

**DRAFT**

**DELAWARE'S HISTORIC  
PRESERVATION PLAN**

**2018 – 2022**

*Delaware Division of Historical and Cultural Affairs  
State Historic Preservation Office*

*and*

*Heritage Strategies LLC*

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## ACRONYMS USED

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We thank the Delaware State Review Board for Historic Preservation who over the years has provided expert guidance and perspective on Delaware's historic preservation needs. We particularly thank the board members for their review and comments on this plan.

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DELAWARE DIVISION OF HISTORICAL AND CULTURAL AFFAIRS

Draft April 2018

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## I. INTRODUCTION

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The State of Delaware boasts a distinctive landscape known for its significant natural and cultural qualities. Part of the Middle Atlantic Coastal Plain, this landscape has been a place of human sustenance for thousands of years. Changing human communities have had changing impacts upon the land, especially since initial European settlement in the 1630s. These impacts have created layers of natural and cultural landscape patterns that are integral to Delaware's story.

As the landscape continues to evolve, Delawareans have increasingly sought to guide growth and change in ways that preserve and enhance the state's character and quality of life.

This 2018 State Historic Preservation Plan provides an inclusive framework as well as a focus for stakeholders with common interests to work toward protecting Delaware's heritage for the future. The plan should also be viewed as part of state government's strategy for growth and change, correlated with the *Delaware Strategies for State Policies and Spending*, providing guidance for local actions.

### **Historic Preservation in Delaware**

The national movement to conserve natural and cultural heritage began with the recognition that America's wasteful use of land, resources, and buildings was no longer acceptable or sustainable for the future. In the late nineteenth and early twentieth centuries, government agencies were concerned mainly with the conservation of natural resources, while private groups saved individual landmark buildings. In the mid-twentieth century, the federal government passed legislation to create the first nationwide governmental program for historic preservation.

The State of Delaware has participated in this program since 1970. Today, all levels of government, statewide organizations, and many local groups are involved in historic preservation and need to work together towards a sustainable future that protects the important reminders of our past. This document sets out the next steps for Delaware to work towards the goals of the broader heritage conservation movement.

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### **Preservation in Delaware Started Early**

- *Mrs. Joseph P. Comegys, wife of the Chief Justice of Delaware, was one of the guiding powers in the Mount Vernon Ladies Association in the late nineteenth century.*
- *In 1895, a local group, the Friends of Old Drawyers, formed to preserve Old Drawyers Presbyterian Church north of Odessa.*
- *Mabel Lloyd Ridgely, an architect and preservationist, was instrumental in saving a number of Dover buildings, including the Old State House in 1912.*
- *Louise du Pont Crowninshield, a nationally recognized preservationist, was a founding trustee of the National Trust for Historic Preservation in 1949.*

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### **Background of the Plan**

The National Historic Preservation Act of 1966 and subsequent amendments created a joint federal/state partnership that provided funding and incentives to identify and protect significant historic resources, including buildings, districts, and archeological sites. Over the years, this federal/state partnership

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has become the foundation for a broad-based historic preservation program nationwide that encourages grassroots preservation initiatives.

In Delaware, the State Historic Preservation Office (DE SHPO) manages the joint partnership and supports preservation initiatives in communities throughout the state. As part of its work, the DE SHPO updates the State Historic Preservation Plan every five years.

This current Plan embraces the goals and recommendations outlined in the 2013 State Historic Preservation Plan, entitled *Preserving our Past for a Better Future*. It recognizes the accomplishments of the past five years in historic preservation and community planning statewide as well as the serious issues and challenges that continue to arise.

**Chapter 2** of the Plan provides an overview of the current knowledge about Delaware's historic resources, within a broader context of landscapes and land use. **Chapter 3** explores the many factors influencing historic preservation today. The Plan adapts a statewide approach to preservation to current and anticipated economic, social, and environmental trends. Next, **Chapter 4** identifies a wide variety of existing agencies and programs that are – or could be – partners in historic preservation efforts.

