

## 1.0 INTRODUCTION

### 1.1 PURPOSE AND GOALS OF THE INVESTIGATION

This document presents the results of an evaluation-level survey of architectural properties potentially affected by specific road alignment alternatives that have been retained for detailed study in the U.S. 113 North/South Study situated in Sussex County, Delaware. The Federal Highway Administration (FHWA) and the Delaware Department of Transportation (the Department) have committed to undertaking in-depth study and analysis associated with the planned upgrading of U.S. 113 from Milford south to the Maryland state line. Rummel, Klepper & Kahl (RK&K) has been retained by prime consultant Whitman Requardt & Associates (WR&A) to assist in the preparation of all necessary environmental documents for the project. JMA (John Milner Associates, Inc.) was retained by RK&K to prepare the necessary cultural resources documentation as part of the environmental documentation process. The current cultural resources work was conducted as part of efforts to comply with Section 106 of the National Historic Preservation Act and the National Environmental Policy Act (NEPA). The results of the study will be incorporated into appropriate environmental documents for each study area.

U.S. 113 is a four-lane divided arterial highway with numerous at-grade crossings that extends from Dover, Delaware, to Pocomoke City, Maryland. Within the study area, U.S. 113 connects seven municipalities (from north to south): Milford, Ellendale, Georgetown, Millsboro, Dagsboro, Frankford, and Selbyville (Figure 1). The purpose of the U.S. 113 North/South Study is to identify, select, and protect an alignment for a limited access U.S. 113 highway. The intent is not to construct the road at this time, but rather, having chosen the alignment, to be able to protect that alignment until such time as both need and available funds dictate the timing of actual construction.

Current project plans call for a north-south limited-access highway with service roads and east-west connectors. The project has progressed from a feasibility study in 2001 (Whitman, Requardt and Associates 2001) through a review of numerous preliminary alternatives in 2005 to the current intensive study of selected alignments that include off- and on-alignment alternatives as well as a “no-build” option.

For purposes of NEPA compliance, the U.S. 113 North/South project has been broken down into four broad study areas: Milford, Ellendale, Georgetown, and Millsboro-South. The Milford study area extends from Milford Neck Road in Kent County to Hudson Pond in Sussex County, north of Ellendale. It includes the communities of Milford and Lincoln. The Ellendale study area extends from Hudson Pond, past Ellendale and through the Redden State Forest to Deer Forest Road. The Georgetown study area, which includes the community of Georgetown, extends from Deer Forest Road north of Georgetown to south of Governor Stockley Road. The Millsboro-South study area extends from south of Governor Stockley Road to the Maryland border. It includes the communities of Millsboro, Dagsboro, Frankford, and Selbyville. An Environmental Impact Statement (EIS) will be prepared for Millsboro-South, and separate Environmental Assessments (EAs) will be prepared for Georgetown and Ellendale. The environmental document for Milford was put on hold when community consensus could not be reached; no work is currently underway in the Milford area.

