

Appendix E

PROPOSAL NARRATIVE

June 11, 2007

David S. Clarke
Environmental Studies Section
Delaware Department of Transportation
800 Bay Road
Dover, De 19903

**Re: Replacement of Woodland Ferry and Facility Improvements: Section 106
Historic Property Investigations. Revised proposal**

Dear David:

We are pleased to provide our revised technical and cost proposal for this interesting project on the basis of comments received and our phone conversation today

Understanding of Project

The Woodland Ferry across the Nanticoke River in Woodland, in southwest Sussex County, Delaware, has been in continuous existence since at least the 1740's. Operated by the County from 1883 to 1935, the facility is now the responsibility of the State of Delaware. The last major renovation of the ferry was apparently in 1961.

The undertaking requiring cultural resource studies is the proposed replacement of the existing ferry vessel and consequent improvements and replacements of the ramps and pilings on each side of the river. The Delaware Department of Transportation has identified the ferry as a property eligible for the National Register, and has initiated Section 106 consultation under 36 CFR Part 800 in anticipation of the need for federal permitting for the project. Although the primary focus of the investigation will be on historic features relating to the ferry, there is also the possibility that prehistoric resources will be identified.

The consultant's role at this stage of the process is to identify the presence and nature, and, provisionally, the integrity and National Register eligibility, of physical components of the ferry infrastructure. The vessel to be replaced is not part of the study. The work will be done as an intensive Phase I level survey. The survey will be accomplished through background research, onshore and underwater remote sensing, and subsurface testing.

Logistics

The Philadelphia District of the U.S. Coastguard (Petty Officer Huggins 215-271-4889) will be kept informed of the project, and clearance will specifically be obtained for the

use of the survey boat to be used for the remote sensing survey. The ferry is operational and fieldwork will also need to be coordinated with the ferry service.

Scheduling

It is understood that there is an environmental restriction until June 15, and therefore both water and land investigations will be scheduled for after that date. Tidal conditions for the investigation of the inter-tidal zone will next be optimal on July 13th, 16th and 17th. Background research will be completed before that time, subject to receipt of notice to proceed. It is also understood that geotechnical soil borings are to be taken by Walton drilling company, and that this operation will close the ferry, but will also make archaeological survey and testing difficult. Information from the soil borings will be useful for the cultural resource survey. Maureen Kelley of DelDOT will be contacted to obtain boring data (302-760-2123; Maureen.Kelley@state.de.us).

Background Research

Focused and comprehensive background research is seen as key to effective and cost-efficient completion of this project. Research will be directed towards tracing the physical evolution of the Ferry Site from the second quarter of the 18th century onwards. The research will contribute to the detailed design of the field investigation by identifying specific issues and questions relating to the ferry installation.

The starting point for research will be a review of the current National Register nomination form. This will be accompanied by consultation with the Delaware Historic Preservation Office as to what specific ferry components are character-defining elements of the nomination and of ferries in Delaware, (e.g. repairs, vessels, cable and mechanical systems, and ramps and pilings). This consultation will begin the process of developing some contextual material for Delaware ferries if none currently exists. Surveys of adjacent areas will also be consulted for additional information and references. A study of the Redden Ferry across the Wicomico Creek, Maryland, (MHT) will also be consulted.

Archives of the Delaware Department of Transportation will also be consulted with the intention of identifying as-built drawings or other records from the 20th century that may throw light on the physical development of the ferry.

Primary sources will also be consulted at the Delaware State Archives and the Historical Society of Delaware. These will include road returns and property deeds for the ferry area. The fullest possible sequence of historic maps will also be obtained. The availability of aerial photography from the 1930's will also be researched and copies obtained. The Corps of Engineers and DNREC will also be contacted for dredging and other data on the Creek.