**Chapter 5** describes the outreach conducted that resulted in this document. The 2018 State Historic Preservation Plan was developed through consultation with the public, planners, and preservationists around Delaware to identify key issues and opportunities as well as strategies that might address them.

Several important points emerged. First was that many of the impacts on historic and cultural resources emanate from forces beyond the scope of traditional preservation practice. Second was that community character is central to Delaware's appeal and to its long-term economic development strategy, and that

historic resources are central to community character.

These points reinforced the need to reach out to a broader range of potential partners as the core of our preservation approach. Most potential partners these days are working to achieve their missions with limited financial and human resources. By finding common ground and collaborating toward mutual and overlapping goals we can achieve broader and more substantial success.

Perhaps most importantly, it is clear that the most significant achievements in historic preservation happen at the grassroots level, undertaken by a wide variety of individuals and local groups of varying types, experience, and capacities. Nurturing and support for these local groups—often volunteers—may be the best investment that can be made.

**Chapter 6** outlines a new Preservation Approach that was informed by the background research, analysis and outreach.

The approach is defined by a **Vision Statement** that provides a focus for the strategies and actions included in this preservation plan:

**Delaware's historic properties and landscapes are recognized as essential to community character and quality of life, and their preservation is supported by a network of public and private stakeholders working with common goals.**

**Chapter 7** then gets to the heart of the matter: what are the primary goals for realizing that vision? This is essentially the plan of action for the next 5 years.

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## Six Broad Goals

The 2018 State Historic Preservation Plan outlines recommendations for strategies and specific actions under six broad goals.

1. **Strengthen and expand Delaware's core federal/state historic preservation program** to provide a solid foundation for preservation initiatives throughout the state.
2. **Enhance or establish relationships among government programs that impact historic preservation**, raising awareness of common goals that support preservation and appropriate treatment.
3. **Encourage inclusion of historic preservation values as a best practice in landscape and community planning** as a means of recognizing the contribution of historic resources to community character and quality of life.
4. Concentrate upon the **support of grassroots historic preservation initiatives** in communities throughout the state.
5. Strive to make the **best possible information on Delaware's historic resources widely available** to agencies,

communities, stakeholders, and the general public.

6. **Broadly communicate the value of Delaware's historic resources** and the means through which they can be preserved and enhanced.

Preservation stakeholders in Delaware form a loose network of individuals and organizations that become more engaged as particular issues arise. There is a need, however, to coordinate historic preservation and related activities at the federal, state, county, and local levels. The door must be open to ideas from many sources, from government to grassroots. The challenge is in making and sustaining connections to ensure stakeholders receive the support and guidance they need.

Over the next five years, a wide variety of partners will be engaged to strengthen and improve the historic preservation network in Delaware using the strategies outlined above and in this Plan. Through this effort, stakeholders will work to preserve historic and cultural resources and enhance community character throughout the state.

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## 2. DELAWARE'S LANDSCAPES, COMMUNITIES AND HISTORIC RESOURCES

Delaware's landscapes comprise a wide range of natural, historic, and cultural resources that combine to shape the state's distinctive character.

The discussion below is intended to demonstrate that Delaware's natural and cultural landscapes are inextricably intertwined. This lays the groundwork for appreciating the importance of landscape and community planning in the management of character-defining historic and cultural resources. In implementing the goals and strategies, outlined in this preservation plan, actions should be customized to the specific types of landscapes and resources present within the state, outlined below.

### **Landscape Context**

The Middle Atlantic Coastal Plain is a low, nearly flat plain with many swampy or marshy areas that extends northeastward from Georgia to New Jersey and encompasses most of Delaware's landscape. Delaware is situated in an ecological transition zone where a number of northern plant and animal species reach their southern limit of natural distribution, and an even greater number of southern species reach their northern limit.