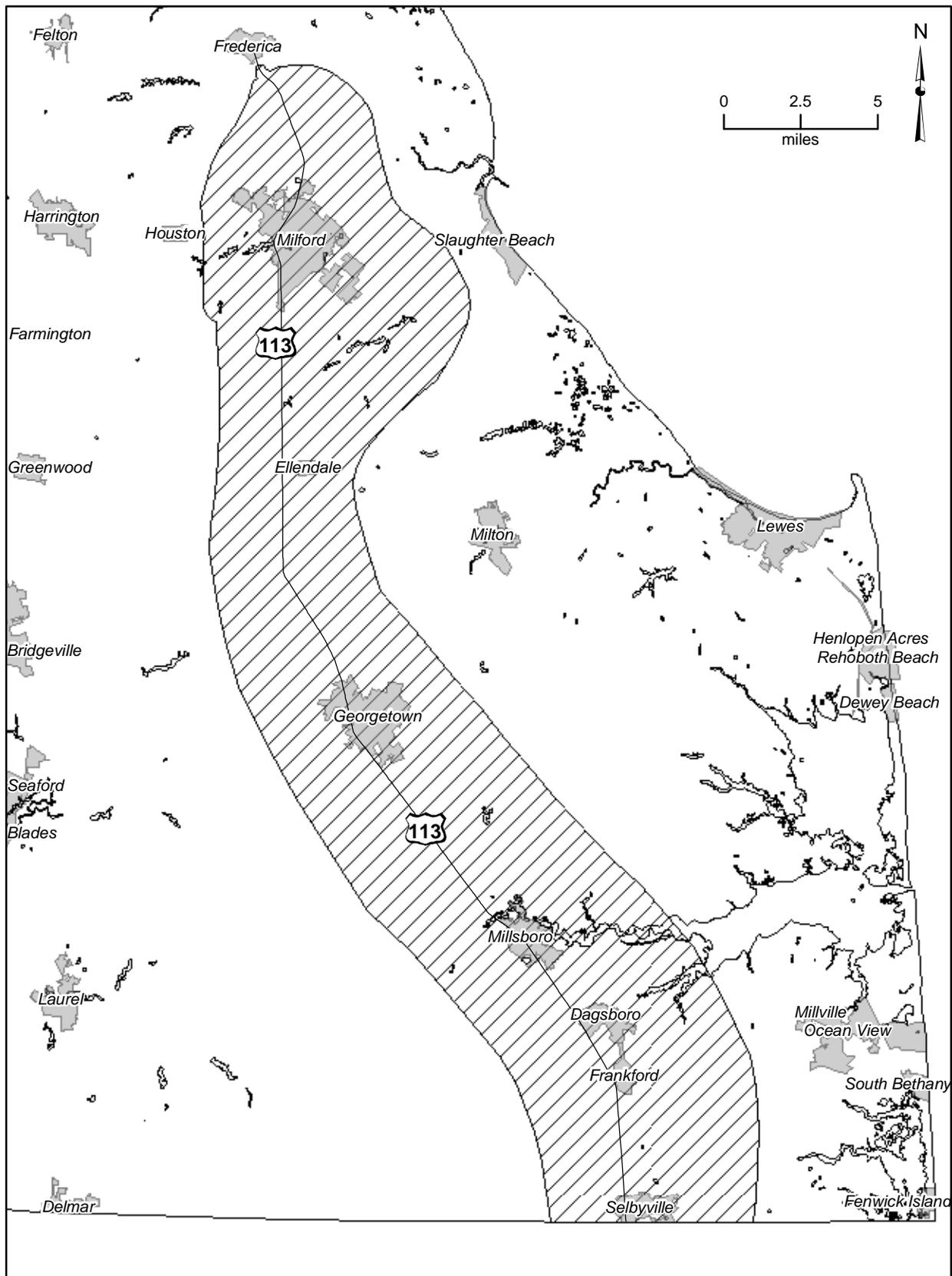


Figure 1. U.S. 113 North/South Study study area.

### 1.1.1 Previous Cultural Resources Studies

Numerous cultural resources studies—archeological and architectural—have been done in the project vicinity, many of which are clustered in the area around Georgetown (Figure 2). A total of six studies that included inventories and/or evaluations of architectural resources have been undertaken since 1991. Catts et al. (1991) conducted a reconnaissance-level study for the proposed Sussex East-West Corridor Project, an approximately 5.5-mile wide swath from Lewes to the western state line, through the town of Georgetown. The project team produced lists and maps of previously recorded standing structures and known, but uninventoried, structures. A baseline study of architectural resources within the Sussex East-West Corridor Project was presented in Tabachnick and Keller (1992). Although their assessments were deemed preliminary and were never confirmed by the Delaware State Historic Preservation Office (DelSHPO) in a formal evaluation, they investigated a total of 273 potential historic properties. They recommended that 108 of the properties *might* be eligible for listing on the National Register of Historic Places (National Register): 35 individually and the remainder as part of “multiple property submissions.”

In the same year, LeeDecker et al. (1992) conducted an architectural survey of the U.S. 113 corridor between Milford and Georgetown. Researchers inventoried and evaluated 60 properties and recommended 6 of them as eligible for listing in the National Register. The southern end of this corridor was again investigated by LeeDecker et al. in 1993. Results of this specific architectural survey were formally submitted to DelSHPO, who confirmed the eligibility results.

