRATION				
3. SURVEY				
4. NATIONAL REGISTER				
5. REVIEW AND COMPLIANCE				
6. CERTIFIED LOCAL GOVERNMENTS				
7. PRESERVATION TAX INCENTIVES				
8. DEVELOPMENT				

must be evaluated in terms of plan priorities, and if such resources fall outside of fully developed historic context priorities, ad hoc historic contexts and property types must be developed by the affected agency with the technical assistance of the Bureau of Archaeology and Historic Preservation.

Local Government Certification/Pass-Through. Activities undertaken by certified local governments can contribute to all four planning activities. Through their zoning and regulatory powers, however, local governments are the principal vehicle by which treatment activities are accomplished. The governments must have established legally proficient historic preservation and planning boards and developed legally competent historic preservation ordinances. For the local government to be certified, these ordinances must be derived from a local historic preservation plan done within the context of the statewide historic preservation plan. The activities of the Bureau of Archaeology and Historic Preservation should support those local government activities that support the priorities of the comprehensive plan.

Preservation Tax Incentives. Because tax incentives are intended to encourage the rehabilitation of "certified" historic structures--structures on or eligible for the National Register--this program area supports the treatment element of the comprehensive historic preservation plan. The plan should also inform decisions about the feasibility of rehabilitation through the analysis of the probability of historic preservation.

Development. Although federal funds have not been available for development activities in recent years, this program area supports the treatment element of the plan and development activities should relate closely to plan priorities. Development activities funded by the State of Delaware should also follow plan priorities.

Public Education, Public Participation, Technical Assistance, and Sub-Grant Development. There are a set of activities that must be carried out within each program area and for each element of the plan. These are public education, public participation, technical assistance to federal, state and local government agencies, organizations and individuals, and the development, selection, monitoring, and administration of subgrants. For

each of these activities, programs are to be developed and implemented that cut across all of the program areas. One of the primary goals of the plan is to educate the public about Delaware's historical inheritance. While we can generalize about historic resources and property types at a statewide and even national level to create criteria of significance, preservation actions ultimately effect specific resources and sites; preservation happens next door, down the street, in the neighborhood. Thus public education--sharing the findings of historic contexts--and public participation--the involvement of the public as individuals or members of organizations or localities in developing the plan--are cornerstones of the plan. Technical assistance offers the public the skills and context for involvement in preservation, and subgrants are a way of providing the financial resources for participation.

A major purpose of this plan, then, is to heighten Delawareans' sensitivity and understanding of their state's history and culture as reflected in its historic environment.

Preservation Planning Activities

Identification, evaluation, registration, and treatment are the four stages of the preservation planning process. This section will discuss the activities that apply to each stage.

Identification Activities. Identification is undertaken to locate historic resources and can be composed of a number of activities, including archival research, informant interviews, field survey, and analysis. Specific program elements related to identification include cultural resource survey and archaeological survey and testing. The goal of identification is to locate all resources within the state that qualify for consideration as districts, sites, buildings, structures, or objects potentially eligible for inclusion on the National Register of Historic Places.

To be effective, identification activities must be guided by specific goals and objectives that integrate them into the comprehensive historic preservation planning process. Identification strategies must balance the goals for developing specific historic contexts and the need for as

complete coverage as possible with the need to respond to short-term requirements for the evaluation of threatened resources.

The first step in the long-term identification schedule is to survey all resources in the state, thus creating a basic inventory of Delaware's historic resources. Delaware has been systematically completing its cultural resource survey and now has approximately 32,000 resources surveyed (about 90 percent of its total resources). Survey activities should be structured to relate resources to each dimension of the historic context matrix so that sub-inventories can be completed for each of those dimensions. Future identification priorities can then be determined for the completion of the historic contexts within the state.

The second step in the long-term identification schedule is to develop and implement a computerized historic preservation management information system as the central organizing mechanism for the *Delaware Comprehensive Historic Preservation Plan*.

Evaluation Activities. According to the *Secretary of the Interior's Standards and Guidelines for Archaeology and Historic Preservation*, "evaluation is the process of determining whether identified properties meet defined criteria of significance and therefore should be included in an inventory of historic properties determined to meet the criteria."²⁴ Specific program elements related to evaluation include reviewing the cultural resource survey for resources eligible for the National Register of Historic Places and conducting more extensive archaeological excavations. The criteria for evaluation shall be the criteria of significance established by the National Register of Historic Places. (The only exception to this would be where a local government established a local landmarks designation program in its operations plan.) All levels of government must use the National Register criteria when preparing National Register nominations.

Evaluations can be made along any of the three dimensions of the historic context matrix--historic theme, chronological period, geographic zone--or by some combination of the three. As historic resources are

²⁴ Federal Register, 48, 190, p. 44723.

evaluated, therefore, historic contexts are further developed and property types are refined. The *Historic Context Master Reference and Summary* and the Delaware Historic Preservation Management Information System provide only a general context for evaluating historic resources and an overview of those resources once they have been evaluated. They are not a substitute for the intensive detailed research and field work that is prerequisite to a quality nomination.

As defined by the Secretary's Standards for Evaluation, the evaluation process should result in an inventory of significant resources that can be consulted when assigning registration and treatment priorities. The inventory should include summaries of important historic contexts, descriptions of significant property types within these contexts (whether or not any specific resources have been identified), results of other identification activities, and information on individual resources used in the evaluation. In the *Delaware Comprehensive Historic Preservation Plan*, the four parts of this inventory of significant resources are contained in the *Historic Context Master Reference and Summary* and the Delaware Historic Preservation Management Information System.

When evaluating historic resources, other state and federal agencies will use established criteria for evaluation as defined under state and local operations plans. The *Historic Context Master Reference and Summary* should be used for preliminary evaluation. These agencies should consult the Bureau of Archaeology and Historic Preservation in order to complete a detailed evaluation according to National Register standards. Finally, these agencies should use the DHPMIS to make decisions affecting the treatment of resources.

Registration Activities. When nominating resources to the National Register of Historic Places, the Delaware Division of Historical and Cultural Affairs adheres to the procedures set out by the National Park Service in the Code of Federal Regulations, 36 CFR 60. All nominations contain the information locating and describing the property and justifying its significance and physical integrity. This information is gathered during the evaluation stage. All information used in developing the nominations and the nominations themselves are public information and are

available, at cost, from the Bureau of Archaeology and Historic Preservation.

Registration by other state and federal agencies will be conducted according to procedures monitored by the State Historic Preservation Officer (Bureau of Archaeology and Historic Preservation). These agencies should seek qualified individuals and/or organizations to undertake such registration procedures with the approval of the Bureau of Archaeology and Historic Preservation.

Treatment Activities. The ultimate goal of treatment is to maintain the resource in continued use in a manner that sustains its existing form, integrity, and materials. There are, however, cases where this goal is unobtainable, and documentation becomes the only viable treatment alternative. There is a broad spectrum of alternatives available when determining the appropriate treatment for a specific historic resource, ranging from documentation through stabilization and rehabilitation to complete restoration. Each fully developed historic context must have a treatment strategy for the resources in that context that has been based upon their preservation potential. The preservation potential of property types and individual resources is evaluated in terms of their historic significance and physical condition and in view of the development context and other threatening factors.

There are four different approaches to treatment. Physical treatments to the actual resource include such alternatives as rehabilitation, restoration, reconstruction, documentation, and stabilization. Development and context planning treatments modify the development context through land use planning to remove or minimize threats to the resources. Regulatory treatments protect historic resources through legislation local landmarks laws, modified building codes sensitive to historic materials, and facade easement programs. Finally, economic treatments, like tax incentives, maintain historic resources competitively in the real estate market. A comprehensive treatment strategy will use all of these approaches as appropriate.

The determination of preservation potential for the historic resources in a particular historic context yields a master list ranking the resources

from those with the highest preservation priority--the most significant and most threatened--to the lowest priority--the least significant and least threatened. Treatment approaches and alternatives must be evaluated to answer the question: What can be preserved at what cost? A comprehensive strategy for a historic context must first move quickly to treat the most significant and most threatened resources; secondly, it must take the minimum measures to benefit the greatest number of resources; third, it must document those resources that are going to be lost; and fourth, it must systematically develop treatments for the intermediately important resources that may present special problems.

Four groups of resources must be considered in a comprehensive treatment strategy for a historic context:

1. Highly significant and vulnerable resources facing imminent destruction.
2. Significant resources with high potential for continued use.
3. Significant resources with little reuse potential in marginal condition.
4. Reasonably significant resources in marginally threatening situations.

These groups of resources can be generally illustrated by the historic context: Agriculture; 1770-1880 +/-; Coastal Zone. Clearly the most vulnerable components of an agricultural historic context are the fragments of the historic landscape itself; once destroyed, they are gone forever. The primary threat to this landscape is related to its proximity to urban, suburban, and highway development. Agricultural landscapes are extremely difficult to preserve through economic, context planning, and regulatory approaches except where preservation of the landscape is compatible with other land use planning goals. Thus, in highly threatened agricultural areas, such as the Route 13 corridor or southern New Castle County, fragments of the historic agricultural landscape can be preserved as a top priority only where these other interests coalesce. Otherwise documentation becomes the only viable treatment alternative.

Agricultural outbuildings--including corn cribs, granaries, hay barracks, dairies, barns, stables, spring houses, and poultry houses--present a challenging treatment problem. Whereas many of these are highly sig-

nificant, individually and as part of farmstead complexes, they are also highly vulnerable because they are made primarily of perishable wood and are functionally obsolete and stand vacant and unused. Consequently, they are not good candidates for continued use or amenable to regulatory or economic treatment approaches. Clearly, documentation is the only viable treatment. Equally clearly, this alternative does not preserve examples of a functioning farmstead complete with its various types of outbuildings.

Farm houses present a different issue because housing is in demand in developing situations and historic houses can be in particularly high demand. Thus the houses can be treated through a regulatory approach. In the future, as the agricultural context is stripped away, the farmhouses will be valued more for their architectural significance than their relationship to the landscape. As a consequence, what is preserved will be a distorted reflection of the historic housing stock. The dwellings of the rural elite are far more likely to find buyers in the housing market, for example, than are those that historically belonged to tenants and free blacks. Therefore, the treatment strategy for farmhouses should attempt to preserve a representative of each type of residential structure in its agricultural historic context.

Thus a balanced treatment strategy assures that an adequate record of all the remaining parts of an agricultural historic context are preserved in some form so that, synthetically and analytically, it can be recreated in the future.

Establishing Priorities for Historic Preservation Activities

One of the major administrative responsibilities of the Bureau of Archaeology and Historic Preservation is to set the priorities that will guide all Bureau activities. Annually, the Bureau submits an application to the federal government requesting funding for the National Register Program in Delaware and other historic preservation activities eligible for federal funding. This application is based on a proposed work program organized around the eight program areas. The Bureau must show how it will carry out specific activities within each of these program areas. In the future, the proposed activities must fulfill the goals of the *Delaware*

Comprehensive Historic Preservation Plan. To accomplish this, the plan must be translated into a multi-year work program to guide the Bureau and set priorities among its activities. This multi-year work program can be developed by determining what activities are required to complete each priority historic context in rank order and organizing them by program area categories.

Two levels of priorities are defined in the plan: (1) statewide priorities of historic themes, chronological periods, and geographic zones; and (2) specific critical historic contexts based on historical significance and threatened resources. The priority rankings for historic themes, chronological periods, and geographic zones are explicated in Chapter 5. The priority historic contexts, from which the priorities for activities and multi-year work program must be derived, are:

Above-Ground

#1: Agriculture

1770-1830 +/-, 1830-1880 +/-

Upper Peninsula, Lower Peninsula/Cypress Swamp,
Coastal

#2: Settlement Patterns and Demographic Change

1830-1880 +/-, 1880-1940 +/-

Urban (Wilmington)

#3: Settlement Patterns and Demographic Change

1770-1830 +/-, 1830-1880 +/-

Piedmont, Upper Peninsula, Lower Peninsula/Cypress
Swamp, Coastal

Below-Ground

#1: Settlement Patterns and Demographic Change

1630-1730 +/-

Coastal

The multi-year work programs of the Bureau of Archeology and Historic Preservation must balance two kinds of activities: staff supported and constituency initiated. The Bureau can require that many constituency-initiated activities conform and contribute to the planning priorities. Some constituencies deal with low ranking aspects of the planning priorities, such as some review and compliance activities and tax act reviews; in those program areas some resources should be allocated to required but low

priority activities.

The Bureau must also balance the geographical coverage of the implementation of the historic context priorities. The priority historic contexts are geographically specific and to focus on them could appear to exclude certain parts of the state from participating in the planning process. This is not the case. Any constituency, from any location in the state, can contribute to the state preservation plan. First, the *Historic Context Master Reference and Summary* is statewide, so that all historic resources can be evaluated and more specific contexts can be developed by constituencies. Secondly, the priorities on themes, chronological periods, and geographic zones are statewide priorities which the Bureau can use to evaluate undertakings that fall outside of the priority historic contexts.

There are two stages in translating planning priorities into work program priorities. The first involves the general historic context element priorities--theme, chronological period, and geographic zone. In this stage, cultural resource survey and National Register material that the Bureau has already completed is organized by the context elements to determine how much has been completed within each program area. It is then easy to identify areas for which more information is needed and therefore to set broad Bureau priorities.

The second stage addresses the priority historic contexts to determine what tasks are needed to complete the priority contexts. There are seven general steps in translating the historic context priorities into the multi-year work program. The process is based upon the steps in the historic preservation planning process, described in Chapter 4. The seven steps are (1) inventory all survey and National Register work completed for the contexts, (2) assess the degree of completion of the priority historic contexts, (3) develop work programs for the completion of those contexts in terms of plan activities, (4) translate plan activities into program area activities (Program Activity Linkages), (5) incorporate non-plan-specific program activities (such as some administrative program activities), (6) set priorities among all activities based on funding and time constraints, and (7) complete the multi-year work program.

Developing Program Activity Linkages

Developing priorities takes place in rounds (See Figure 9). In the first round, the tasks needed to complete each of the priority contexts should be completely detailed in order to establish needed tasks, their proper sequence, and clear priorities among the tasks. Then the total resources required to complete all contexts should be compared to those available in the multi-year period for which a work program is being developed. Resource needs will probably exceed their availability. In the second round, the assumption should be made that at least some aspects of the historic contexts need to be done concurrently; priorities must be set among activities between contexts. Relationships between the tasks in all contexts are determined, and certain shared economies identified. In the third round, the historic context priorities are evaluated in terms of available time over the multi-year work periods. If the lowest priority items must be deleted, they may be carried forward as the framework for the next multi-year work program.

Goals and priorities for historic contexts will be updated and modified as part of the annual and five-year updates of the *Historic Context Master Reference and Summary*.

