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. John Milner Associates, Inc. (JMA), 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, Frankford, Dagsboro, 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 Georgetown, 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.

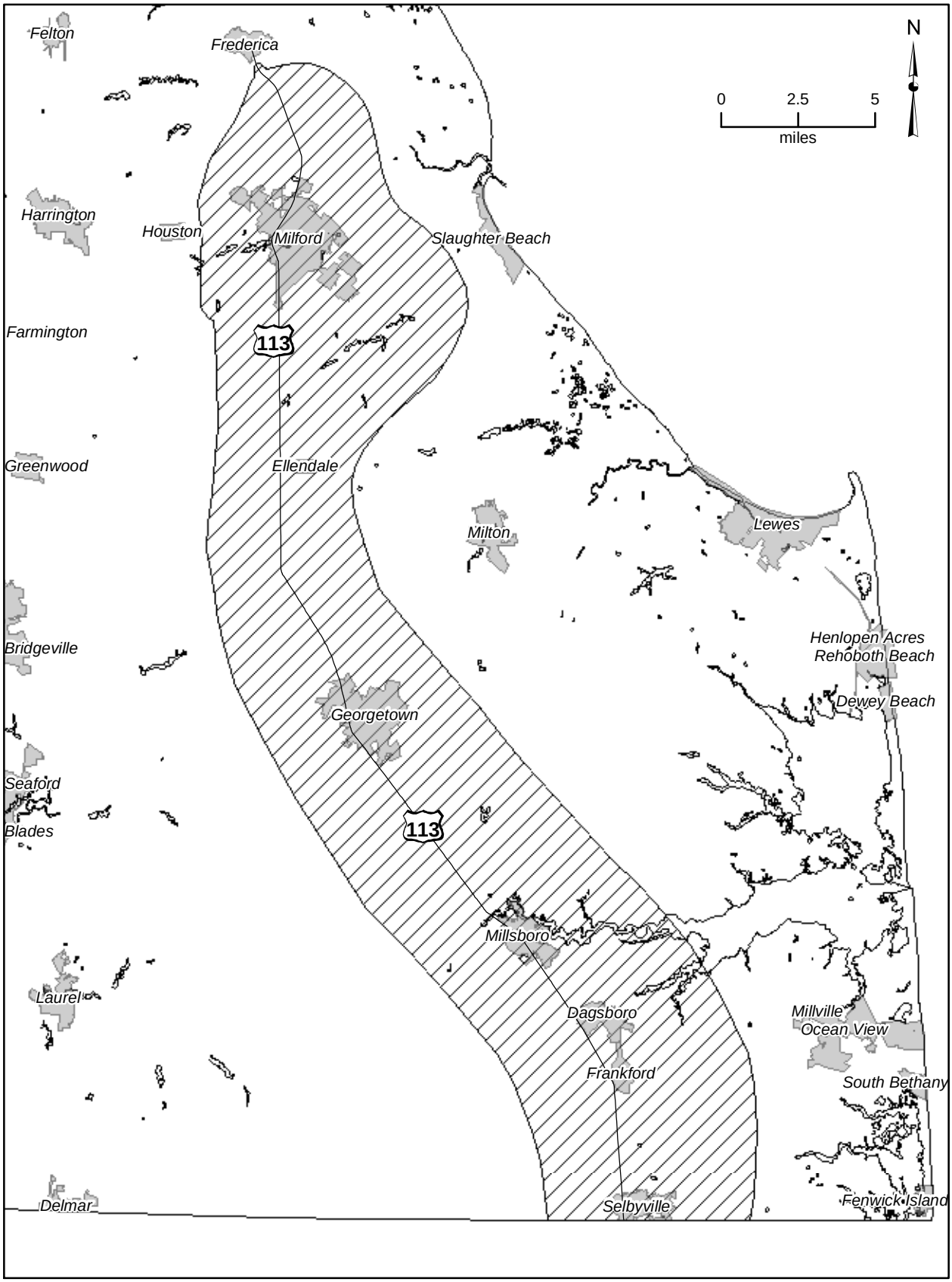

Figure 1. U.S. 113 North/South Study Area

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 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 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. 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 Delaware State Historic Preservation Office (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; the Ellendale area was not included in the inventory-level survey. Preliminary 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.