The most recent architectural surveys in the project vicinity were for proposed improvements at the Sussex County Airport, east of Georgetown (Hall et al. 2002). Researchers identified two historic-period buildings, both of which had been previously recorded. Neither was recommended as eligible for listing in the National Register. Another survey in the airport vicinity was conducted for a proposed runway extension (Baicy et al. 2005). Eleven architectural resources were evaluated, five of which were newly identified. None of these resources was recommended as eligible for listing on the National Register.

### 1.1.2 U.S. 113 North/South Study

Cultural resources work completed to date by JMA for the U.S. 113 North/South Study includes the creation of a project-wide GIS, inventory-level survey, preliminary eligibility assessments for selected properties, historical context development, and archeological sensitivity mapping. The GIS component of the work comprised the development of a data structure and data-management strategies for Delaware Cultural Resource Survey (CRS) properties as well as the compilation of a dataset of previously mapped CRS properties within the U.S. 113 North/South study area as presented in Catts et al. (2004a, 2004b). The dataset of previously recorded CRS properties consisted of point locations digitized in part from DelSHPO resource maps in the summer of 2003 and from photocopied municipal tax parcel cadastral maps in December 2003. Although the accuracy of the data transfer was subjected to several tests and proved to be high, the accuracy of the source maps had not been confirmed. What is more, the integrity of the standing structures was unknown.

The purpose of the inventory-level survey (Catts et al. 2004a, 2004b) was to confirm the locations of the previously recorded standing structures and to identify properties built prior to 1962 that had not yet been recorded. The survey was limited to the two broad study areas, Milford and Georgetown South (which included the entire project corridor from Georgetown south to Selbyville); the Ellendale area was not included in the inventory-level survey. Preliminary