Bureau of Archaeology and Historic Preservation staff, in consultation with other state and federal agencies, will develop historic preservation goals and priorities related to other functional areas such as transportation, environment, community development, housing, etc.

Other state and federal agencies should review the goals and activities in the *Delaware Comprehensive Historic Preservation Plan* with reference to their agency's goals and the impact on their agency's activities. They should also contribute specific new goals to the statewide plan with associated activities for which the agency would be responsible, as appropriate. Finally, these agencies should adopt historic preservation goals for themselves.

Updating the Comprehensive Plan

The *Delaware Comprehensive Historic Preservation Plan* will be reviewed and commented on by a State Plan Advisory Committee of representatives from

local governments, other state and federal agencies, and other appropriate organizations. The advisory committee will be a standing committee of the Division of Historical and Cultural Affairs and will review the annual updates and the five-year revisions of the *Historic Context Master Reference and Summary*. Locally developed historic contexts, goals and objectives, and local criteria of significance will be incorporated in the regular revisions of the plan.

Other state and federal agencies should review and comment upon all historic context and property types within the state historic preservation plan. They should also contribute to the continued development of the historic contexts related to their functional areas. For example, the Department of Transportation could develop historic contexts related to the history of transportation in Delaware.

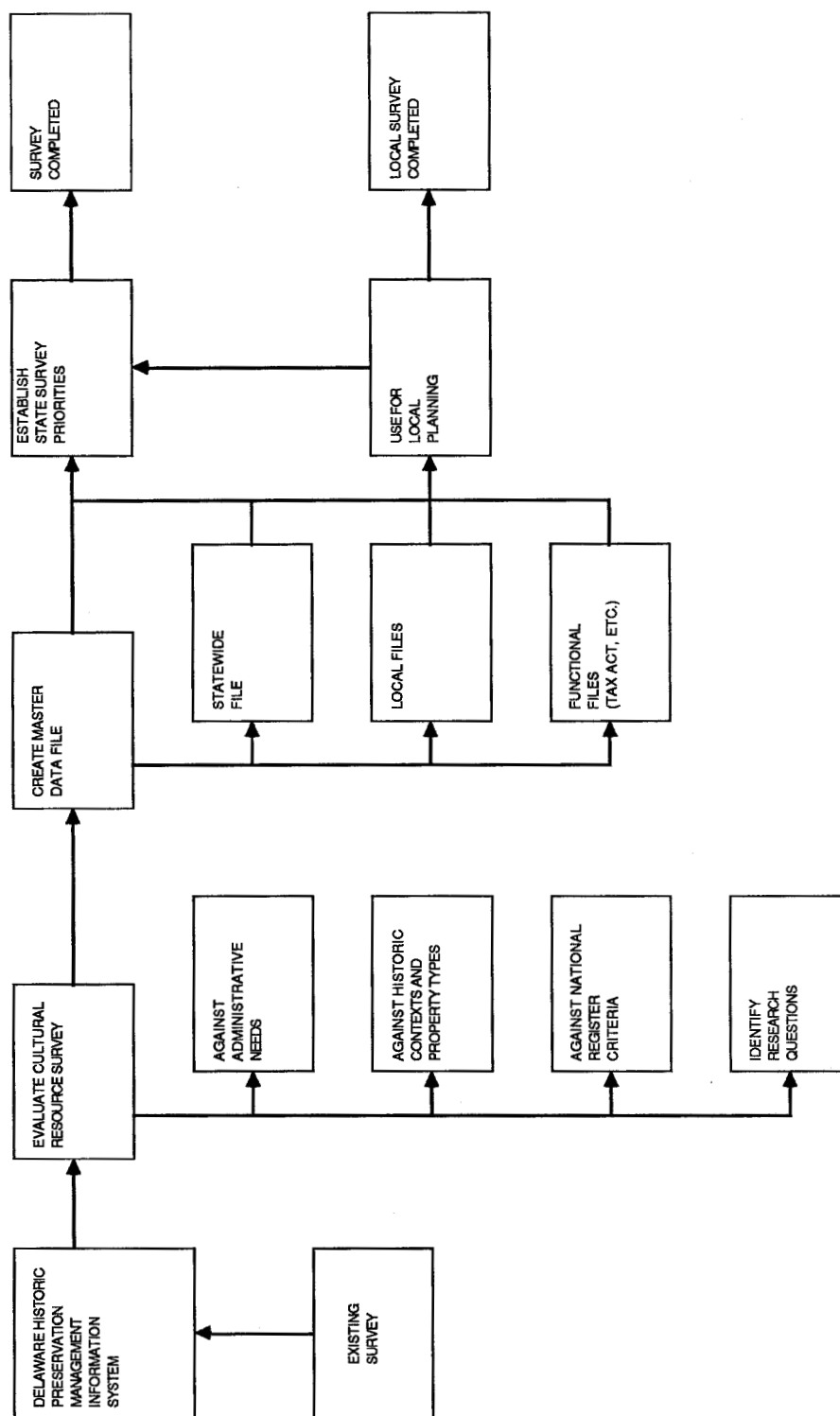
Developing the Delaware Historic Preservation Management Information System

Effective historic preservation planning requires that information collected on historic resources be manipulated in a number of ways throughout the planning and management process. To accomplish this, a computerized management information system has been designed as part of this plan and will be completed over the next four years.

The Delaware Historic Preservation Management Information System (DHPMIS) has components that relate to each stage of the historic preservation planning process and to each of the program areas of the Bureau of Archaeology and Historic Preservation. The DHPMIS will computerize the Delaware Cultural Resource Survey and National Register listings and interface with the National Park Service's National Register Database. The DHPMIS will allow the integration of survey priorities with identification activities.

Figure 10 illustrates the flow process in the creation and maintenance of the Delaware Historic Preservation Management Information System. The basic format is that of the cultural resource survey form expanded to include variables related to historic contexts and Bureau of Archaeology and Historic Preservation program areas. The schedule for coding and computerizing the 32,000 entries in the existing survey will be based on

**FIGURE 10: DELAWARE HISTORIC PRESERVATION
MANAGEMENT INFORMATION SYSTEM FLOW CHART**



the priorities established by the Bureau of Archaeology and Historic Preservation.

DHPMIS will support ongoing program needs, such as the 106 review process and tax act activities, and characterize the range of historic resources in the state in terms of the three dimensions of the historic context matrix and the range of physical and associative property types. Basic descriptive, nonevaluative, National Register categories are included in the DHPMIS so that historic resources can be related to National Register survey priorities. This data base can also identify additional data needs, sources and methods of collection--archival research, field survey and others--and help develop appropriate research designs. A master data base with planning and management subfiles will be created and integrated into other planning processes to provide the data base for evaluation, registration, and management of resources. These subfiles will be established for each of the program areas of the Bureau and will be automatically updated along with the master file.

The master statewide file will contain all verified data on historic resources from the cultural resource survey as well as derived secondary data from evaluation against administrative, historic context, National Register, and research objectives. Once the file on a historic resource is entered in the master statewide file, it may not be modified without the approval of the person or committee established within the Bureau of Archaeology and Historic Preservation to authorize changes. The computerized Delaware National Register Data Base Inventory contains all resources nominated to the National Register regardless of their final disposition. This data base, although more detailed, is compatible with the National Park Service's National Register Data Base. It is maintained by the Bureau of Archaeology and Historic Preservation and the Center for Historic Architecture and Engineering at the University of Delaware.

State and local historic preservation planning will be integrated through the use of a common data file on historic resources. Jurisdictional or geographic subsets of the cultural resource survey data base will be provided to local governments and other state and federal agencies to insure that all preservation planning efforts are using the same data base.

The DHPMIS will then serve as the primary data source for tasks under the Secretary's Standards for Evaluation. The Bureau of Archaeology and Historic Preservation will be responsible for evaluating and adjusting existing cultural resource survey priorities and standards to insure comprehensiveness and quality. The Bureau will set statewide survey schedules and undertake evaluation activities in accordance with the information provided by the DHPMIS.

Other state and federal agencies that need to undertake survey activities must secure prior approval from the Bureau of Archaeology and Historic Preservation. They must conduct the survey in accordance with the standards set by the Delaware State Historic Preservation Officer; use the Delaware Historic Preservation Management Information System for analysis of the survey; and submit all survey results to the state for quality control and entry into the Delaware Historic Preservation Management Information System. These agencies will use DHPMIS results to establish base-line data and make agency planning decisions.

Maintaining Liaison with Other State and Federal Agencies

State and federal agencies take a variety of actions under their mandate that often have an adverse effect on historic resources. The most obvious effect is the demolition of structures for new development. Other impacts may be more subtle. For example, all projects using federal funds or which are federally licensed must meet federal standards when rehabilitating properties listed on or eligible for the National Register. This has led to conflict when the most cost-effective means of rehabilitating a building is not the most historically appropriate way of accomplishing that task. On wood frame residential structures, for example, vinyl or aluminum siding is less costly than replacement with wooden siding, as required by the Secretary's Standards for Rehabilitation. Furthermore, many state and federal agencies own both land and historic resources, ranging from archaeological sites to historic government buildings.

Although the relationship between the plan and other state and federal agencies requires certain activities, a major objective of the plan is to help formulate a shared commitment to the preservation of historic resour-

ces. The State Historic Preservation Officer, through the Bureau of Archaeology and Historic Preservation, should review all actions by other agencies that directly or indirectly affect historic resources. These agencies should review and comment on the plan and use it as the basis for their own work with historic resources. They should also develop plans for the management of historic resources within their purview in much the same fashion that local governments develop historic preservation elements in their land use plans. Functional plans developed by these agencies should integrate appropriate aspects of the *Delaware Comprehensive Historic Preservation Plan* and incorporate the plan itself by reference.

Bureau of Archaeology and Historic Preservation staff will also review all plan documents from local governments to determine their relationship to the *Delaware Comprehensive Historic Preservation Plan*. Bureau staff will undertake the same review and comment for planning documents produced by other state and federal agencies and will serve in an advisory capacity to these agencies as requested and appropriate.

Certified Local Government Program.²⁵ In 1961 Congress initiated the National Historic Preservation Program to operate as a decentralized partnership between the federal government and the states. The program was so successful that in 1980 it was extended to include local governments. Local governments in Delaware must be certified by the Division of Historical and Cultural Affairs (the office of the State Historic Preservation Officer) in order to participate in the program. A major benefit of certification is the access it provides for local governments to additional funding from the annual Historic Preservation Fund grant.

A Certified Local Government (CLG) must, in a satisfactory manner, be able to enforce appropriate state and local legislation regarding historic resources, establish a qualified Historic Preservation Review Commission, maintain a system for the survey and inventory of historic resources, and provide for adequate public participation in the historic preservation program (including the process of recommending historic resources to the

²⁵ This section is adapted from Guidelines for the Implementation of a Certified Local Government Program (CLG) in Delaware, Center for Historic Architecture and Engineering, University of Delaware, 1985.

National Register).

A local government that wishes to participate in the program may apply for certification status through its chief elected official at any time. The State Historic Preservation Officer must respond within 45 days of the receipt of an adequately documented written request. If the request is approved, the SHPO prepares a certification agreement listing the specific responsibilities of the local government; a copy of the approved request and certification agreement is sent to the Secretary of the Interior. If the secretary does not take exception to the request within 15 working days of receipt, the local government shall be certified by the SHPO and the agreement executed.

The SHPO must monitor the CLGs throughout the year and conduct an annual review to assure that each government is meeting the required standards and the provisions of its certification agreement.

Preservation Tax Incentives. The adaptive reuse of historic resources serves the needs both of economic development and preservation. Indeed, preserving an area's "sense of place" and its historic fabric is bound up in maintaining its economic viability. Refurbished historic resources lend their architecture styles and irreplaceable materials to revitalization efforts. In the past, because of the structure of real estate tax laws and depreciation allowances, historic resources were at a distinct competitive disadvantage compared to new construction. The federal tax incentive program for historic resources has partially redressed this imbalance.

Since 1976 the Internal Revenue Code has contained incentives to stimulate capital investment in income-producing historic buildings and the revitalization of historic communities.²⁶ The Tax Reform Act of 1986 established a 20 percent tax credit for the substantial rehabilitation of historic buildings for commercial, industrial, and rental residential purposes and a 10 percent tax credit for historic residential buildings. To qualify for the tax incentive, property owners must have certification of both the historic structure and the completed rehabilitation. A

²⁶ Adapted from "Preservation Tax Incentives for Historic Buildings," US Department of Interior, National Park Service and the National Conference of State Historic Preservation Officers.

certified historic structure is any building that is listed individually on the National Register of Historic Places or located in a registered historic district. Certification requests are made through the Bureau of Archaeology and Historic Preservation; certifications are issued by the National Park Service.

As of September 1988, \$43,524,320 of rehabilitation associated with the Tax Reform Act of 1986 had been administered by the Bureau of Archaeology and Historic Preservation. Over \$41 million was expended in New Castle County, much of that concentrated in Wilmington for rental and condominium residential projects. By evaluating all historic resources eligible for the National Register and determining their probability of preservation, the *Delaware Comprehensive Historic Preservation Plan* will contribute to economic development planning by identifying a pool of structures eligible for adaptive reuse and tax credits.

State and local government economic incentives for historic property restoration and rehabilitation must be developed according to the Secretary's Standards for Rehabilitation. These incentives would include state matching grants to owners of properties on the National Register--particularly those properties owned by non-profit agencies and organizations; tax incentives to local governments and property owners for historic property restoration and the creation of historic zoning regulations. A Delaware State Tax Credit program should also be developed.

Federal and State 106 Review. The state will continue to administer the federal 106 process. A state 106 review process should be developed and adopted, parallel to the federal process, in which all state financed or licensed actions that would effect historic resources would be required to undergo review by the Bureau of Archaeology and Historic Preservation.

Maintaining Contacts with Non-Governmental, Private-Sector Interested Parties. One purpose of this plan is to encourage contributions from, and participation by, non-governmental, private-sector, interested parties, like historical societies, corporations, developers, community organizations, and individual citizens. The Bureau of Archeology and Historic Preservation should develop a multi-faceted program to maintain contact with private parties. The Bureau should maintain ongoing formal contact

with those organizations and individuals that are directly involved in the planning process. This would include organizations such as historical societies and civic associations as well as groups interested in related activities such as the conservation of natural resources. The Bureau should involve the general public through periodic newsletters and press releases. The Bureau should also sponsor an annual conference on some aspect of the state historic preservation plan and invite governmental and non-government groups and individuals to attend.

Coordinating Public Education and Participation

A strong public education program will help foster greater public participation in the historic preservation planning process. The research and evaluation activities will make substantial contributions to scholarship. Because of its small size, its marginal involvement in national events, and its largely vernacular architectural heritage, the state has not been the focus of substantial research by historians, and the overall body of historical scholarship on the state is meager. There is a paucity of material about Delaware's history for elementary and secondary school use, and few children encounter any instruction in it beyond their early years of school.