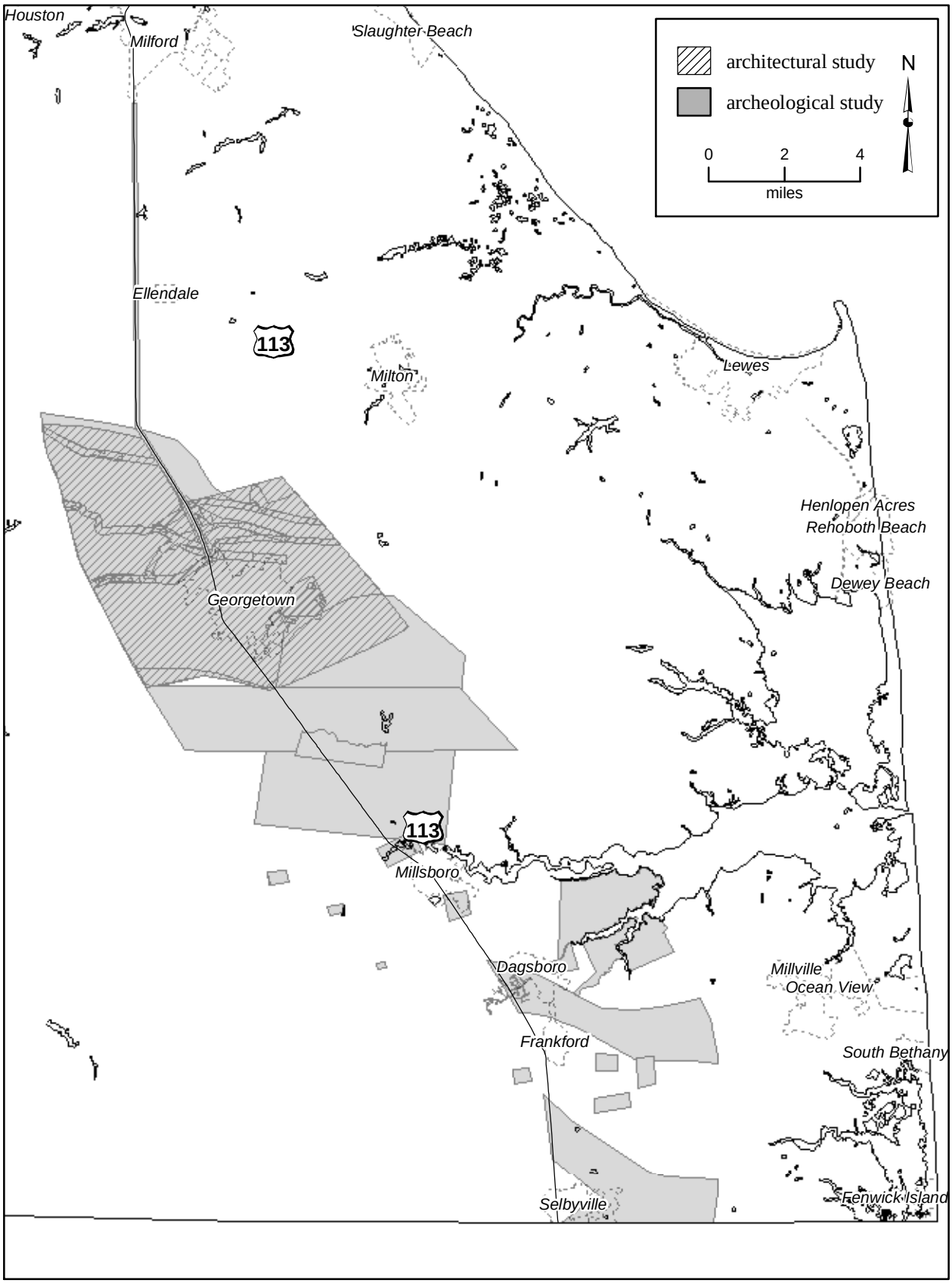

Figure 2. Previous Cultural Resources Studies within Project Vicinity

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 5,131 acres); and
- Millsboro-South (approximately 29,948 acres).

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

- to identify additional historic-period[1] 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 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.

A substantial amount of work that included both inventory and evaluation of architectural resources had recently been done within the U.S. 113 corridor in the Ellendale 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 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,

[1] The "historic period" is defined, for the purposes of this project, as dating to 1962 and before.

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

At the time this report was prepared, the Department was considering two similar on-alignment options within the Ellendale study area. Based on the alignment information provided by the Department, both direct and indirect impacts were taken into account for this survey. Direct impacts were defined as structures 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 Ellendale study area for architectural resources, comprising approximately 4,330 acres, was defined as all tax parcels that the buffered alignment intersected (Figure 3). Parcels affected by alignments that were initially included, but later dropped, or alignments that were adjusted during the course of the study were included. In total, there were 68 extant individual architectural properties and 3 historic districts with direct or indirect impacts from alignments within the Ellendale Study Area. Table 1 lists all Ellendale 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 Ellendale study area between April 2008 and March 2009. 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.