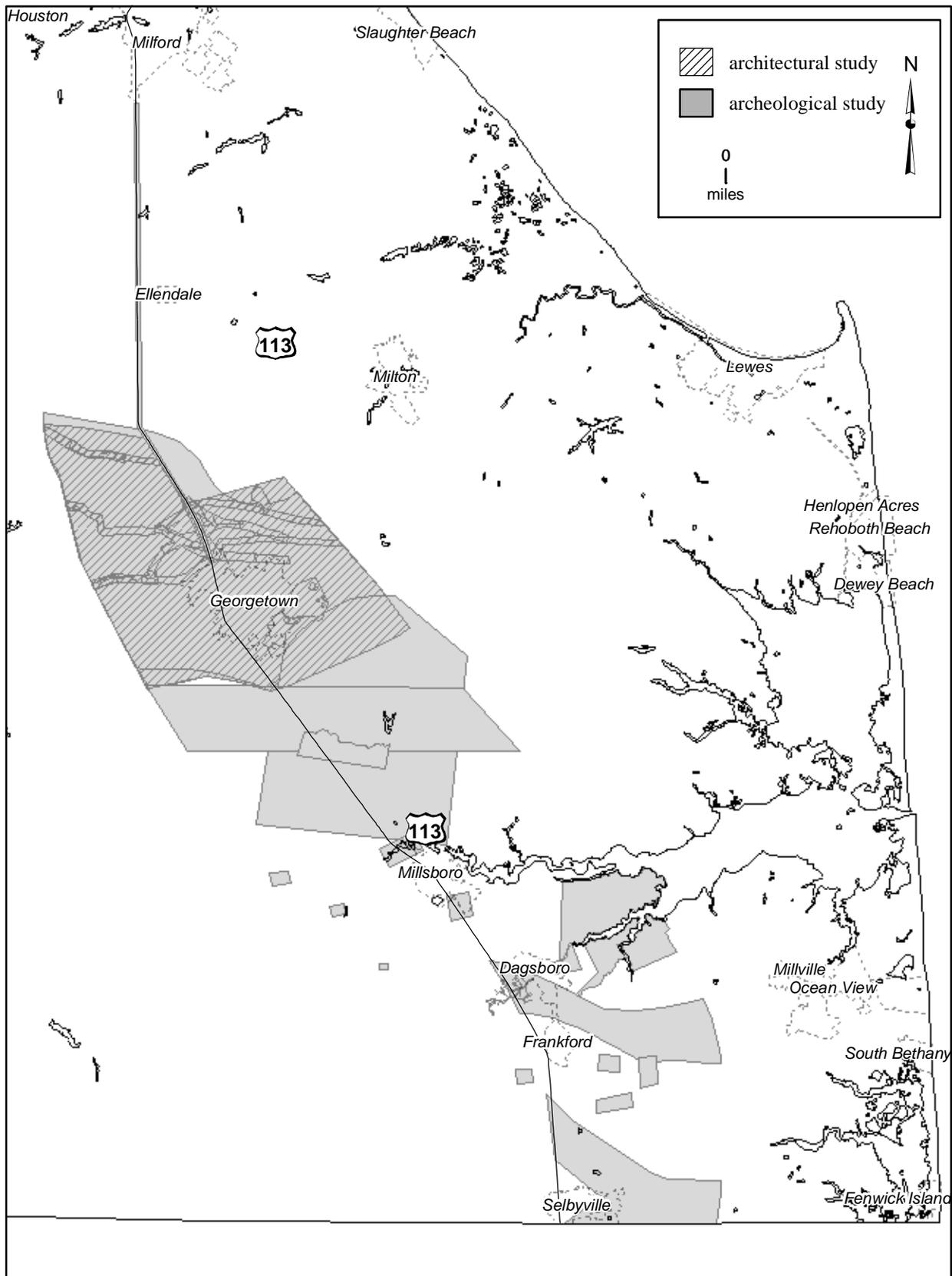


Figure 2. Previous cultural resources studies within project vicinity.

eligibility assessments were developed for three properties within anticipated impact areas (Clark and McVarish 2005; McVarish 2005a, 2005b). Archeological resources were not addressed during this phase of the study.

A historic context for the DuPont Highway (McVarish et al. 2005) was developed. It included a description of architectural property types likely to be encountered along the corridor as well as registration requirements to be used in evaluating the National Register eligibility of the various property types. Archeological resources have been addressed to date only in terms of sensitivity (Chadwick et al. 2005). A sensitivity model for the entire project corridor was developed for prehistoric and early-historic sites based on the correlation of known sites with a series of environmental parameters. The likely locations of later historic-period sites within the Milford, Ellendale, and Georgetown-South study areas were posited using historic-period maps and road papers. All three sensitivity models were developed using the project GIS.

### **1.1.3 Current Study**

The current evaluation-level architectural survey was limited to specific alternatives within the broad study areas, that is, the Alternatives Retained for Detailed Study, or ARDs. ARDs include both on- and off-alignment alternatives. For purposes of the architectural survey, the U.S. 113 North/South study corridor has been divided into four report areas roughly corresponding to the four NEPA study areas:

- Milford (approximately 19,795 acres);
- Ellendale (approximately 4,331 acres);
- Georgetown (approximately 5,210 acres); and
- Millsboro-South (approximately 20,120 acres).

This report addresses only those architectural properties within the Georgetown study area. The present study had several goals, as follows:

- to identify additional historic-period<sup>1</sup> architectural properties within the ARDs that were not previously recorded;
- to fully document and prepare DelSHPO Cultural Resources Survey (CRS) forms for all architectural properties within the ARDs that were newly recorded by JMA;
- to update documentation of the previously recorded architectural properties within the ARDs, including preparation of appropriate CRS forms;
- to field-check current conditions at National Register listed properties to determine if they retain sufficient integrity to remain listed;
- to evaluate all architectural properties within the ARDs for their eligibility to the National Register, including conducting the appropriate level of historical research on properties recommended potentially eligible;
- to identify, describe, and evaluate potential historic districts; and
- to update the project GIS and to review this material with the Department and DelSHPO staff prior to final distribution.

Inventory and evaluation of many architectural resources had recently been done within the U.S. 113 corridor in the Georgetown study area by LeeDecker et al. (1992). These properties were included in JMA's survey because CRS forms had not been submitted to DelSHPO by the

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<sup>1</sup> The "historic period" is defined, for the purposes of this project, as dating to 1962 and before.

original investigators. JMA reviewed the evaluations documented in LeeDecker et al. (1992) and made recommendations regarding concurrence with their findings.

Archeological properties were not included in this study; architectural properties were included in the archeological sensitivity model and will be assessed for archeological potential at a later date, if physical impacts on the property are anticipated. The Criterion D significance evaluations for properties in this study relate only to information potential inherent in the architecture.