Local repositories will also be visited, primarily to locate photographic and newspaper archives that may contribute to understanding of the development of the ferry, and to identify local researchers and enthusiasts for the ferry. These repositories will include:

The Woodland Ferry Association
The Days Gone By Museum (features Woodland Ferry history)
Seaford Museum
Laurel Museum
Bethel museum

Efforts will also be made to contact current and retired ferry operators for recent oral history of the ferry.

Remote Sensing Survey

Remote sensing surveys will be undertaken on land and in the river. Proposals from Geo-Graf, Inc. (terrestrial survey) and Dolan Research, Inc. (underwater remote sensing) are attached. No diving is proposed at this level of survey. The areas to be surveyed are shown on the attached map. Asphalted areas on land will only be surveyed if the subconsultant feels that useful data will be obtained. As these areas will be disturbed by the undertaking as currently understood, no intervention is planned for these areas unless the background research identifies features that should be further investigated.

Ground-Truthing

A six-day archaeological survey and ground-truthing investigation is proposed. The accuracy of the existing survey will be checked, and annotated and augmented as necessary. For the purpose of the proposal it is assumed that roughly 35 tests will be undertaken (see map). This will include testing at extreme low tide in the inter-tidal zone, a technique used by the consultant at Reeds Beach, Cape May county, NJ, and Fort Delaware. These tests will include augering with a 4-inch auger to depths of approximately six feet (two meters) in anticipation of complex and deeply buried cultural strata. The approach may be modified on the basis of the background research and/or remote sensing. An option is included in the cost proposal for the excavation of two 25 sq. ft. units should these be considered desirable. These will take an additional three days to complete.

Public Outreach

The field team will be available to answer questions from the public, but in accordance with DelDOT's requirements, no formal outreach is proposed under this investigation.

Analysis and Reporting

Following completion of the field investigations, artifacts and stratigraphic data will be subjected to preliminary assessment. A management summary report meeting state will be prepared. This will include the two remote sensing surveys in full or summary form. The summary report will be illustrated with key maps, drawings, photographs, and historic views if located.

Overall Schedule

The consultant will determine critical project milestones with the client, but anticipates production of the draft report in eight to ten weeks after completion of fieldwork.

Please contact me with any questions. We look forward to undertaking this work for the Department.

Yours sincerely

Ian Burrow
Vice President

**DELAWARE DEPARTMENT OF TRANSPORTATION
AGREEMENT 1275 FOR CULTURAL RESOURCE SERVICES**

**TREATMENT OF ADVERSE EFFECTS ON WOODLAND FERRY, SEAFORD,
SUSSEX COUNTY, DELAWARE**

PROPOSAL NARRATIVE

The following measures are proposed as Resolution of Adverse Effect under 36CFR 800.6. The Woodland Ferry (Figure 1) is eligible for the National Register of Historic Places, and the replacement of the 1961 ferry vessel and attendant changes to the ferry slips on both sides of the Nanticoke Rivers are Adverse Effects under 36CFR800.5.

1. Curation of Artifacts Recovered in the Phase I and II Testing.

Approximately 800 artifacts were recovered in the Phase I and II testing. These have been washed, bagged and provisionally evaluated under the previous task order. Under this task order the following tasks will be undertaken:

- Cataloging
- Marking with site number information obtained from DelSHPO and the Delaware State Museum
- Curation of artifacts to Delaware State Museum standards.

2. Preparation of Technical Report.

As agreed by the Department and DelSHPO, this will be an abridged document meeting Section 106 requirements. Costs assume production of six hard copies and a .pdf file. The following outline is proposed:

Introduction and Scope of Work
Historic Context (including State documents)
Fieldwork Narrative
Evaluation and Recommendations
References
Appendices:
 Artifact Inventory
 Subsurface Inventory
 Site Forms

The report will be illustrated with plans, profiles, photographs and tables. DelSHPO comments on the Management Summary will be incorporated into the report.