Developing the priority historic contexts will expand our knowledge of Delaware's history. The Bureau of Archaeology and Historic Preservation will develop a public education program in which the historic contexts are published as local histories and made available to schools and local historical societies. In addition, public presentations will be made as phases of the historic contexts are completed. Finally, the *Historic Context Master Reference and Summary* will be made widely available.

Local Governments and the *Delaware Comprehensive Historic Preservation Plan*

Because of their responsibility for land use regulation through planning, zoning and subdivision control, local governments have the most impact on conserving historic resources. Hence local governments become critically important actors in the implementation and treatment aspects of the plan.

The Power of Land Use Regulations

County and municipal governments exercise direct control over historic resources through their power to regulate land use with zoning and subdivision regulations. Local governments are related to the state historic preservation plan in two ways. First, the localities have been important partners with the state in the federally funded state historic preservation program. They have undertaken cultural resource surveys in their areas and participated in the National Register program through the preparation of nominations for significant resources in their areas. In addition, the City of Wilmington and New Castle County have retained full-time preservation planners and participate in the Certified Local Governments Program. Second, because localities regulate land use through the development of comprehensive land use plans with their attendant zoning and other land use regulations, they have the greatest power of any level of government to protect, or not protect, historic resources and sites. Such protection can occur not only through regulation of the site itself but also through requirements in the development approval process for the review of any actions that would effect historic resources. These local regulations may be developed based on the historic preservation element required in a local government's comprehensive land use plan. Procedures must be established for other local agencies to review and comment upon the historic preservation element of the plan.

Any ordinance that empowers local government to take actions affecting historic resources must be based on a process that has surveyed all historic resources, set criteria for evaluating them, and nominated significant resources to the National Register. The legal standing of local ordinances is greatly strengthened when local cultural resource surveys are carried out according to statewide standards and the National Register criteria are applied as the basis for designating local resources.

Establishing Local Historic Preservation Goals

Local governments should review and comment on statewide goals and priorities especially as they apply to the locality; develop local goals and priorities based on local historic contexts and property types; adapt

local goals and priorities to the historic preservation element of the local comprehensive land use plan; and prioritize local historic contexts and property types as a basis for designation.

Establishing Local Historic Contexts and Property Types

Local governments should review and comment on statewide historic contexts and property types; develop and articulate local dimensions of state historic contexts and property types; use the state historic contexts to develop a historic preservation element in the local land use plan; and use the state historic context framework to develop a local historic context master reference and summary volume.

Identification, Evaluation, and Registration

Wherever possible, local governments are responsible for undertaking cultural resource surveys according to the criteria and standards set by the Bureau of Archaeology and Historic Preservation. They should use the Delaware Historic Preservation Management Information System as a basis for local planning, including the development of historic context and property types and the determination of local priorities for identification, evaluation, registration and treatment.

The local governments must integrate the results of their survey with the local comprehensive land use plan in such a way as to relate historic resources to land use priorities, including growth management controls. The results of the survey--in terms of a range of building types, materials, and other structural characteristics--shall be incorporated into recommendations for changes in housing and building codes appropriate to the maintenance of historic structures. Local governments should establish criteria for identifying resources worthy of designation and protection under the historic preservation element in the local land use plan.

The Bureau of Archaeology and Historic Preservation will enter all cultural resource survey data from local surveys into the DHPMIS and will regularly provide localities with updated files. This inventory will constitute the list of significant resources for the locality. Local governments may develop lists of locally significant resources for use in connection with local preservation ordinances.

When evaluating historic resources, local governments shall use National Register criteria. They may also use locally established criteria when evaluating local historic resources for designation and protection.

The local governments must use the *Historic Context Master Reference and Summary* to undertake preliminary evaluation of historic resources and, as appropriate, the locally developed historic context reference volume. They may modify the goals and priorities established for state historic contexts and property types.

Localities shall use procedures for the registration of historic resources on the National Register as stipulated in 36 CFR 60 and approved by the State Historic Preservation Officer and the local planning and/or historic preservation commission. All National Register nominations must be prepared in conformance with National Register Bulletin #16.

Treating and Preserving Historic Resources

At the local level, comprehensive land use zoning and subdivision regulations should be developed to implement goals for historic preservation. In addition, historic preservation commissions should be created and take the actions necessary to qualify for Certified Local Government status.

Major Recommendations for Legislation to Protect Delaware's Historic Resources

Although the citizens and governments of Delaware appear to value the state's historic resources, that commitment has not been expressed in state legislation. Delaware has significant historic resources important to its sense of place and quality of life. Under the pressures of development, many of these resources are in danger of being degraded or lost. The final element, therefore, in implementing the *Delaware Comprehensive Historic Preservation Plan* is to strengthen state stewardship of significant historic resources.

The first recommendation of this plan is that the General Assembly enact, and the Governor approve, legislation confirming the Bureau of Archeology and Historic Preservation as the lead agency for this legitimate

function of state government and providing full state support for the Bureau. Preservation activities currently being carried out by the Bureau of Archeology and Historic Preservation are federally mandated and funded by a grant from the U. S. Department of the Interior that is matched with monies from the state general fund. To provide a leadership role in historic preservation in Delaware, the Bureau must have the capability to establish and administer state priorities and programs; it cannot be totally dependent upon federal priorities and funding schedules. Functions of the Bureau would be to provide statewide plans, policies, and standards; a point of contact for state and local land use coordinators; information for use in automated planning data systems; and central program administration of state programs and oversight of other programs. The Bureau would also participate in the State Development Advisory Service.

Second, the state must also act to strengthen protection of state-owned or state-controlled historic resources. State government should set an example of responsible stewardship. All state agencies that own, control, or may affect significant historic resources or archaeological sites should be required to obtain the approval of the Bureau of Archaeology and Historic Preservation before implementing any development activity. The jurisdiction of the State Antiquities Act should be expanded to include the protection of significant historic shipwrecks, which are currently protected only by the subaqueous lands permit and lease system of the Department of Natural Resources and Environmental Control.

The third recommendation is that the General Assembly enact, and the Governor approve, a state review process similar to the federal review process that insures the protection of historic resources as a vital element of federal project planning and execution (Section 106 review). It is equally important that historic resources are given the same protection during similar state activities. Such a state law would require that every state agency take into account how each of its projects would affect historic resources. This would cover a broad range of activities including construction, rehabilitation and repair projects, demolition, licenses, permits, loans, and grants. The Bureau of Archaeology and Historic Preservation should be responsible for administering the review process and

a Delaware Advisory Council on Historic Preservation should be established as the review board.

The fourth recommendation is that the General Assembly enact, and the Governor approve, historic resource housing and building codes that are sensitive to the unique architecture of historic buildings and structures. Applications of modern housing and building codes may inadvertently damage significant elements of historic resources. Codes should be developed--or existing codes modified--to allow for flexible code application when applied to historic resources.

The fifth recommendation is that the General Assembly enact, and the Governor approve, legislation requiring historic preservation elements in all local comprehensive development plans. The real responsibility and legal power to protect historic resources rests at the local level. Without historic preservation elements in local comprehensive plans, however, historic zoning and regulations are not legally enforceable.

The sixth recommendation is that the General Assembly enact, and the Governor approve, legislation creating a Delaware Fund for Historic Preservation to provide matching grants for the restoration or rehabilitation of resources owned by public or private parties. This will provide a catalyst for increased historic preservation activities.

Appendix A:
DETERMINING ELIGIBILITY
FOR THE NATIONAL REGISTER OF HISTORIC PLACES

Closely tied to the comprehensive historic preservation planning process is the process of determining eligibility for the National Register of Historic Places. The first step in determining eligibility for the National Register is to select the historic resource to be evaluated. The second step is to assign it to one of the five categories of significant historic resources recognized by the National Register of Historic Places:

District: a geographically definable area--urban or rural, small or large--possessing a significant concentration, linkage, or continuity of sites, buildings, structures, and/or objects united by past events or aesthetically by plan or physical development.

Site: the place where a significant event or pattern of events occurred. It may be the location of prehistoric or historic occupations or activities that may be marked by physical remains; or it may be the symbolic focus of a significant event or pattern of events that may not have been actively occupied. A site may also be the location of a ruined building, structure, or object if the location itself possesses historic, cultural, or archeological significance.

Building: a structure created to shelter human activity.

Structure: a work made up of interdependent and inter-related parts in a definite pattern of organization. Generally constructed by humans, it is often an engineering project.

Object: a thing of functional, aesthetic, cultural, historical, or scientific value that may be, by nature or design, movable yet related to a specific setting or environment.²⁷

The third step is to develop the historic context(s) for the evaluation of significance. In order to qualify for the National Register, a resource must be significant in American history, architecture, archeology,

²⁷ How to Apply National Register Criteria for Evaluation, National Park Service Bulletin, June 1, 1982.

engineering, or culture. The resource in question must be a good representative of a significant theme or pattern in the history, architecture, archaeology, engineering, or culture of a locality, state, or nation. To establish this significance, historic context(s) for the resource must be developed. A historic context is a body of information about a historic resource organized by theme, place, and time. It is through the development of historic context(s) that the factual data on a particular resource are related to significant patterns and themes in history and hence the significance of the resource as a manifestation of those themes is determined.

Once the relationships of the resource to significant historical themes have been established through the scholarly research supporting the historic context(s), the next step is to determine the geographic level--nation, state or locality--at which the resource is most significant. This determination is based on what each historic context reveals about the historic role or impact of the resource at the different geographic levels.

The fifth step is to determine which of the four specific criteria of significance established by the National Register of Historic Places is most applicable to the resource. The resource must meet at least one of these four criteria:

- A) association with significant events;
- B) association with persons significant in our past;
- C) distinctive characteristics of a type, period, method of construction, a master, or high artistic values;
- D) information, or potential information, important to history or prehistory.

The sixth step is to determine whether the resource possesses "integrity." Integrity is the authenticity of the historic identity of a resource, evidenced by the survival of physical characteristics from the period of greatest significance of the resource. To be eligible for the National Register, a resource must possess integrity in at least three of these seven categories:

Location: The place where the resource was constructed or an event took place. It involves the relation between the resource and the place that is important to understanding the significance of the resource.

Design: The composition of elements that comprise the form, plan, space, structure, and style of a resource and reflect the needs, technologies, aesthetic preferences, attitudes, and assumptions of a people or culture.

Setting: The physical environment of a historic resource that illustrates the character of the place in which the resource played its historic role.

Materials: The physical elements that were combined or deposited in a particular pattern or configuration to form a district, site, building, structure or object in a particular period. The integrity of materials determines whether or not an authentic historic resource still exists.

Workmanship: The physical evidence of the crafts--skill in constructing a building, structure, or object or altering, adapting or embellishing it--of a particular culture or people during a given period in history or prehistory.

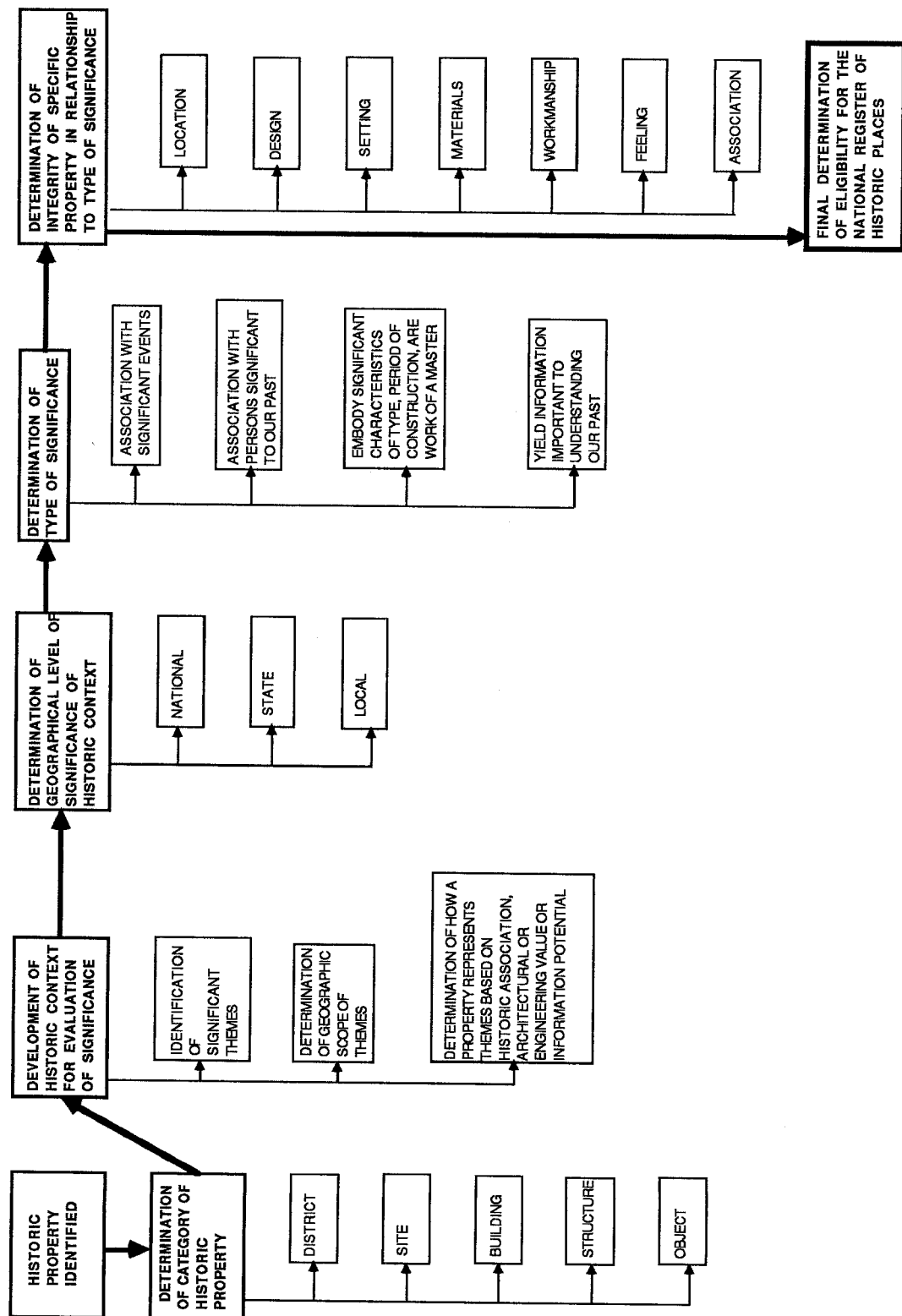
Feeling: The quality a historic resource has in evoking the aesthetic or historic sense of a past period of time.

Association: The direct link between the resource and a significant event or person.

If the resource possesses significance and integrity, then the resource can be determined eligible for nomination to the National Register of Historic Places.

A flow chart of the process by which resources are determined to be eligible for the National Register may be found in Figure 11.