Within Delaware's portion of the Coastal Plain, a narrow area known as the Delaware River Terraces and Uplands borders and drains toward the Delaware Bay. This area has very low relief, is predominantly agricultural, and includes extensive coastal marshes that are of global ecological significance. (DNREC, Division of Fish and Wildlife, Delaware Wildlife Action Plan 2015, p. 2-9) Delaware's coastal marshes have been the focus of statewide conservation efforts over the last half century. To the south, barrier islands

border the Atlantic Ocean along the southeastern edge of the state and have seen

the development of popular beach communities.

Most of inland Delaware is known ecologically as the Delmarva Uplands, which drains west toward the Chesapeake Bay and east towards the Delaware River and Bay. This is a landscape of nearly level to gently rolling uplands of the Delmarva Peninsula. It features sandy ridges, swales, and the central ridge of the peninsula. Marshes and swamps are present and include the Great Cypress Swamp of southern Delaware that drains to the Atlantic Ocean. Elevations range from about 20 to less than 100 feet above sea level.

[Insert Ecoregions Map of Delaware]

*Ecoregions of Delaware, including the Delaware River Terraces and Uplands (63a), Virginia Barrier islands and Coastal Marshes (63d), Delmarva Uplands (63f), and Piedmont Uplands in orange. (EPA)*

Streams and rivers of the Delmarva Uplands are often flanked by riparian woodland. These streams are generally low in gradient, often tidally influenced, and have wide valleys. Many of the streams have been straightened and deepened to improve drainage. Encompassing most of Kent and Sussex Counties, the non-woodland portions of the region are predominantly agricultural, historically producing corn, soybeans, small fruit and truck crops. Poultry, livestock, and dairy farms are widespread and economically important. Areas of commercial woodland are also present. The region's sandy soils are nutrient poor and have a limited water holding capacity. The sandy soils and other less

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permeable soils often require artificial drainage to be farmed.

Throughout the Delaware Coastal Plain, small, tightly organized historic communities were established at the navigable limits of the region's gentle rivers, accessing both the Delaware Bay to the east and the Chesapeake Bay to the west. Featuring small buildings of predominantly wood construction, these communities had sharp edges bordering the surrounding open agricultural landscapes that they served. North-south railroad lines later connected the communities and their surrounding farms with northern markets.

The northern tip of Delaware above Wilmington touches the uplands of the Northern Piedmont and is characterized by rounded hills, low ridges, relative high relief, and narrow valleys. The Piedmont Uplands are underlain by metamorphic rock, and its edge follows the limits of this geological formation, in contrast to the sedimentary rocks and soils of the Coastal Plain.

The Fall Line between these two ecological regions is an area of steep stream gradients and exposed bedrock and was an attractive location for the 18th and 19th century water-powered industries for which Wilmington became nationally and internationally known. This Piedmont Upland of northern New Castle County has become the most highly developed landscape in Delaware. It includes extensive urban and suburban areas and features a segment of the national transportation corridor connecting major cities along the East Coast.

Historically, Delaware, like most of the Northeast, was largely forested. Limited forest areas were probably opened periodically due to fires set by lightning strikes and the burning and clearing of forest by Native Americans. Delaware was almost entirely cleared for

agriculture over a period of about 150 years after initial European settlement. In areas where farming has not been practical or productive due to poor soils, poor drainage, or steep terrain, there has been significant re-growth of forest throughout the state. Today, approximately 30% of Delaware's land area is forested and approximately 25% of the state is covered by wetlands. There is significant overlap in these two classifications, since the majority (over 64%) of wetlands in the state are forested.

Overall, agriculture remains Delaware's dominant land use, with about twice as much land in agriculture as in forest. However, land in farms has declined somewhat in recent decades, with a concurrent increase in residential and commercial development. (EPA Ecoregions p15-21; DE Wildlife Plan p9)

## **Cultural Landscape Types**

Within Delaware's overall landscape context, a number of prominent cultural landscape types can be identified. This plan recommends undertaking a study for this purpose. [Goal 3] Each cultural landscape type has a different pattern of resources with distinct challenges warranting different approaches to preservation.