3. Production of a Booklet for General Readership

The booklet will be designed as an attractive, well-illustrated product that will be of interest to the local community and to the wider public of Delaware with an interest in local history. The publication will address human interest (The Cannon family, slavery,

modern ferry incidents, captains and crews), local history (Indians, colonial, the ferry through time), technology and transportation (ferry evolution, boats).

A. Supplementary Research and Public Involvement

Additional research beyond that already undertaken is proposed as follows to assemble information to meet these goals:

- i) Woodland Ferry Festival Outreach and Research: this was completed in 2007 and costs are included in the cost proposal. The day produced a number of contacts and stories for the booklet.
- ii) Additional research on the early ownership and operation of the ferry. Woodland Ferry was in Maryland in the 18th century, and two days of research in the Hall of records in Annapolis is proposed. *The Entailed Hat or Patty Cannon's Times* by George Alfred Townsend (available as an e-book) will also be reviewed.
- iii) Additional Research on Cannon Family records in Baltimore (Historical Society of Maryland and Enoch Pratt Library) where they had strong ties, and in Dover and Wilmington.
- iv) Local recollections and information: Additional contact with the Woodland Ferry Association, the Days Gone By Museum and Seaford Museum, particularly to locate individuals with recollections of the ferry. An appeal will be send out via the Association and the press for people to send in recollections.

B. Layout Design

Agreement will be reached early in the process on the layout and design of the booklet in order to keep costs down. Hunter Research will produce mock-up pages for discussion and comment by the Department and other parties as specified by the Department

C. Text and Graphics Production

Text and graphics production will be undertaken in-house. Ian Burrow will be largely responsible for the text, with graphics being prepared by Marjan Osman. A possible outline is presented below:

The Nanticoke River
Crossing the River
The Cannon Family and the Ferry
Early ferry boats and ferry operators
The 20th century
People and Events
Researching the ferry

D. Edit Cycle

Costs presented assume no more than two editing cycles. A draft copy will be presented to the Department for review and comment. These will be incorporated into a final draft that will be submitted to the Department for second (and final) review and comment.

Comments from this second cycle will be incorporated and clarifications obtained as needed. The document will then be submitted for printing without further review.

E. Printing

Costs are presented for the production of a 1000 copies of a 20-page four-color (i.e., full color) fully illustrated booklet. The proposed format is 11.5 x 8.5 inches folded (i.e. a finished size of 8.5 by 5.5 inches). The booklet as proposed will be saddle stitched on glossy paper with a glossy stiff card cover. Quoted printing cost is \$2676 (January 2008)

G. Distribution Plan

In consultation with the Department, Hunter Research will prepare a Distribution Plan for the booklet. This will identify institutions that will receive the booklet, and how many each will obtain. It is anticipated that the bulk of the initial print run will be delivered to the Woodland Ferry Association and the Days Gone By Museum. Copies will also be available for the initiation of the new ferry in the late summer/early fall of 2008. It is suggested that other institutions receiving copies will be local schools, libraries, historical societies and preservation organizations, local governments and elected state and federal representatives.

H. Distribution

The Department may consider using the quoted shipping services of the printer for distributing the booklets. Actual USPS postage cost per copy is likely to be about \$1.67.

4. Proposed Schedule

The following assumes the issuance of notice to proceed (NTP) no later than February 29th 2008. A 150-day schedule is projected, the booklets being printed and ready for distribution by July 31st 2008 in order to be available at the time of the inauguration of the new ferry.

NTP+14: draft booklet layouts to DelDOT for review and approval

NTP+28: DelDOT approval of booklet layout

NTP+56: Completion of Research

NTP+75: Submittal of draft report

NTP+86: First draft of booklet to DelDOT for review

NTP+96: DelDOT review comments to Hunter Research

NTP+103: Second and final draft of booklet to DelDOT for review

NTP+110: DelDOT review comments to Hunter Research

NTP+120: Booklet files to printer

NTP+140: Booklet print-run complete

NTP+150: Ferry inauguration

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Vice President