FIGURE 11: DETERMINING ELIGIBILITY FOR THE NATIONAL REGISTER OF HISTORIC PLACES



Appendix B:

NATIONAL REGISTER LISTINGS IN DELAWARE

New Castle County

28-34½ Academy Street
34 Choate Street
134-138 New London Road
140 West Main Street
200 Block East Front Street (Determination of Eligibility)
203 New London Road
704 Market Street
Academy of Newark
Achmester
Aetna Fire Station #1
Aetna Fire Station #2
Aiken's Tavern Historic District
Aldine Theater
Allen, Charles, House
Amstel House
Anderson House
Appoquinimink Friends Meeting
Armstrong, A., Farm
Armstrong, Walker, House
Ashland Bridge
Ashton Historic District
Auburn Mills Historic District
Augustine Beach Hotel
Augustine Paper Mill
Baily House
Baltimore & Ohio Railroad Freight Station
Bancroft Mills
Bank of Newark Building
Bartley-Tweed Farm
Baynard Boulevard Historic District
Beard, Duncan, Site
Beaston, Charles, House
Beaver Valley Rock Shelter
Bell Farmhouse
Bellview

Bellvue Farm
Belmont Hall
Biddle House
Biggs, Governor B. T., Farm
Bloomfield
Blue Hen Farm
Boulden, C., House
Boulden, George W., House
Brady Farm Manager House
Brandywine Manufacturing School
Brandywine Park and Amendment
Brandywine Powder Mills Historic District
Brandywine Village and Amendment
Breck's Mill Area
Brindley Farm
Broom, Jacob, House
Brown, Dr. John A., House
Buena Vista
Cann, R. T., House
Cann, Richard, Store
Cann, William, House
Carpenter-Lippincott House
Casperson, W., House
Catholic Diocese House
Center Meeting and Schoolhouse
Centreville Historic District
Chambers House
Chandler, Joseph, House
Chelsea
Christiana Historic District
Choptank
Choptank Upon-the-Hill
Church Street Historic District
Clearfield Farm
Cleaver House
Clyde Farm Site
Cochran Grange
Cochran, R. W., House
Coffee Run Mission
Continental Army Encampment

Cooch's Bridge Historic District
Cool Spring Park Historic District
Corbit Sharp House
Cornucopia
Correll's Farm Supply
Crosby & Hill Building
Curlett House
Curtis Mansion
Curtis Mill Worker House
Darley House
Dean, J., & Son, Woolen Mill
Deer Park Farm
Deer Park Hotel
Delaware Avenue Historic District and Amendment
Delaware Industrial School
Delaware Park Site (Determination of Eligibility)
Delmarva Power Building
Dilworth House
Dingee, Jacob, House
Dingee, Obadiah, House
District School #39
Dixon, S. P., Farm
Dragon Run Farm
Dure, F., Building
Eastburn, Davis, Farm
Eastburn, J., Barn
Eastburn-Jeanes Limekiln
Eastern Lock of the Chesapeake & Delaware Canal
Eastside Brandywine Historic District
Eighth Street Park Historic District and Amendment
Eleutherian Mills
Eliason, Andrew, House
Elm Grange
England House & Mill Amendment
Evans, John, House
Exchange Building
Fairview
Fairview
Fairview
Fell Historic District

Ferguson, Robert, House
Ferris, Zachary, House
Fields' Heirs
Fisher, Andrew, House
Fleming House
Fort Christiana Military Monument
Fort Delaware
Friends Meetinghouse
Garrett, E., Building
Garrett Snuff Mill Historic District and Amendment
Glebe House
Glynrich
Gorden, F. M., House
Gordon, G., Building (9 & 11 E. 8th Street)
Grace United Methodist Church
Granite Mansion
Graves Mill Historic District
Green Mansion
Greenbank Historic District and Amendment
Greenlawn
Hale-Byrnes House
Hanson, B. F., House
Harlan & Hollingsworth Building
Hart House
Hasting, George, House
Hazel Glen
Head of Christiana Creek
Hedgelawn
Hell Island Site
Hermitage, The
Hicklen, William, House
Higgins, S., House
Hockessin Friends Meeting
Holden, S., House
Holy Trinity Church
Howard School
Huguenot House
Idalia Manor
Ivyside Farm
Kaumagraph Building

Keil, M., Building (710 & 712 N. Market Street)
Kerr, Andrew, House
Kresge Building
La Grange
Laurel (Frank Lloyd Wright House)
Lesley-Travers Mansion
Levels Historic District
Lewden, John, House
Linden Hill
Lindsay, J., Barn
Lindsey, Samuel, House
Liston House
Liston Range Rear Lighthouse
Lobdell Estate
Logan House
Lombardy Hall
Lore School
Lower Louviers & Chicken Alley
Lower Market Street Historic District and Amendment
Lum's Mill House
Macdonough, Commodore Thomas, House
Mansfield
Maple Grove Farm
Maples, The
Marldale
Marshallton United Methodist Episcopal Church
Mason, J., Farm
Masonic Hall & Grand Temple
McCormack, J., Farm
McCoy House
McDaniel, J., Farm
McIntyre, J., Farm
McLane, Louis, House
McVey-Govatos Building
McWorter House
Memorial Hall
Mendenhall, Captain Thomas, House
Mermaid Tavern
Meteer Store House
Middletown Academy

Middletown Historic District
Mill Creek Friends Meeting
Mist Vale
Mondamon Farm
Montgomery, Thomas, House
Morrow, James, House
Montchanin Historic District
Monterey
Morgan, William, Farm
Mount Airy No. 27 School
Mount Cuba Historic District
Mount Lebanon Church
Naudain, Arnold S., House
New Castle Leather Office
Nelson, John B., House
New Castle and Frenchtown Railroad
New Castle Historic District and Amendment
New Castle Icebreaker Piers
New Century Club of Wilmington
Newark Opera House
Newark Passenger Station
Noxontown
Odessa Historic District and Amendment
Okolona
Old Asbury Methodist Church
Old Brick Store
Old Cann Mansion House
Old College Historic District
Old Courthouse (New Castle)
Old Customs House
Old Drawyers Church
Old First Presbyterian Church
Old First Presbyterian Church
Old Ford Dairy
Old Fort Church
Old Newark Comprehensive School
Old Post Office
Old Saint Paul's Methodist Episcopal Church
Old Saint Anne's Church
Old Town Hall (Wilmington)

Old Town Hall Commercial Historic District
Old Union Methodist Church
Otts Chapel
Penn Manor (Determination of Eligibility)
Pharo House
Phillips-Thompson Building
Phillips, Thomas, Mill Complex
Pierre S. DuPont High School
Pierson, T., Farm
Poplar Hall
Port Penn Historic District
Postles, G. P., House
Public School #111C
Public School #29
Pyle, Howard, Studio
Quaker Hill Historic District and Amendment
Reading, Philip, Tannery
Red Clay Creek Presbyterian Church
Red Mill Farm
Reedy Island Range Light (Determination of Eligibility)
Retirement Barn
Retirement Farm
Reynolds Candy Building
Rhodes Pharmacy
Riverdale
Robelen Piano Company Building
Robinson, Thomas, House
Rockford Park
Rockland Historic District
Rockwood
Rodney Court Apartment Building
Rodney Square Historic District
Rodney Square Historic District (Determination of Eligibility)
Rosedale
Rotheram Mill House
Rumsey Farm
Saint Anthony's Roman Catholic Church
Saint George's Cemetary House
Saint George's Presbyterian Church
Saint Hedwig's Roman Catholic Church

Saint Hedwig's School
Saint James Church
Saint John the Baptist Church
Saint Joseph's Church
Saint Joseph's on the Brandywine Church
Saint Mary Immaculate Conception Church
Saint Mary's Church
Saint Mary's School
Saint Thomas Episcopal Church
Schoonover, F., Studio
Shagrin, C., Building
Shallcross House
Shallcross, Sereck, House
Shipley Run Historic District
Springer Farm
Stanton Arms Hotel Site (Determination of Eligibility)
Starl House
Starr House
State of Pennsylvania
State Theater
Steel, James, House
Stewart, James Jr., House
Stewart, James, House
Stinson, J., Farm
Stonum
Strand Millas & Rock Spring
Sutton House
Swanwyck
Talley, William, House
Terminal Snackbar (Determination of Eligibility)
Townsend, H., Building
Townsend Historic District
Trinity Church
United States Post Office Courthouse
Upper Louviers & Louviers Gates
Vale, Abraham M., House
Vandegrift, J., House
Vandegrift, J., House
Vernacular Frame House
Village of Arden

Walker, J., Farm
Walker, R., Barn
Walker's Mill & Bank
Walnut Lane
Wawaset Park Historic District
Welsh Tract Baptist
Wesley Methodist Episcopal Church
Weston
White Clay Creek Presbyterian Church
Whitehall
Williams House
Williams, J. K., House
Wilmington Amtrak Station
Wilmington Boulevard (Determination of Eligibility with Amendment)
Wilmington Railroad Viaduct (Determination of Eligibility)
Wilmington Savings Fund
Wilmington Trust Bank
Wilmington & Western Railroad
Wilmington Yards & Shops (Determination of Eligibility)
Wilson, Edward R., House
Winterthur Museum & Garden
Wooddale Bridge
Wooddale Historic District
Woodland Farm Site
Woodside
Woodstock
Woodward Houses
Woolworth Building
Wright House
Young, William, House

Kent County

Allee House
Annie R. Shillingsburg
Archaeological Site 7K. D. 035
Archaeological Site 7K. D. 037
Archaeological Site 7K. D. 038
Archaeological Site 7K. D. 042
Archaeological Site 7K. D. 045
Archaeological Site 7K. D. 047

Archaeological Site 7K. D. 048
Archaeological Site 7K. D. 049
Archaeological Site 7K. D. 052
Archaeological Site 7K. F. 086
Arnold, George, House
Aspendale
Attix, Thomas, House
Bailey, Mason, House
Bank House
Bannister Hill & Baynard Hall
Barratt Hall
Barratt's Chapel
Belmont Hall
Betz, J. F., House
Blackiston (Deer Park)
Bonwell House
Bradford-Loockerman House
Brecknock
Bullen, John, House
Burrows (Hopewell)
Byfield Historic District
Byrd's African United Methodist Episcopal Church
Camden Friends Meeting House
Camden Historic District
Carey Farm Site
Cherbourg Round Barn
Cheyney Clow's Rebellion
Christ Church
Clark-Pratt House
Clayton Railroad Station
Coombe Historic District
Cooper House (Wilds House)
Cow Marsh Old School Church
Cox, J. W., Dry Goods Store
Cummins, David J., House
Cummins, Timothy, House
Davis, Thomas, House
Delaware State Museum
Denny, Thomas, House (Mt. Pinder)
Dickinson, John, House

Dill Farm Site
Dover Green Historic District and Amendment
Downs, N. C., House
Duck Creek Village
Eden Hill
Felton Historic District
Felton Railroad Station
Fennimore Store
Frederica Historic District
George Farmhouse
Golden Mine Farm
Gootee, B., House (Linwood)
Governor's House (Woodburn)
Great Geneva
Green Mansion
Griffith's Chapel
Hermitage Farm
Hill, Robert, House (Alley House)
Hoffecker, H. T., House
Hoffecker-Lockwood House
Hudson, Alfred, House
Hughes-Willis Site
Hughes Early Man Site
Island Field Site
Ivy Dale Farm
Little Creek Historic District
Jones, Enoch, House
Katherine M. Lee
Kenton Historic District
Kenton Post Office
Kingston Upon Hull
Lamb, T., House (Brick House)
Lamb, T., House (My Home)
Laws, Alexander, House
Lewis Family Tenant Agricultural Complex
Lewis, Jefferson, House
Lindale, John B., House
Little Creek Methodist Church
Lofland, Peter, House
Logan School

Loockerman Hall
Lowber, Matthew, House
Lowber House Amendment
Lower Saint Jones Neck Historic District
Macomb Farm (Irons)
Maggie S. Myers
McClarey House
McColley, James, House
McDaniel, Delaplane, House
Mifflin-Marim Agricultural Complex
Milford New Century
Mill House
Millman Prehistoric Site
Moore House
Mordington, Douglas H., House
Octagonal Schoolhouse
Old Fire House
Old State House
Old Stone Tavern
Poinsett House
Port Mahon Lighthouse
North Milford Historic District
Rawley, Mrs., House
Raymond Neck Historic District
Reed, Jehu, House
Reed, Mrs., House
Ruth Mansion House
Short's Landing Hotel Complex
Sipple House
Smyrna Historic District
Snowland
Somerville
Stevens, William, House
Stubbs, Elizabeth, House
Sutton, Thomas, House
Tharp House
Thorne, Parson, Mansion
Truitt, Governor George, House
Tyn Head Court
Victorian Dover Historic District

Vogl House
Voshell, John M., House
Walnut Farm
Watson, Governor William, Mansion
Wheel of Fortune
Wilds, David, House
Wilkerson, J. H., & Son
Williams, James, House
Woodlawn
Woodley, Jonathan, House
Wright-Carey House
Wyoming Historic District
Wyoming Railroad Station

Sussex County

200-202A High Street
218 High Street
Abbott's Mill and Amendment
Avery's Rest Site
Bethel Historic District
Blackwater Presbyterian Church
Blizzard's Store
Brick Hotel
Bridgeville Fire House
Building at High & Cannon Streets
Burton Hardware Store
Calhoun House
Cannon's Ferry (Woodland Ferry)
Cape Henelopen Archaeological District
Carey's Camp Meeting Ground
Carlisle House
Chandler, Captain Ebenezer, House
Chipman, Dr., House
Chipman's Mill
Coleman House
Cool Spring Presbyterian Church
Cullen, Judge C. M., House
Dagworthy, General J., Mansion
Davis, Robert, Farmhouse
Dawson, Dr., House

De Vries Palisade
Deep Creek Furnace
Delaware Breakwater & Harbor
Dodd Homestead
Draper House
Draper-Adkins House
Egglinton Hall
Eratt House
Faucett, Peter S., House
Fenwick Island Light
First National Bank of Seaford
Fisher, Joshua, House
Fisher Homestead
Fisher's Paradise
Georgetown Academy
Georgetown Coal Gas Plant
Georgetown Waterworks
Green, Dr. Stephen, House
Grier House
Gyles, Stella P., House
Hall, Colonel David, House
Harmon, Isaac, Farm
Harmon School
Harmony Church
Hazzard House
Hearn & Rawlins Mill
Hell's Neck
Highball Signal
Hitchens, Ames, Farm
Hopkins House
Indian Mission Church
Indian Mission School
Indian River Archaeological District
Indian River Life Saving Station
Johnson School
Jones, George, House
Judges' House & Office
Lawrence
Lewes Historic District
Lewes Presbyterian Church