## **1.2 METHODS—GEORGETOWN STUDY AREA**

At the time this report was prepared, the ARDs for Georgetown had been narrowed down to a single, refined on-alignment option. During earlier stages of the study, additional off-alignment alternatives were under consideration, and the Georgetown study area was substantially larger. Architectural properties within the larger study area were surveyed, and many of them were evaluated before the alternatives were removed from consideration, but not all of the evaluations have been reviewed by the agencies or concurred upon. An inventory of these properties, their review status, and copies of their evaluations are on file at the Department.

Both direct and indirect impacts were taken into account for this survey, based on the alignment information provided by the Department. Direct impacts were defined as structures on tax parcels that fell within the non-buffered footprint of the alignment option. Indirect impacts, which include visual, noise, and setting, were determined by applying a 450-foot buffer to the outer edges of the alignments (approximately 600 feet from the centerlines). The Georgetown study area for architectural resources, comprising approximately 5,210 acres, was defined as all tax parcels that the buffered alignment intersected (Figure 3).

In total, there were 115 individual architectural properties and 2 historic districts with direct or indirect impacts from the on-alignment option in the Georgetown study area. Table 1 lists all Georgetown study area properties. Direct versus indirect impacts were defined for management and project design purposes only and are not intended to represent a determination of adverse effect. Adverse effects to National Register eligible properties will be formally evaluated in a separate document in accordance with Section 106 guidelines.

JMA conducted the evaluation-level survey and historical research within the Georgetown study area between July 2005 and January 2006, with follow-up survey and research through December 2007. Properties were mapped in the field on a lap-top computer using ArcGIS 8.3 software. Resource locations were plotted on top of 1997 DOQQs projected in the State Plane Coordinate System, NAD 83, Delaware FIPS 700. The spatial accuracy of the properties is high as assessed by the close correlation between the DOQQs and features observed on the ground.

Previously recorded CRS properties were identified based on their location, information available in the CRS attribute database, and resource photographs on file at DelSHPO; original CRS forms were not taken into the field. Points for existing resources were moved within the project GIS whenever it could be determined that they had been placed incorrectly. In cases where no property was observed at the mapped location or anywhere near it, the resource was determined demolished. A form was filled out for each property, even if it had been demolished.