**Urban and Industrial Landscapes** – Delaware's urban and industrial landscapes are primarily located in Wilmington and adjacent industrial areas. It includes the city's business center; surrounding urban neighborhoods of varying types, ages, and demographics; commercial areas; the Port of Wilmington, and both abandoned and surviving industrial sites. These areas have uniquely urban character, resources, demographics, and issues, including sites requiring environmental cleanup.

**Developed Suburban Landscapes** – Northern New Castle County is a highly developed suburban landscape that includes historic

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communities and the extensive suburbs north and west of Wilmington. This area is heavily influenced by the Route 95 corridor. It is Delaware's economic engine as home to many high-income businesses related to the financial sector as well as affluent suburban commercial and residential 20th century neighborhoods. This area continues to be a focus of intense growth.

**Agricultural Landscapes** – Southern New Castle County and Kent and Sussex Counties are the location of extensive agricultural areas of distinctive character. Its open agricultural fields are interspersed with wetlands and woodlands. This agricultural landscape has high integrity with respect to its historic landscape patterns, property boundaries, and land uses. Yet many of its built historic resources are ephemeral in nature—light wood structures subject to neglect and loss due to changes in agricultural crops and practices. State and county governments recognize the economic importance of this landscape and have implemented aggressive agricultural preservation programs.

**Historic Town Centers** – Historic market towns, many dating the Colonial era have developed within Delaware's agricultural landscape. Many of these towns were established at the navigable inland limits of the region's narrow rivers, both those flowing east to Delaware Bay and those flowing west to the Chesapeake Bay. Other towns developed in the mid-nineteenth century with the introduction of railroads linking Delaware's agricultural landscape with northern markets.

These towns tend to have tight layouts, be of small scale, and feature mostly wood construction. Many have crisply defined edges in relationship to the surrounding open agricultural areas that they serve. Others have an early historic core surrounded by later

nineteenth and early twentieth century development. Modern highways have been constructed linking these towns, supplanting the railroads, and they are subject to surrounding suburban expansion.

**Roadside Commercial Corridors** – In the early and mid-twentieth century, roadside commercial corridors developed throughout the state outside of and between historic town centers as automobile usage increased. A variety of types of commercial uses and structures evolved under limited regulation. For the most part, buildings tended to be of light construction from the 1920s through the 1950s. More intense and sophisticated commercial development and sprawl has occurred since.

**Beach Communities** – The barrier islands along Delaware's southeastern coast have seen the development of historic beach communities. Extensive subdivisions and commercial corridors have grown inland, adjacent to the communities in the late twentieth century. First railroad, then highway access has helped make these retirement and tourism communities an important sector for Delaware's economy.

**Conservation Landscapes** – Delaware's extensive and globally significant coastal marshes border the bay and ocean and provide critical ecological habitat. Much of this land is in state and federal ownership. Inland, wooded wetlands along rivers and small streams have been a focus for land conservation, preserves, parks, and greenways. These protected areas are closely intertwined and associated with Delaware's agricultural landscape.

## **Surveyed Historic Resources**

Since 1970, when Delaware's state historic preservation program was created, extensive surveys have been undertaken in communities and landscapes across the state. The quality

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and comprehensiveness of these surveys vary, and there are still significant gaps as discussed later in this chapter. Nevertheless, the information they have gathered has been the foundation of state and local historic preservation initiatives.

[Insert Full Page Statewide Map of Surveyed Resources]

Cataloged in a GIS database known as Delaware's Cultural and Historical Resources Information System (CHRIS), almost 45,000 individual properties have been recorded, including 19,587 in New Castle County, 9,604 in Kent County, and 15,107 in Sussex County. Between 2013 and 2017, 1,374 new properties were added to the database.

In Delaware, 706 nominations have been approved for listing in the National Register of Historic Places, and there are 14 designated National Historic Landmarks. Between 2013 and 2017, 15 new nominations were listed in the National Register.