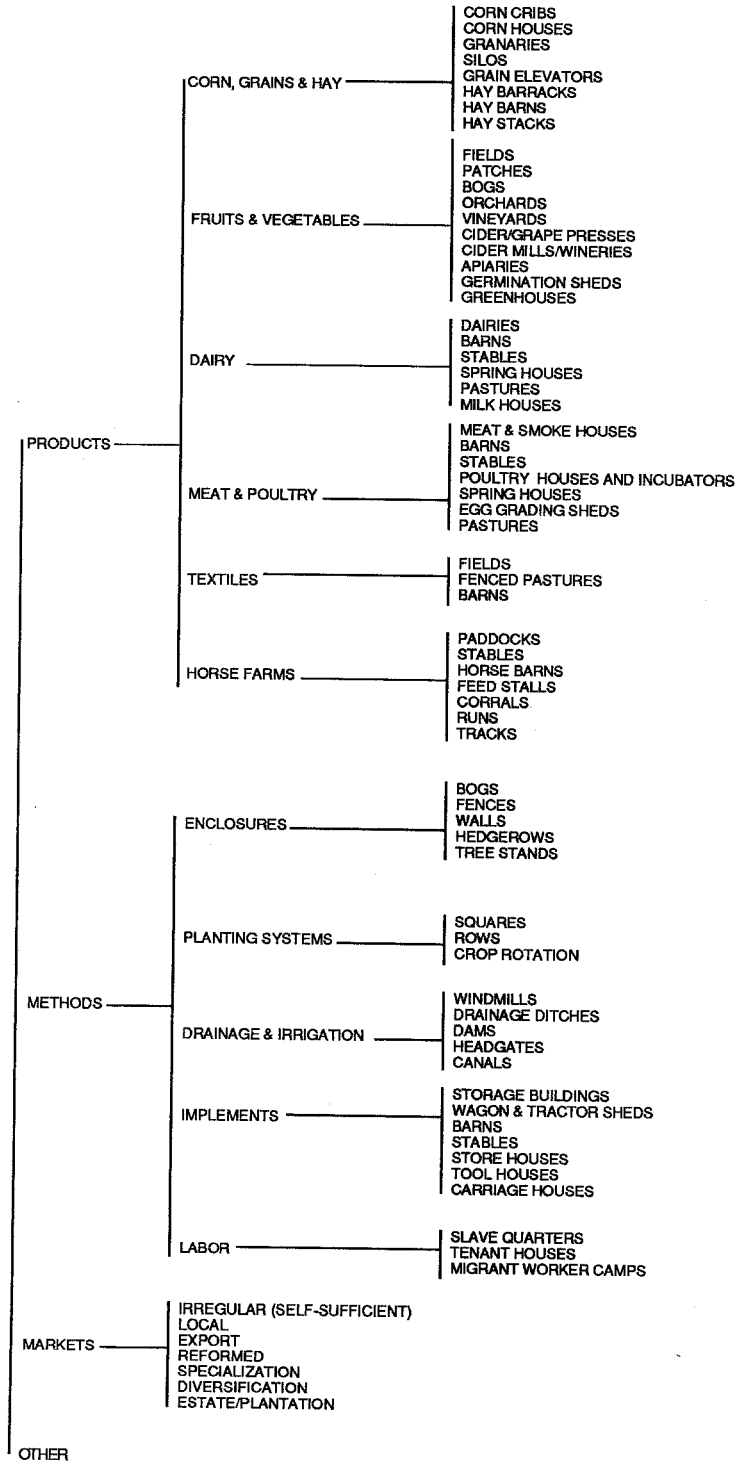
Locust Grove
Marsh, Peter, House
Maston House
Mauil, Thomas, House and Amendment
Melson House
Messick, Dr. J. W., Office
Middle Space
Milford Railroad Station
Milford Shipyard Historic District
Milton Historic District and Amendment
Mispillion Lighthouse
Mispillion Site
Norwood House
Old Academy
Old Christ Church
Old Post Office
Old Sussex County Courthouse
Pagan Creek Dike
Pepper, C. D., Farm
Perry-Shockley House
Pine Grove Furnace
Ponder, Governor James H., House
Poplar Level
Poplar Thicket Site
Portsville Lighthouse
Prince George Chapel
Redden Forest Complex
Rehoboth Avenue Bridge (Determination of Eligibility)
Ricards House (Linden)
Richards Historic District
Richards Mansion
Robinson House
Robinson, Jesse, House
Ross, Governor William H., House
Russell, William, House
Saint Luke's Protestant Episcopal Church
Saint Paul's Episcopal Church
Saint George's Chapel
Scott's Store
Seaford Station Complex

Short Homestead
Short, Honorable I. D., House
Slaughter Creek Complex
Sorden-Rollins House
South Milford Historic District
Spring Banke
Spring Garden
Stockley, Governor C. C., House
Sudler House
Sussex County Courthouse
Sussex National Bank of Seaford
Thompson's Island
Thompson's Loss & Gain
Townsend Site
Trinity Methodist Episcopal Church
Wagamon House
Warren's Mill
Warrington Site
West House & Store
White, Benjamin, House
White House Farm
Wilgus Site
Willen, G. W., House & Store
Wolfe's Neck Site
Wright, Gardiner, Mansion
Wright, Warren, Farm

Appendix C:

CATALOG OF PROPERTY TYPES

1. AGRICULTURE



2. FORESTRY

FORESTS
SAWMILLS
CHARCOAL FURNACES
DAMS
LOGGING CARWAYS
LUMBERYARDS
TURNING MILLS
OTHER

3. TRAPPING AND HUNTING

SHEDS
HUNTING BLINDS
OTHER

4. MINING AND QUARRYING

MINES	IRON
	ZINC
	ARGILLITE
	COPPER
	COKE
	GEM
	TALC
	GRAPHITE
	OTHER
	OTHER
QUARRIES	CEMENT ROCK
	TRAP ROCK
	LIMESTONE
	WHITE MARBLE
	SANDSTONE
	GRANITE-GNEISS
	BLACK AND BROWNSTONE
	SHALE
	VERDE-ANTIQUE MARBLE
	SLATE
	SOAPSTONE
	TALCOSE
	GYP SUM
OTHER	
BORROW PITS	CLAY
	SAND
	GRAVEL
	SAND-LIME
	LIME
	GREENSAND MARL
	PEAT BOGS
	GROUND FELDSPAR
	OTHER
	OTHER

5. FISHING AND OYSTERING

EQUIPMENT	HOMES USED FOR NETMAKING
	NET-DRYING RACKS
	BOATS
	SHIPS
	DOCKS
	WHARVES
	PIERS
	OTHER
PROCESSING	SHEDS
	SHUCKING HOUSES
	HATCHERIES
	SHELLFISH CULTIVATION SHEDS
	ICE PLANTS
	ICE HOUSES
	REFRIGERATION UNITS
	CANNERIES
OTHER	

6. MANUFACTURING

FOOD PROCESSING	GRIST MILLS	
	FANNING MILLS	
	CANNERIES (VEGETABLE, FRUIT, SEAFOOD)	
	STOCKYARDS	
	FOOD PROCESSING PLANTS (VEGETABLE, FRUIT, SEAFOOD)	
	ICE HOUSES	
	BREWERIES AND SOFT DRINK PROCESSING PLANTS	
TOBACCO PROCESSING	CIGAR ROLLING PLANTS	
TEXTILE, APPAREL, AND LEATHER PRODUCTION	HOME MANUFACTURE - LOOMS	
	COTTON MILLS	
	FULLING MILLS	
	WOOLEN MILLS	
	INDIGO/WOOL MILLS	
	TANNERIES	
WOOD PROCESSING	HOME MANUFACTURE - BASKET MAKING, FURNITURE	
	COOPERAGES	
	CARPENTRY SHOPS	
PAPER PRODUCTION, PRINTING, AND PUBLISHING	BARK MILLS	
	PAPER MILLS	
	PAPER PLANTS	
	PRINTING PRESSES	
	NEWSPAPER/ BOOK PUBLISHING HOUSES	
CHEMICAL PRODUCTION AND PETROLEUM PROCESSING	CEMENT PLANTS	
	PAINT MANUFACTURING PLANTS	
	PLASTER MILLS	
	LINSEED MILLS	
	SOAP FACTORIES	
	FUEL BRIQUET FACTORIES	
	OIL REFINERIES	
	CHEMICAL PROCESSING PLANTS	
	FILM PROCESSING PLANTS	
	PLASTIC PRODUCTS MANUFACTORIES	
GLASS, STONE, AND CLAY PRODUCTION	GLASSWORKS	
	POTTERY, TILE, AND BRICKWORKS	
MACHINERY PRODUCTION AND METAL PROCESSING AND MANUFACTURE	HOME MANUFACTURES	BUTTON MAKING
	IRON FORGES	TRAPPING TOOLS
	SMITHS AND METAL WORKING SHOPS	AGRICULTURE ELEMENTS
	IRON MILLS	TILT HAMMER
	STEEL MILLS	SQUEEZER HAMMER
	NAIL MILLS	STAMPING
	WOOD SCREW MILLS	ROLLING
	IRON ROPE/CABLE FACTORIES	SLITTING
	IRON RAIL MANUFACTORIES	
	TOOL AND DIE FACTORIES	
	MACHINE MANUFACTORIES	AGRICULTURAL IMPLEMENTS
	BUTTON MILLS	
	HOME APPLIANCE MANUFACTORIES	
TRANSPORTATION EQUIPMENT PRODUCTION	WAGON AND CARRIAGE MANUFACTORIES	WAGONWRIGHT SHOPS
		WHEELWRIGHT SHOPS
	RAILROAD MANUFACTORIES	ROLLING STOCK FACTORIES
		COMPONENT MANUFACTORIES
	RUBBER COMPONENT PLANTS	
	BICYCLE ASSEMBLY PLANTS	
	AUTOMOBILE ASSEMBLY PLANTS	BOAT HOUSES
	SHIPYARDS	DRY DOCKS
		SAIL LOFTS
		ROPE WALKS
OTHER	SCIENTIFIC INSTRUMENT ASSEMBLY FACILITIES	RESEARCH FACILITIES AND LABORATORIES
		CLOCK AND WATCH MANUFACTORIES

7. RETAILING AND WHOLESALING

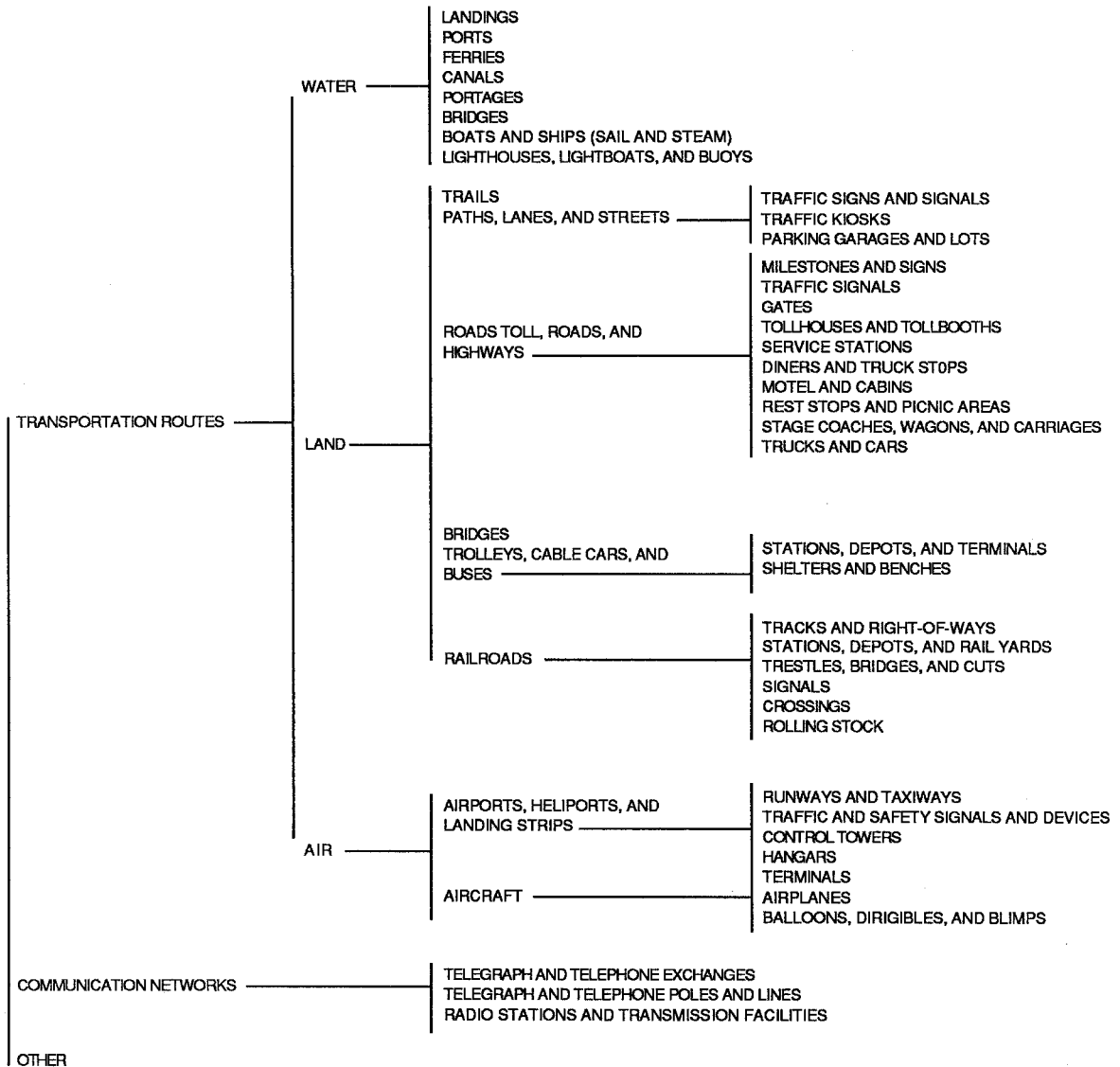
STORES	
SHOPPING ARCADES	
FARMER'S MARKETS	
CHANDLERIES	
SHIPPING DEPOTS	
WAREHOUSES	
OFFICES AND OFFICE BUILDINGS	
TRADING SITES	
REPAIR SHOPS	
RESTAURANTS	
LAUNDRIES	
BARBER SHOPS AND BEAUTY SALONS	
ENTERTAINMENT AND RESORTS	SPAS
	SPRING HOUSES
	BEACH HOUSES
	BATH HOUSES
	HOTELS
	ARCADES, AMUSEMENT PARKS, AND PIERS
	CONVENTION CENTERS
	CABINS AND MOTELS
	HORSE RACETRACKS
	AUTO RACETRACKS
	POOL HALLS
	HOUSES OF ILL REPUTE
	TAVERNS, INNS, AND ORDINARIES
	MOVIE THEATERS
OTHER	