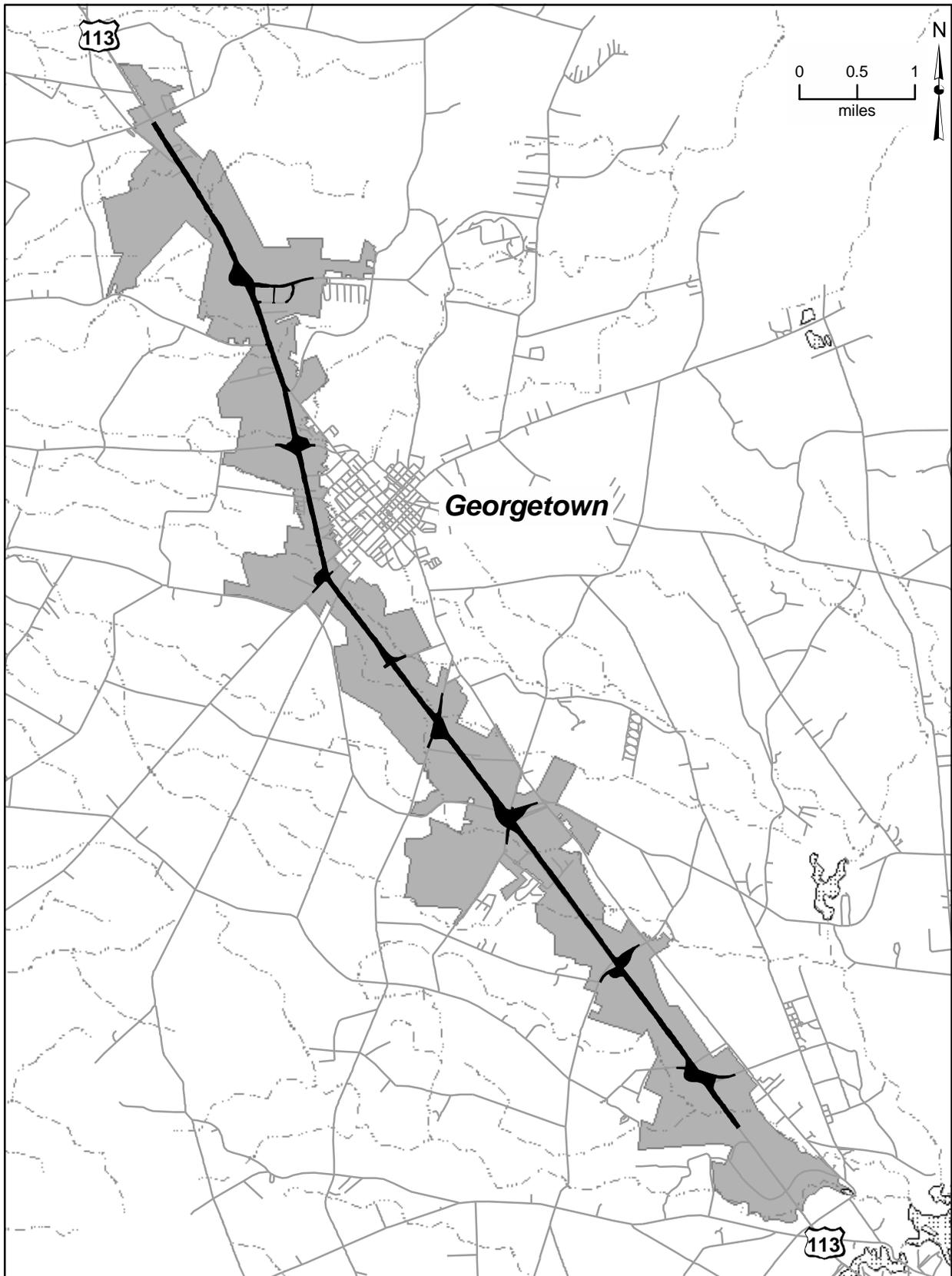


Figure 3. Georgetown study area (gray shading) and modified on-alignment alternative (black shading)

**Table 1. Inventory of Georgetown On-Alignment Study Area Architectural Properties**

CRS Property ID	Historic Name	Notes	Eligibility	Criteria
S-00210	Sussex Correctional Institution		not eligible	–
S-03188		demolished property; also in Ellendale study area	–	–
S-03192	Dwelling		not eligible	–
S-03205	Short Farm	demolished after concurrence had been reached on eligibility	–	–
S-03208	Dwelling		not eligible	–
S-03216	Sharp-Wilson House		eligible	C
S-03217	Carey-Wilson Property		eligible	C
S-03224	Dwelling		not eligible	–
S-03229		demolished property	–	–
S-03232	Dwelling		not eligible	–
S-03233	Dwelling		not eligible	–
S-03234	Thomas Shimp House		not eligible	–
S-03235	Dwelling	also in Ellendale study area	not eligible	–
S-03236	Dwelling		not eligible	–
S-03237	Dwelling		not eligible	–
S-03238	Dwelling		not eligible	–
S-04504	Dwelling	also in Millsboro-South study area	not eligible	–
S-04508	J.W. Pepper Dwelling	demolished after concurrence had been reached on eligibility	–	–
S-04512	Baxter-Holloway Property		not eligible	–
S-04513	Dwelling		not eligible	–
S-04514	Rogers Property		not eligible	–
S-04516	Melson House	also in Millsboro-South study area	not eligible	–
S-04517	Prettyman-Carey Farm	also in Millsboro-South study area	eligible	C
S-04518	Dwelling	demolished after concurrence had been reached on non-eligibility	–	–
S-04520	Agricultural Complex	also in Millsboro-South study area	not eligible	–
S-04521		demolished property; also in Millsboro-South study area	–	–
S-04522	Harvey and Carrie Betts House	demolished after concurrence had been reached on eligibility; also in Millsboro-South study area	–	–
S-04523		demolished property; also in Millsboro-South study area	–	–