[Insert photo/caption of recently listed property]

Perhaps most significant among the state's National Register listings are the over 75 National Register Historic Districts located within Delaware communities and landscapes. With the multiple individual resources associated with these districts, a total of nearly 10,000 individual resources are listed in the National Register in Delaware. These include over 8,600 buildings, over 600 sites, close to 370 structures, and over 200 objects.

The largest numbers of surveyed historic resources are associated with the second half of the 19th century and first half of the 20th century. This is due not only to the rapid economic development and amount of

building during those periods but also to the increased quality of construction, resulting in buildings that were more substantial and more adaptable to reuse over time.

As the mapping of Delaware's surveyed resources illustrates, historic buildings and sites are spread throughout the state's urban, suburban, agricultural, and natural landscapes and contribute substantially to community and landscape character. Resources are representative of all periods, themes, and contexts of Delaware history. Existing surveys do not necessarily include the associated landscape features and characteristics that contribute to the broader setting that is often significant to and links historic resources.

## Biases and Gaps in Delaware's Survey

Even in this small state, there are many areas which have not been comprehensively surveyed, particularly for archaeological sites and cultural landscape features. There are also places for which the survey data is significantly out of date. Such gaps in data are a recognized national concern, both for preservationists and for agencies that rely on historic property data to plan their projects. Here are some specific types of properties that need attention in our state.

### 20<sup>th</sup>-century properties

The 2000 census records indicate that there are 153,206 pre-1970 housing units in Delaware, which accounted for 45% of housing units at that time. Of these, 116,397 (34%) date from 1940-1969. While housing units are not always individual buildings, it can be considered a rough approximation of the age of residential properties. In the DE SHPO database, a total of 38,310 buildings, including both residential and commercial buildings, have been recorded.

While these 2 numbers measure different things, it can be seen that they are very

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different in scale, indicating that there are tens of thousands of mid-20<sup>th</sup>-century buildings that are not yet surveyed. This includes many pre-1970 sub-developments and commercial roadside developments.

Recent studies, for example DelDOT's Route 113 study from Milford to Selbyville and the Eastern States Natural Gas pipeline study along Route 13 from Bridgeville to Delmar, have provided new information on roadside development in Sussex County.

By the end of the next planning period (2022), the 50-year cut-off for NR eligibility will be 1972. We formerly tried to survey to a 40-year cut-off, but have not maintained that, given the lack of funding for comprehensive survey and the extensive number of potential properties. If we were surveying to that standard, to include 1970-1979, the 2000 census adds another 56,475 housing units. This is a level of survey that is impossible to meet with current resources. Some states have been exploring new approaches to addressing this dilemma, recognizing that most properties of the mid-20<sup>th</sup> c. are not likely to be significant individually.

In addition, a number of towns were never comprehensively surveyed, even for pre-20<sup>th</sup>-century buildings and structures. This includes a list of towns in Sussex County never surveyed, but it also includes those towns and cities that were not comprehensively surveyed when National Register historic districts were established prior to 1985. In these instances, the district boundaries were drawn first, and areas outside of the boundaries were not surveyed at all, particularly industrial and more modern commercial areas but also more modern residential areas. This includes: Delaware City, Dover, Lewes, Middletown, Milford, Milton, New Castle, and Smyrna. Areas, especially industrial areas, in these towns and cities have been demolished with little or no

survey. Recently, Delaware City, Lewes, and Milton, as Certified Local Governments, have been using their Historic Preservation Fund grants to update the survey of their historic districts.

## **Under-represented communities**

Properties identified in the database as associated with African-Americans historically are primarily churches, church-related properties, and schools. While a number of African-American community/districts have been recorded, the individual properties within these districts are not identified in the database so that they can be reflected in the analysis. There needs to be further research and survey done on these communities, both to better populate the database and to determine what other areas in the state need to be studied for under-represented groups.