8. FINANCE

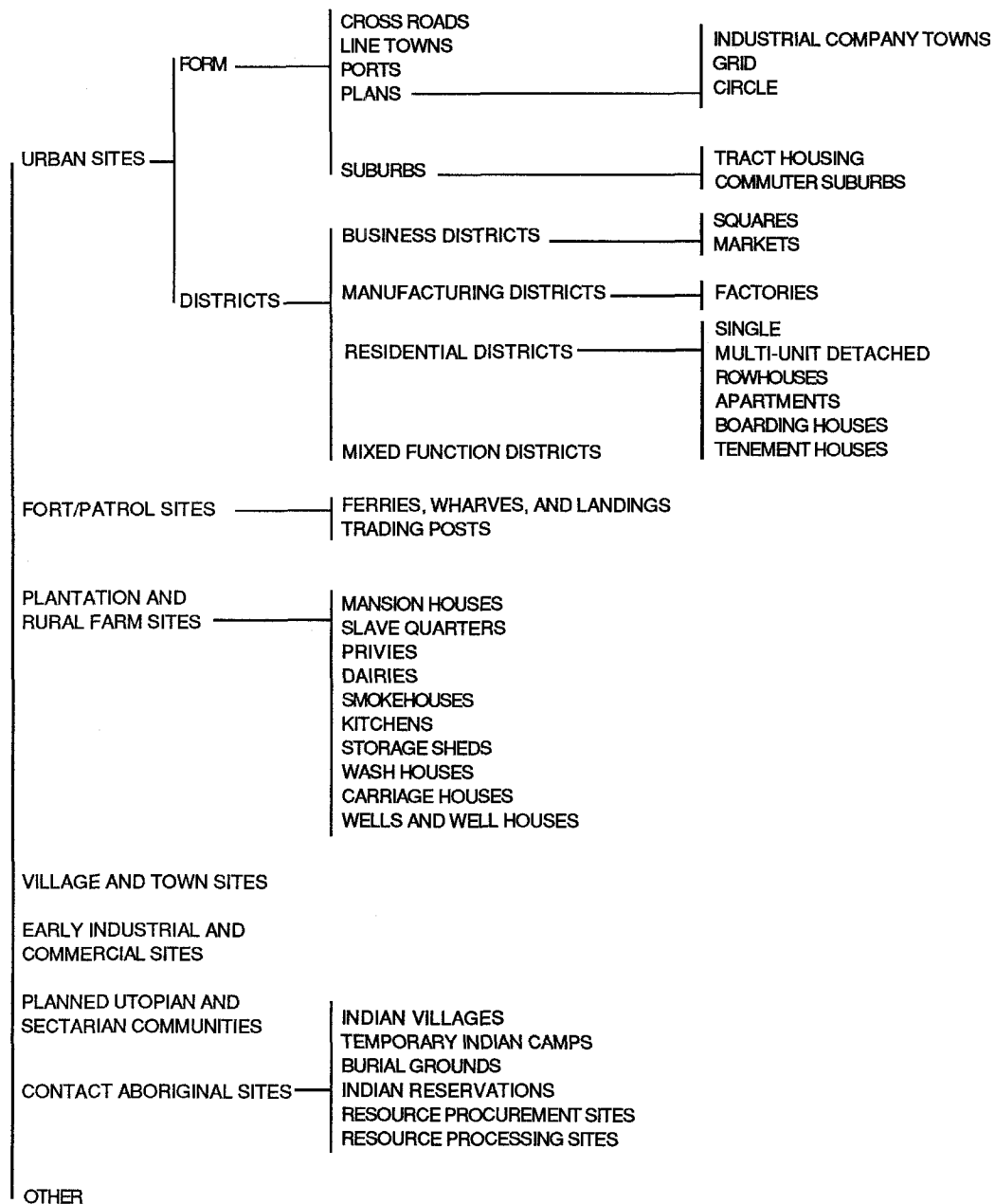
BANKS
SAVINGS AND LOAN OFFICES
STOCK EXCHANGE BUILDINGS
BROKERS' OFFICES
PAWN SHOPS
BOOKMAKERS OFFICES
OFF-TRACK BETTING OFFICES
OTHER

9. PROFESSIONAL SERVICES

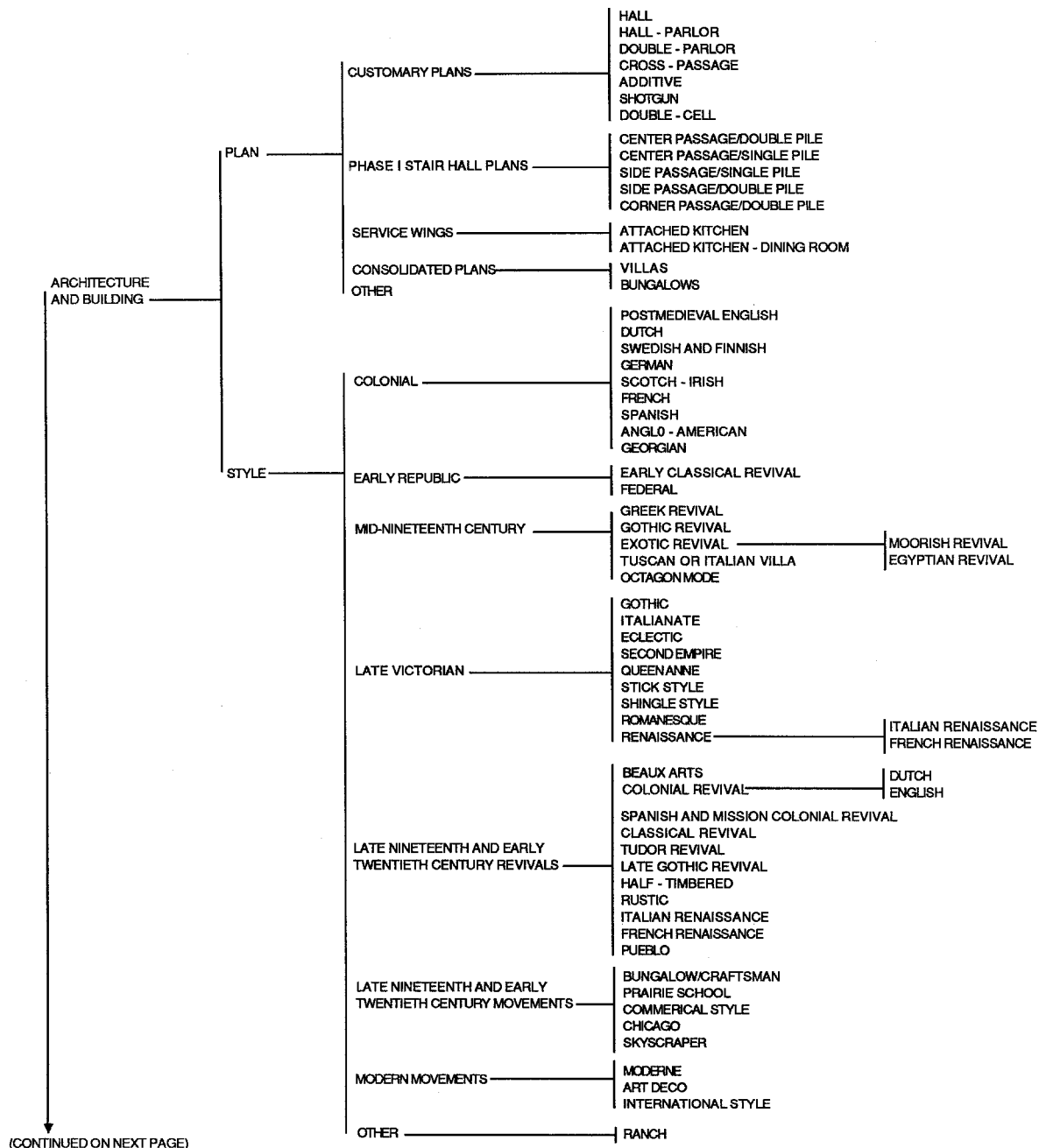
DOCTORS' OFFICES AND CLINICS
DENTISTS' OFFICES
LAWYERS' OFFICES
ARCHITECTS' STUDIOS
INSURANCE AGENTS' OFFICES
ENGINEERS' OFFICES
UNDERTAKERS' OFFICES
FUNERAL PARLORS
OTHER

10. TRANSPORTATION AND COMMUNICATION

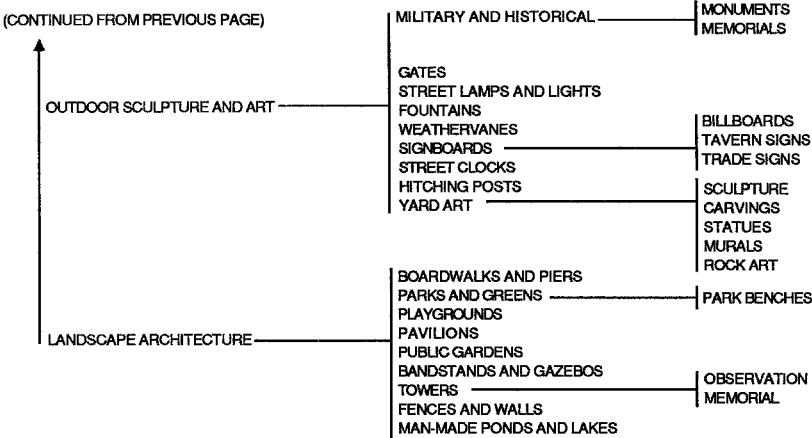
11. SETTLEMENT PATTERNS AND DEMOGRAPHIC CHANGE

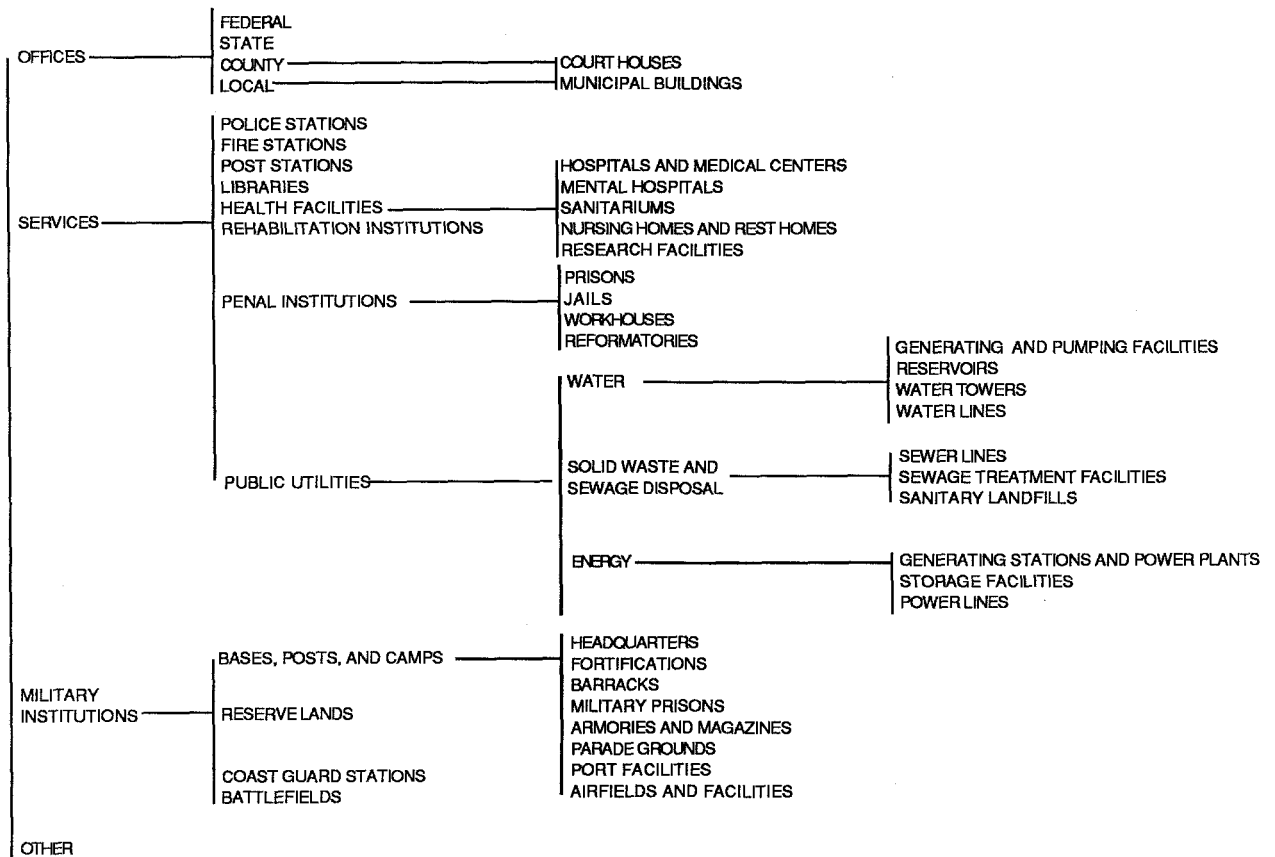


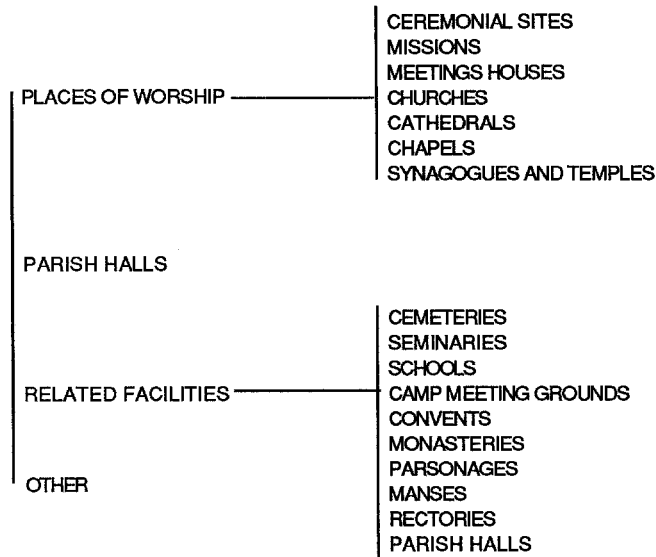
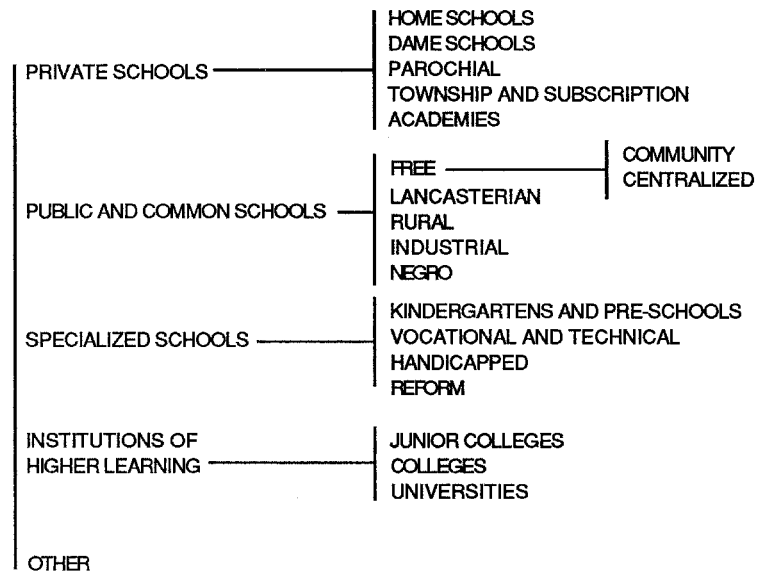
12. ARCHITECTURE, ENGINEERING, AND DECORATIVE ARTS