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, along with previously nominated or listed properties, 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 Milford Public Library, the University of Delaware Library, the Hagley Library, the Delaware State Historic Preservation Office, and the

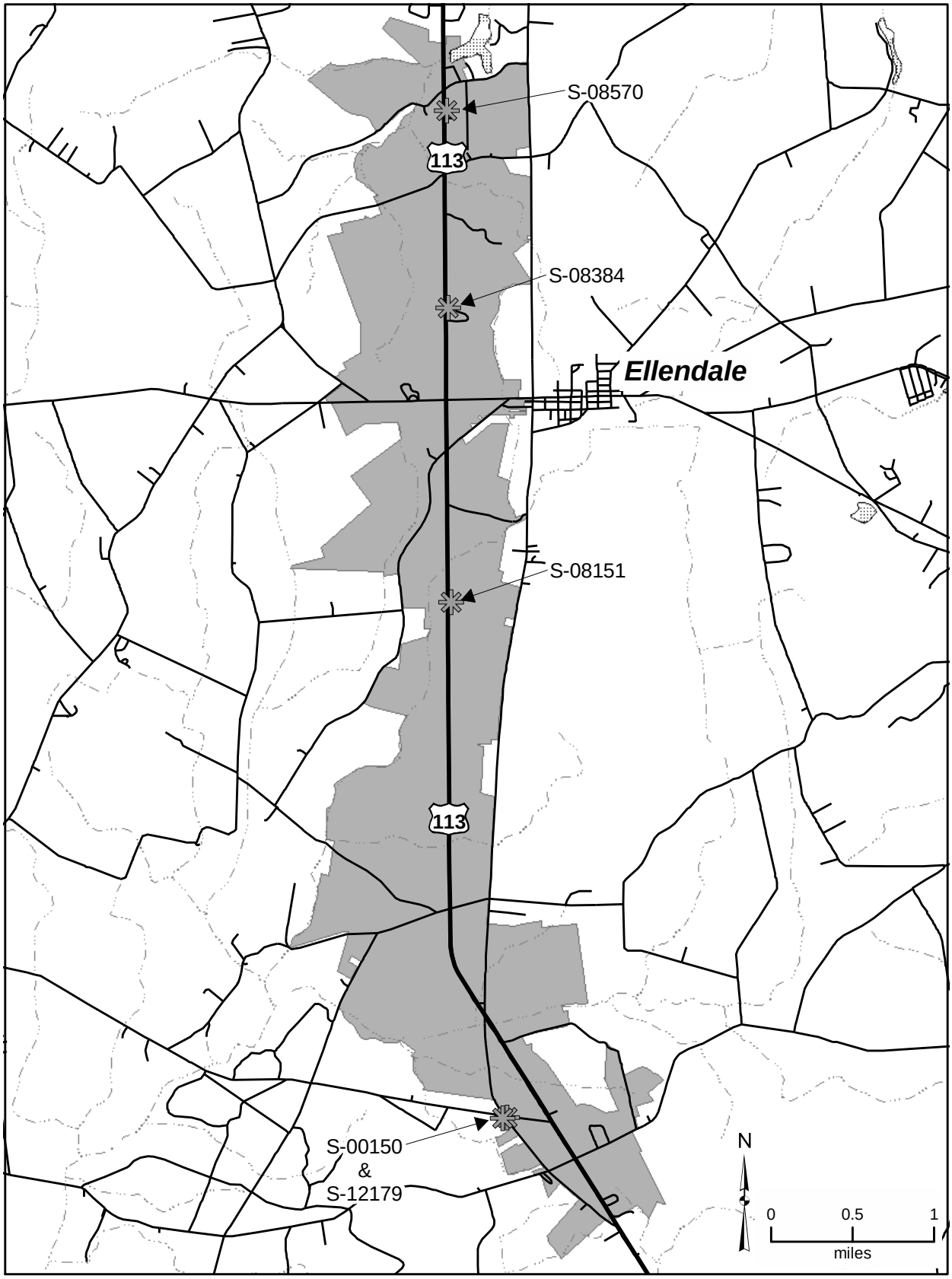

Figure 3. Ellendale Study Area and National Register Listed or Eligible Properties

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 1938a, 1938b, 1940), and roadway as-built maps on file at The Department.