**Table 1. Inventory of Georgetown On-Alignment Study Area Architectural Properties**

CRS Property ID	Historic Name	Notes	Eligibility	Criteria
S-04901	Seashore Hwy Historic District		not eligible	–
S-04903	Melvin Joseph Historic District	also in Millsboro-South study area	eligible	B, C
S-08344		demolished property	–	–
S-08430		demolished after concurrence had been reached on eligibility	–	–
S-08431	Dwelling		not eligible	–
S-08432	Dwelling		not eligible	–
S-08433	Dwelling		not eligible	–
S-08434		demolished property	–	–
S-08436		demolished property	–	–
S-08437	Dwelling		not eligible	–
S-08448	Dwelling		not eligible	–
S-08450		demolished property	–	–
S-08451	Dwelling		not eligible	–
S-08452	Dwelling		not eligible	–
S-08453	R.E. Betts Farm		not eligible	–
S-08454		demolished property	–	–
S-08586	Dwelling		not eligible	–
S-08587		On same property as S-08453; evaluated under that number (as S-08453.005)	n/a	–
S-09127	William C. Jason High School		not eligible	–
S-10762	Timmons's Garage		not eligible	–
S-10763	Daisey-Timmons Property	also in Millsboro-South study area	eligible	C
S-10764	Domestic Complex	also in Millsboro-South study area	not eligible	–
S-10765	Dwelling	also in Millsboro-South study area	not eligible	–
S-10766	Dwelling	also in Millsboro-South study area	not eligible	–
S-10767	Dwelling	also in Millsboro-South study area	not eligible	–
S-10768	Melvin Joseph 2nd House and 2nd Garage	also in Millsboro-South study area	not eligible	–
S-10769	Dwelling	also in Millsboro-South study area	not eligible	–
S-10770	Dwelling		not eligible	–
S-10771	Dwelling		not eligible	–
S-10772	Lynch-Melson Property	also in Millsboro-South study area	not eligible	–
S-10773	Melvin L. Joseph Construction Company	also in Millsboro-South study area	not eligible	–

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<b>CRS Property ID</b>	<b>Historic Name</b>	<b>Notes</b>	<b>Eligibility</b>	<b>Criteria</b>
S-10900	Agricultural Complex		not eligible	–
S-10901	Agricultural Buildings		not eligible	–
S-10902	Dwelling		not eligible	–
S-10903	Daisey Dairy Farm	also in Millsboro-South study area	eligible	C
S-10919	Dwelling		not eligible	–
S-10940	Dwelling	also in Millsboro-South study area	not eligible	–
S-10952	Dwelling		not eligible	–
S-10953	Dwelling		not eligible	–
S-10954	Dwelling		not eligible	–
S-10955	Dwelling	also in Millsboro-South study area	not eligible	–
S-10956	Dwelling	also in Millsboro-South study area	not eligible	–
S-10957	Commercial Building		not eligible	–
S-10958	Commercial Building		not eligible	–
S-10959	Dwelling	also in Millsboro-South study area	not eligible	–
S-11013	Dwelling	also in Millsboro-South study area	not eligible	–
S-11014	Dwelling	also in Millsboro-South study area	not eligible	–
S-11015	Dwelling	also in Millsboro-South study area	not eligible	–
S-11016	Dwelling	also in Millsboro-South study area	not eligible	–
S-11017	Dwelling	also in Millsboro-South study area	not eligible	–
S-11018	Dwelling		not eligible	–
S-11019	Georgetown Speedway		not eligible	–
S-11020	Dwelling		not eligible	–
S-11021	Dwelling		not eligible	–
S-11026	Shockley House		not eligible	–
S-11032	Lowe House		eligible	C
S-11044	Dwelling		not eligible	–
S-11046	Dwelling		not eligible	–
S-11047	Dwelling		not eligible	–
S-11048	Dwelling		not eligible	–
S-11049	Dwelling		not eligible	–
S-11050	Dwelling		not eligible	–
S-11051	Dwelling		not eligible	–
S-11052	Dwelling		not eligible	–
S-11053	Dwelling		not eligible	–
S-11054	Dwelling		not eligible	–
S-11055	Dwelling		not eligible	–
S-11057	Dwelling		not eligible	–