Historic churches, schools, and farms associated with Native Americans were identified for the Nanticoke Tribe in a thematic nomination listed in 1979. However a number of these resources have since been lost to development pressure, and more research could reveal connections with other historic properties in the Oak Orchard area. The area in and around Cheswold, the center of the Lenape Indian Tribe of Delaware's population, was studied in several reports, but that information has not been entered into the database.

Archaeological research has identified several sites associated with African-Americans and post-contact Native Americans, but that information is not generally entered into the database, except for two National Register-listed sites.

Although Christian places of worship are well represented in the survey data, those of other faiths have not been extensively studied.

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Preservation of sacred places can pose unique challenges. As part of the Preservation50 events, the Quaker Hill Historic Preservation Foundation hosted a discussion on this topic in Wilmington, including an Open House for the public to draw interested community partners. The SHPO introduced the effort to update the preservation plan to this group. Such events could assist in adding information on historic places of worship, as well as providing information on rehabilitation and adaptive reuse.

Overall, a study of existing reports and data entry would substantially enhance our ready identification of historic properties related to under-represented groups. In addition, more documentary research into known historic properties in areas occupied by under-represented groups could reveal connections and geographic areas currently unknown.

There are many areas in Wilmington and other cities and towns throughout Delaware that are now home to African-American, Hispanic, or other ethnic populations, but are not historically related to these groups. Many of these areas are already listed in the National Register. Targeted outreach to such groups to enhance their understanding of the historic value of their properties or to encourage their use of tax credits or other preservation tools to maintain them is needed.

The City of Rehoboth Beach, in Sussex County, Delaware, is characterized by a mix of older and modern commercial and residential areas. Founded in the 1870s as a religious camp meeting area, Rehoboth Beach is best known as one of Delaware premier coastal resorts. However, it has also been a center of the gay and lesbian community in Delaware for many years. Resources that are associated with this community have not been specifically documented in the State's historic property inventory. In fact, statewide, there

are currently no properties listed in the National Register of Historic Places that represent LGBTQ history. A historic context that would assist in identifying and evaluating significant properties that may be eligible for listing is also lacking.

## Archaeological Resources

Due to the cost and labor-intensive nature of archaeological survey, large areas of the state have never been examined for archaeological sites. Of particular concern in recent years has been those areas with high potential for sites that are threatened by accelerated erosion due to climate change and sea-level rise. Recently, archaeologists from Franklin and Marshall University worked with the SHPO and DNREC to test areas owned by DNREC and develop a model for potential rates of loss.

In addition, economic improvement recently (see Chapter 3) is increasing the number of commercial and residential developments in farmland. While some of these areas are surveyed for family cemeteries prior to development, most of these lands are developed with no information on whether or not significant archaeological resources were present and therefore destroyed by construction. In contrast, the federal-state partnership in historic preservation requires federal projects to examine their construction areas for archaeological sites. Nearly 90 archaeological sites have been discovered and added to the inventory since 2013, most of them through the required surveys for federally funded or permitted projects.

## Losses of Historic Properties

There are nearly 1,400 properties within the inventory that have been noted as demolished since the beginning of the program, 35 in the last planning period. Among the National Register-listed properties, 429 properties have

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been demolished, with 7 individually listed properties and 7 properties within historic districts demolished in the last planning period. Among the most notable of the recent

losses were Hedgelawn near Middletown and the Jehu Reed House at Little Heaven.

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## 3. ECONOMIC, DEMOGRAPHIC, DEVELOPMENT AND ENVIRONMENTAL TRENDS

Economic and demographic trends in Delaware are directly related to the amount of new development that is occurring in the state as well as to where the development is located. This in turn determines the impacts on existing historic resources and the strategies necessary for their preservation.