Based upon the initial reconnaissance survey and the intensive survey, some properties and a few 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.

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.

Table 1. Inventory of Ellendale Study Area Architectural Properties

CRS Property ID	Historic Name	Notes	Eligibility	Criteria
Historic District: Beach Highway			not eligible	
Historic District: Ellendale		not evaluated, but boundary change recommended	n/a	
Historic District: US113 Wardway			not eligible	
S-00149	Donovan Property	demolished property	n/a	
S-00150	McColley's Chapel		eligible	C
S-03180	Compton-Pennell Farm		not eligible	
S-03181	Joseph Robbins House		not eligible	
S-03182	Jonathan Macklin House		not eligible	
S-03187	Clarence Burton House		not eligible	
S-03188		demolished property; also in Georgetown study area	n/a	
S-03221	Dwelling		not eligible	
S-03235	Dwelling	also in Georgetown study area	not eligible	
S-03828		demolished property	n/a	
S-03890	Dwelling		not eligible	
S-03891		demolished property	n/a	
S-03960	Dwelling		not eligible	
S-03961	Dwelling		not eligible	
S-03962	Dwelling		not eligible	
S-03963	John Foreaker House		not eligible	
S-03964	Erasmus Arnold Farmstead		not eligible	
S-03965		demolished property	n/a	
S-04021		demolished property	n/a	
S-04032		demolished property; also in Milford study area	n/a	
S-08151	Ellendale State Forest Picnic Facility		listed	C
S-08331		demolished property	n/a	
S-08338		demolished property	n/a	
S-08384	Teddy's Tavern		listed	A
S-08568	Dwelling	also in Milford study area	not eligible	
S-08569	Dwelling	also in Milford study area	not eligible	
S-08570	Maringola House and Farm Stand		eligible	C
S-08571	Clyde Clark House		not eligible	
S-08572	McLaren House		not eligible	
S-08573		demolished property	n/a	
S-08574	Coleman Farmstead		not eligible	
S-08575	Cornelius Sutton House		not eligible	
S-08576	Preston Evans House		not eligible	
S-08577	Olden Dickerson House		not eligible	
S-08578	Theodore Walnius House		not eligible	
S-08579	Gwendolyn Layton House		not eligible	
S-08580	Loretta Rash House		not eligible	
S-08581	Arthur Williams House		not eligible	

Table 1. Inventory of Ellendale Study Area Architectural Properties

CRS Property ID	Historic Name	Notes	Eligibility	Criteria
S-08582	Robert Gray House		not eligible	
S-08583	Alvin Niebert House		not eligible	
S-08584	Robert Mulholland House		not eligible	
S-08585		demolished property	n/a	
S-08588	Robert Short Property		not eligible	
S-08733.047	Garage, Ellendale Market & Hardware		not eligible	
S-10440	Dwelling		not eligible	
S-10441	Domestic Complex		not eligible	
S-10442	Dwelling	also in Milford study area	not eligible	
S-11464	Dwelling		not eligible	
S-11465	Dwelling		not eligible	
S-11467	Dwelling		not eligible	
S-11468	Dwelling		not eligible	
S-11469	Dwelling	also in Georgetown study area	not eligible	
S-11471	Redden Furniture	also in Georgetown study area	not eligible	
S-11472	Commercial Building	also in Georgetown study area	not eligible	
S-11473	Dwelling	also in Georgetown study area	not eligible	
S-11474	Dwelling		not eligible	
S-11475	Dwelling		not eligible	
S-11476	Dwelling		not eligible	
S-11477	Abbott-Compton-Lake Cemetery		not eligible	
S-11698	Dwelling		not eligible	
S-11896	Dwelling		not eligible	
S-11897	Roadside Stand and Garage		not eligible	
S-11898	Dwelling		not eligible	
S-11899	Dwelling		not eligible	
S-11900	Dwelling		not eligible	
S-11901	Dwelling		not eligible	
S-11902	Dwelling		not eligible	
S-11904	Agricultural Complex		not eligible	
S-11905	Dwelling		not eligible	
S-11906	Dwelling		not eligible	
S-11907	Agricultural Complex		not eligible	
S-11908	Dwelling		not eligible	
S-11909	Country Store		not eligible	
S-11910	Dwelling		not eligible	
S-11911	Dwelling		not eligible	
S-11912	Dwelling		not eligible	
S-12177	Appenzellar Tract		not eligible	
S-12178	Ellendale State Forest		not eligible	
S-12179	ECW Camp S-53 Mess Hall		eligible	C