**Table 1. Inventory of Georgetown On-Alignment Study Area Architectural Properties**

<b>CRS Property ID</b>	<b>Historic Name</b>	<b>Notes</b>	<b>Eligibility</b>	<b>Criteria</b>
S-11058	Dwelling		not eligible	–
S-11216	Dwelling		not eligible	–
S-11217	Domestic Complex		eligible	C
S-11218	Blakeley's Service Station		eligible	A, C
S-11220	Dwelling		not eligible	–
S-11221	Dwelling		not eligible	–
S-11233	Dwelling		not eligible	–
S-11238	Commercial Building		not eligible	–
S-11239	Brittingham Commercial Strip		eligible	A
S-11240	Commercial Building		not eligible	–
S-11241	American Legion Sussex Post #8		not eligible	–
S-11242	Dwelling		not eligible	–
S-11243	Commercial Building		not eligible	–
S-11244	Domestic Complex		not eligible	–
S-11245	Dwelling		not eligible	–
S-11246	Motel		not eligible	–
S-11247	Dwelling		not eligible	–
S-11248	Dwelling		not eligible	–
S-11249	Dwelling		not eligible	–
S-11250	Short House	demolished after concurrence had been reached on eligibility	–	–
S-11276	Murray-Shockley Property		not eligible	–
S-11279	Dwelling		not eligible	–
S-11280	Dwelling		not eligible	–
S-11281	Dwelling		not eligible	–
S-11282	Commercial Building		not eligible	–
S-11283	Dwelling		not eligible	–
S-11469	Dwelling	also in Ellendale study area	not eligible	–
S-11471	Redden Furniture	also in Ellendale study area	not eligible	–
S-11472	Commercial Building	also in Ellendale study area	not eligible	–
S-11473	Dwelling	also in Ellendale study area	not eligible	–
S-11483	Dwelling		not eligible	–
S-11484	Dwelling		not eligible	–
S-11486	Dwelling	also in Millsboro-South study area	not eligible	–
S-11728	Melvin Joseph 1st Garage	also in Millsboro-South study area	not eligible	–
S-11827	Arrow Safety Building		not eligible	–
S-11828	Dwelling	also in Millsboro-South study area	not eligible	–
S-11912	Dwelling	also in Ellendale study area	not eligible	–

Intensive-level survey consisted of visiting each property, recording all elevations of each historic structure on the property to gather the information necessary to complete the appropriate DelSHPO survey forms, and evaluating the property to assess its eligibility for inclusion on the National Register. Black-and-white 35mm photographs were taken of building exteriors. When permission to enter a property was obtained, portions of buildings and structures not visible from adjacent thoroughfares were viewed and photographed. DelSHPO CRS forms were prepared for all properties and districts and are included in Appendix C. Determinations of Eligibility, in the form of National Register of Historic Places Registration Forms, were prepared for eligible properties not previously nominated for or listed on the National Register. These are included in Appendix D.

Background information used to develop historic overviews and contexts for the investigation was gathered from the Delaware Public Archives, the Georgetown Public Library, the University of Delaware Library, the Hagley Library, the Delaware State Historic Preservation Office, and the Historical Society of Delaware. Construction dates for buildings and structures were typically estimated, based upon exterior appearance. Aerial photographs of the project corridor dated 1962 were used to confirm the presence of structures on parcels where the date was questionable. When the owner provided an exact or estimated date of construction, this date was noted in the building description. Map research included historic road papers (summarized in Chadwick et al. 2005), the 1868 Beers Atlas (Beers 1868), early twentieth-century U.S. Geological Survey topographic quadrangles (U.S. Geological Survey 1917, 1938), and roadway as-built maps on file at the Department.

Based upon the initial reconnaissance survey and the intensive survey, some properties and districts were recommended by field surveyors for additional study prior to issuance of a recommendation of National Register eligibility. For individual properties, a property history was compiled using Sussex County land ownership and probate records. Repositories visited included the Sussex County Assessment Office, Sussex County Recorder of Deeds, and Sussex County Register of Wills. Additional property-specific research was conducted using historic maps, court records, and published and unpublished historical accounts. When feasible, current property owners were contacted for information about building histories.

Boundaries for properties not eligible for the National Register were defined as the tax parcel on which the structures are located. Proposed National Register boundaries for recommended eligible properties were based on the significance criteria through which the property qualified, research on historical property boundaries, and the period during which the property obtained its historical significance. National Register boundaries were established using National Park Service guidelines and with guidance from DelSHPO and the Department.