12. ARCHITECTURE, ENGINEERING, AND DECORATIVE ARTS



13. GOVERNMENT

14. RELIGION**15. EDUCATION**

16. COMMUNITY ORGANIZATIONS

	FAIRGROUNDS
	THEATRES
	AUDITORIUMS
	MUSIC HALLS
	OPERA HOUSES
	SYMPHONY HALLS
	MUSEUMS
	HISTORICAL SOCIETY LIBRARIES
	BOTANICAL GARDENS
	CONSERVATORIES
RECREATIONAL AND CULTURAL	ARBORETUMS
	ZOOLOGICAL GARDENS
	AQUARIUMS
	PLANETARIUMS
	ATHLETIC FIELDS
	STADIUMS
	GYMNASIUMS
	ARENAS
	TENNIS COURTS
	GOLF COURSES
	LAWN BOWLING GREENS
	SHUFFLEBOARD COURTS
	MUNICIPAL SWIMMING POOLS
	ORPHANAGES
VOLUNTEER AND	RESCUE MISSIONS
CHARITABLE	SOUP KITCHENS
	DISASTER RELIEF HEADQUARTERS
	SOCIAL CLUB BUILDINGS
PRIVATE	LITERARY CLUB BUILDINGS
	GARDEN CLUB BUILDINGS
	SPORTS CLUB BUILDINGS
	LODGE HALLS
OTHER	

17. OCCUPATIONAL ORGANIZATIONS

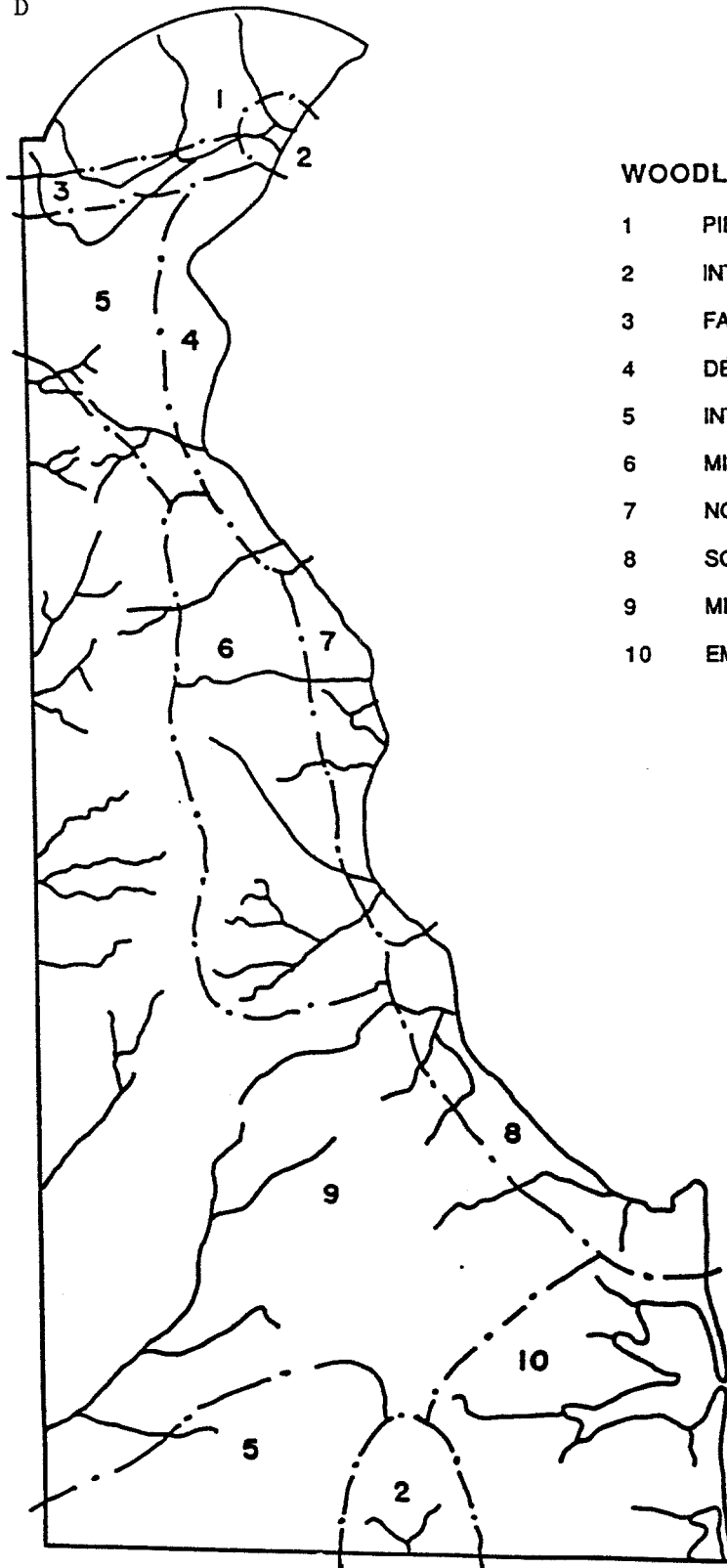
GRANGES
UNION HALLS
CHAMBER OF COMMERCE BUILDINGS
PROFESSIONAL ASSOCIATIONS
OFFICES AND MEETING HALLS
OTHER

18. MAJOR FAMILIES, INDIVIDUALS, AND EVENTS

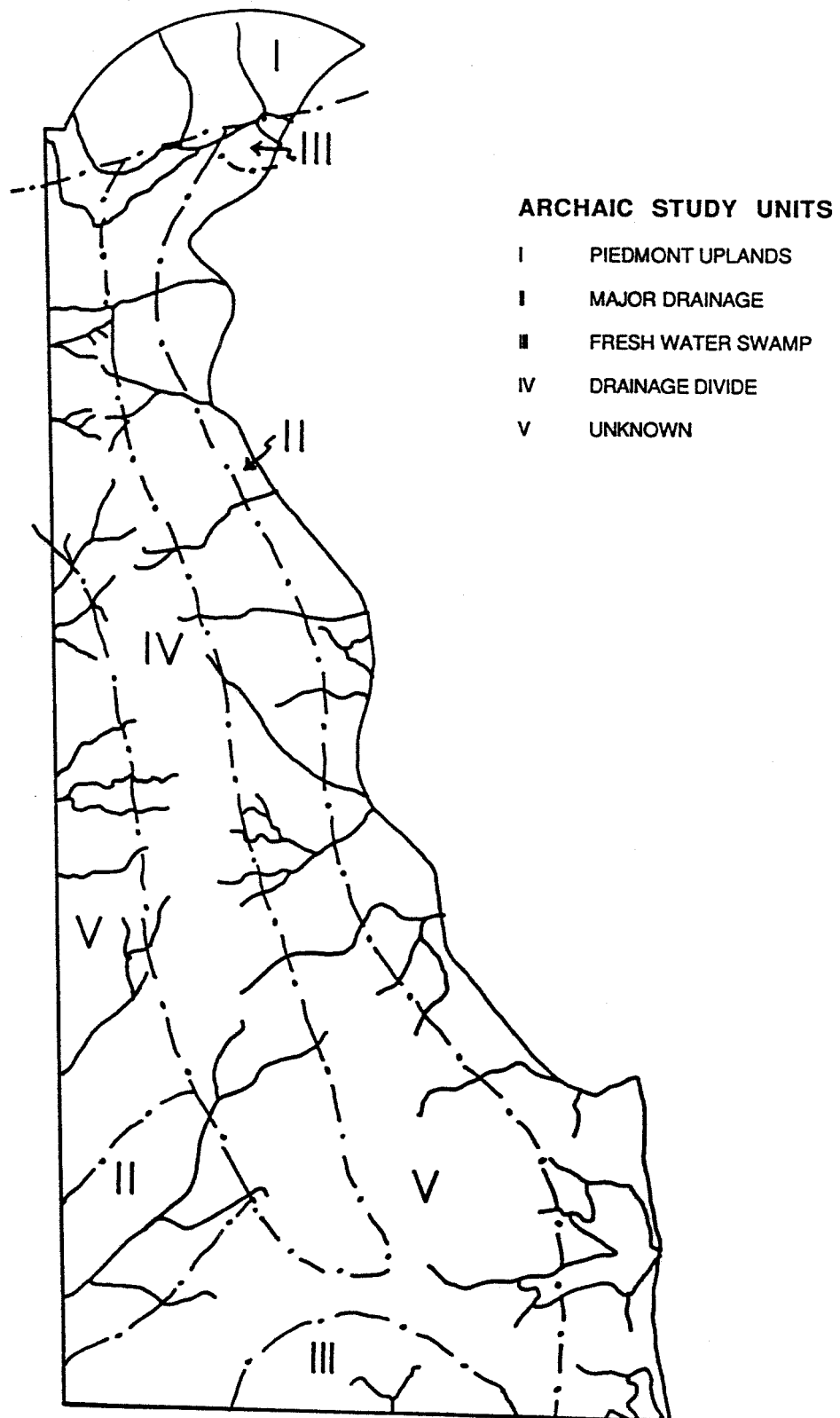
Appendix D:

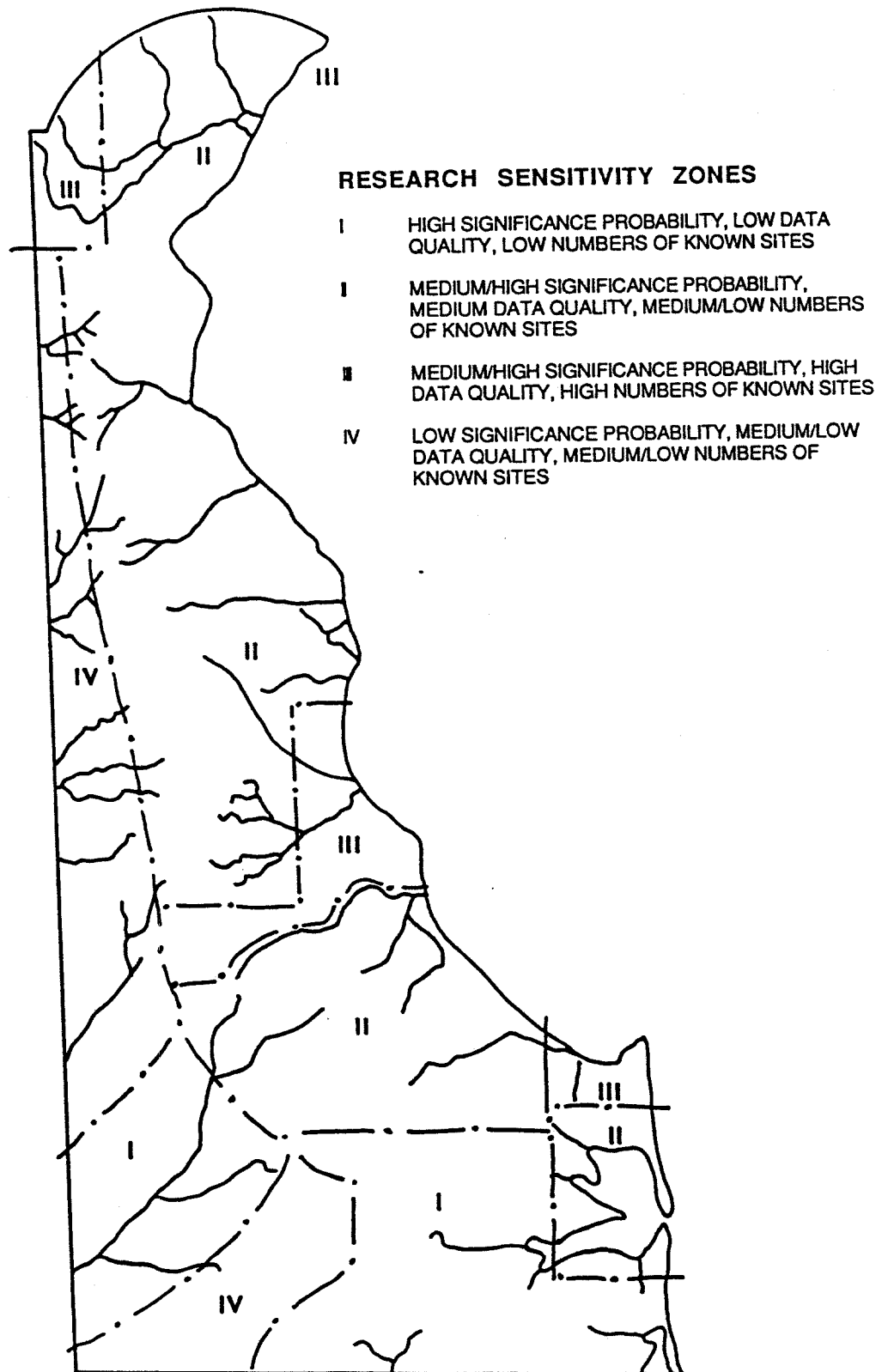
GRAPHICS FROM THE DELAWARE PREHISTORIC PRESERVATION PLAN

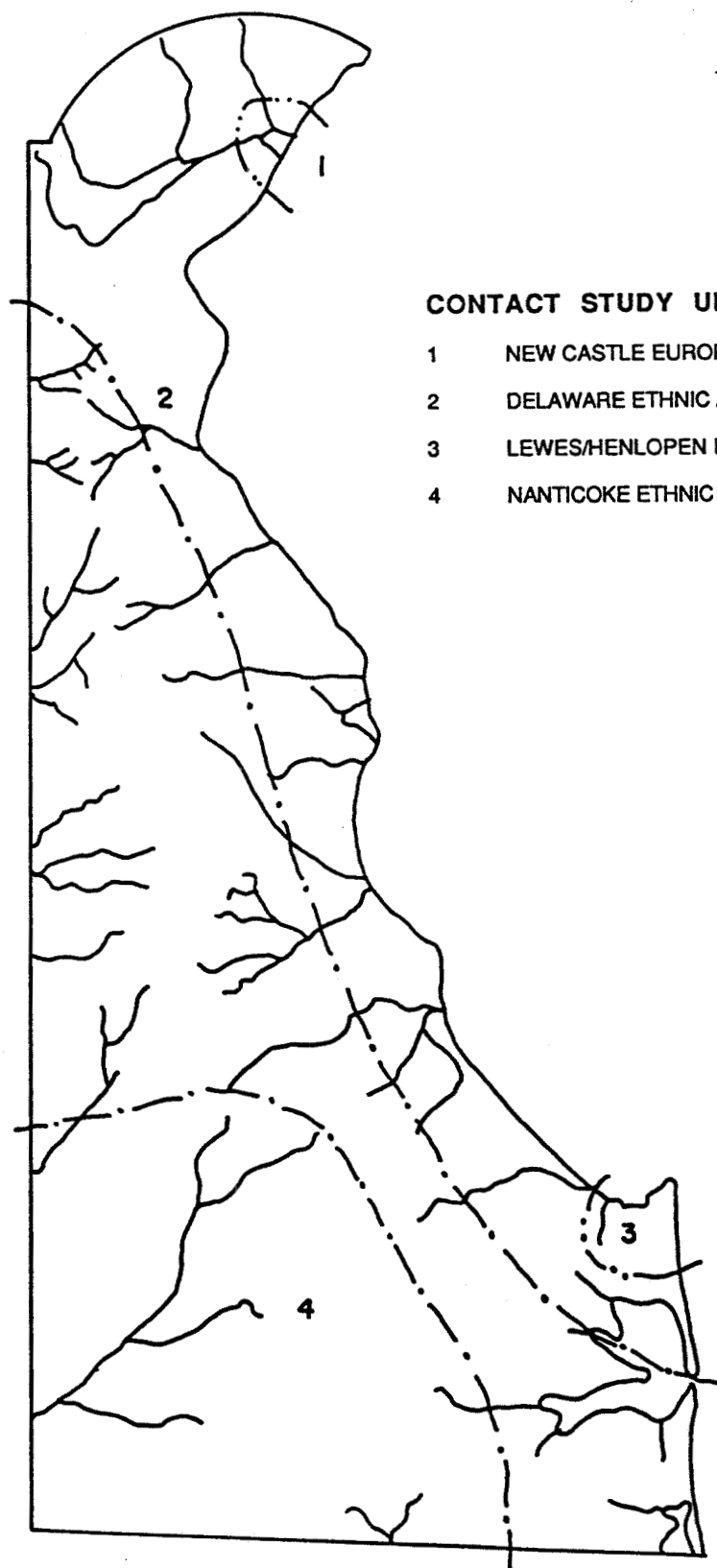
This appendix contains selected maps from the Delaware Prehistoric Preservation Plan that were useful in the process of determining the appropriate geographic zone boundaries for the *Delaware Comprehensive Historic Preservation Plan*. Copies of the complete prehistoric preservation plan are available from the Bureau of Archaeology and Historic Preservation in Dover, Delaware.

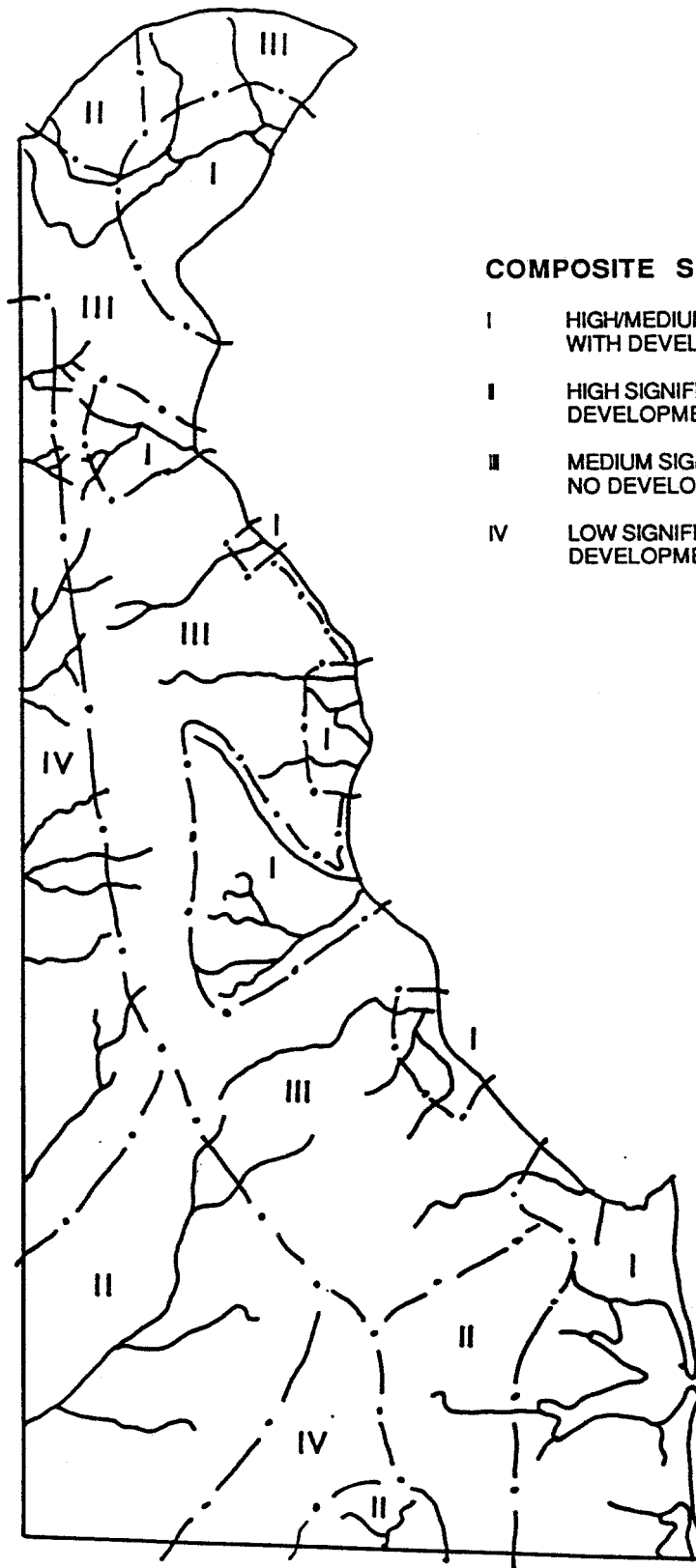
**WOODLAND II STUDY UNITS**

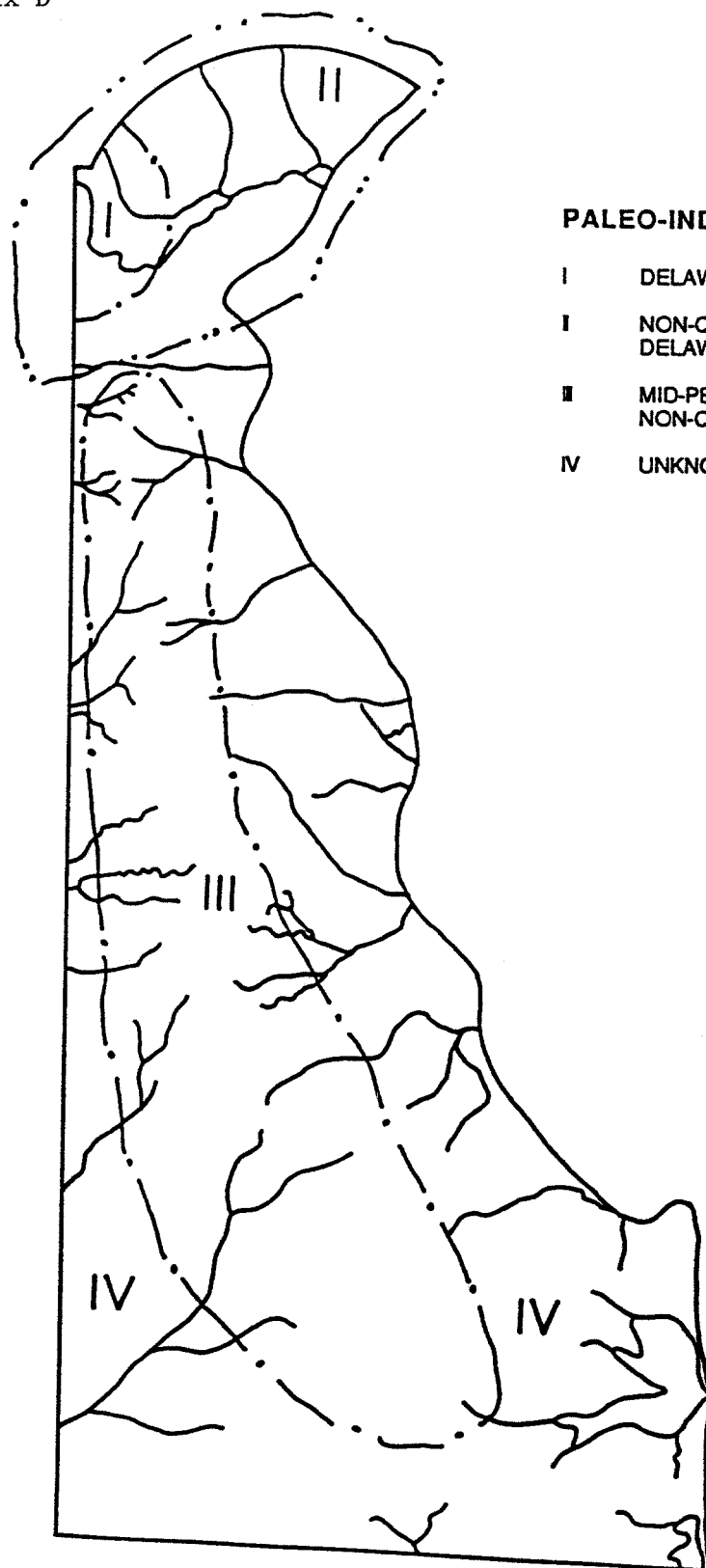
- | | |
|----|---------------------------------|
| 1 | PIEDMONT UPLANDS |
| 2 | INTERIOR SWAMP/MARSH |
| 3 | FALL LINE |
| 4 | DELAWARE SHORE |
| 5 | INTERIOR |
| 6 | MID-DRAINAGE |
| 7 | NORTH BAY SHORE |
| 8 | SOUTH BAY SHORE - CAPE HENLOPEN |
| 9 | MID-PENINSULAR DRAINAGE DIVIDE |
| 10 | EMBAYED DRAINAGES |



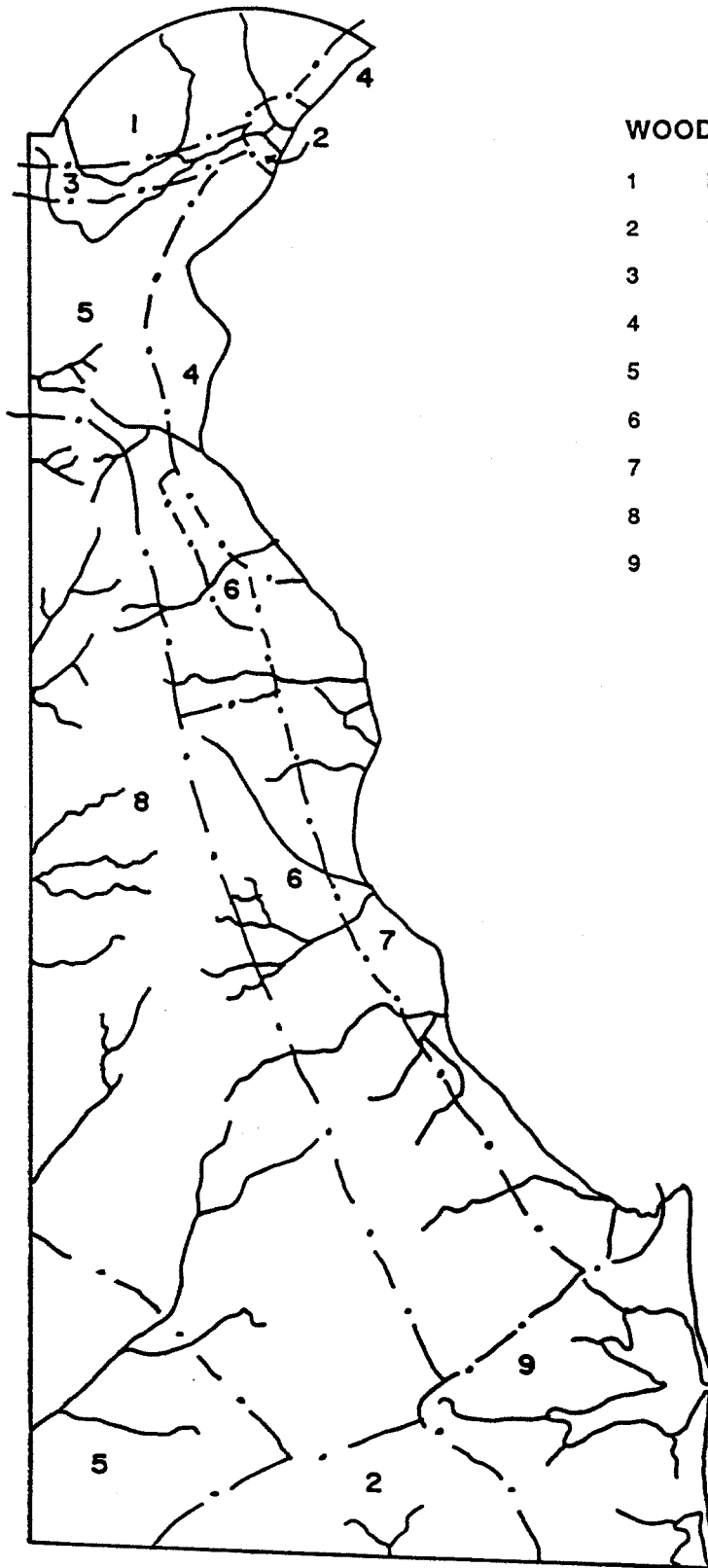






**PALEO-INDIAN STUDY UNITS**

- I DELAWARE CHALCEDONY QUARRY COMPLEX
- II NON-QUARRY SITES RELATED TO DELAWARE
DELAWARE CHALCEDONY COMPLEX
- III MID-PENINSULAR DRAINAGE DIVIDE
NON-QUARRY COMPLEX
- IV UNKNOWN

**WOODLAND I STUDY UNITS**

- 1 PIEDMONT UPLANDS
- 2 INTERIOR SWAMPS
- 3 FALL LINE
- 4 DELAWARE RIVER SHORE
- 5 INTERIOR
- 6 MID-DRAINAGE ZONE
- 7 BAY SHORE
- 8 INTERIOR DRAINAGE DIVIDE
- 9 EMBAYED DRAINAGES

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