The 2013 Historic Preservation Plan included a review of economic and demographic factors that impacted historic preservation between 2008 and 2012. Key factors included:

- The economic downturn of 2008 resulted in a suspension of construction starts leading to a reduction in the development of historic properties. This led to a reduction in the demolition of historic buildings and loss of archeological sites to new development. The economic downturn probably also led to reduced investment in the rehabilitation of historic properties.
- The recession exacerbated a trend in decreasing levels of governmental funding for historic preservation at all levels of government. At the federal level, funding to State Historic Preservation Offices through the Historic Preservation Fund remained flat while operating costs rose. Several important preservation-related programs were effectively defunded, including Preserve America, Save America's Treasures, and the Scenic Byways Program. Save America's Treasures has received some renewed funding in fiscal years 2017 and 2018.
- The economic downturn also negatively impacted human resources in the preservation community at the state and

county levels. At the state level, periodic restrictions on hiring and lower funding resulted in delays in filling vacant staff positions and the loss of staff positions. At the county level, dedicated preservation planning positions were lost.

- Despite the downturn, Delaware's population continued to grow at a faster than predicted rate. Developers seemed to change their focus from single family residential to apartments and large commercial developments. Heavier development was expected in Sussex County and in southern New Castle County along the Route 301 corridor, resulting in the potential loss of archeological sites and contexts of rural historic properties.

While Delaware's economy has rebounded along with the recovery nationwide, the trends outlined in the 2013 Preservation Plan continued to be of concern. As of 2015, new development had not returned to pre-recession levels, giving county and municipal planners breathing room to consider planning priorities and approaches, such as the revision of comprehensive plans.

Funding and staffing levels for historic preservation planning and planning in general have not increased. The state faces a significant structural budget shortfall for the 2018 fiscal year, which is being addressed through a mix of budget reductions and new revenues.

Despite the continued relatively lower pace of new development, Delaware's population continues to grow. The continued influx of seniors retiring to the state has led to growth in the beach communities and adjacent areas

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in Sussex County as well as in other locations. Continued population growth has been viewed as an indicator of the strength of Delaware's economy overall.

## **Delaware's Economy**

Delaware's economy follows national trends but tends to perform better than the nation as a whole. Since the 2008 recession, Delaware's economy has been on a slow but steady recovery. As measured by unemployment, Delaware's unemployment rate in December 2016 had dropped to 4.3% from a rate of 5.8% in April 2014. [endnote 1] (BLS Economy at a Glance, CEDS p3) In contrast, the national unemployment rate in December 2016 was 4.7%.

Delaware benefits from being within the Greater Philadelphia Metropolitan Region, which has fared better than other portions of the adjacent states due to the diversity of the regional economy. The former State Delaware Economic Development Office (DEDO) identified six core business sectors important to Delaware's economy, each of which includes groupings of complementary industries that together are of particular strength in the state. [NOTE: During the course of preparing this plan DEDO was essentially dissolved as a department, as the State of Delaware reinvents its approach to economic development. The new Division of Small Business, Development and Tourism, within the Department of State, is responsible for carrying certain former DEDO roles].

Throughout most of the twentieth century, Delaware's three leading business sectors were Chemicals and Advanced Materials, Agribusiness, and Manufacturing (especially automobile manufacturing). In recent decades, Manufacturing has declined severely, a national trend that has hit hard in the Midwest and Northeast, including adjacent states such as Pennsylvania. Job losses in

Manufacturing represent 44% of all jobs lost in Delaware over the past decade. [endnote 2] (CEDS p7) Automobile manufacturing, once a key industry in Delaware, has disappeared from the state entirely.

Both Chemical and Advanced Materials and Agribusiness experienced significant decline during and immediately following the 2008 recession and have been slow to recover. The vital role of Manufacturing in Delaware's economy has been replaced in recent years by dramatic growth in the Business and Financial Services sector.

Delaware's historic reputation as a corporate haven with low corporate taxes and business-friendly corporation laws has favored business growth. Passage of the Financial Center Development Act in 1981 paved the way for significant new growth in banking services. Delaware is now home to 2,000 finance companies, including some of the nation's largest financial services, banking, and insurance companies that employ more than 36,000 people. Most of these businesses are located in New Castle County, outside of Wilmington. [endnote 3] (SP&S p. 2)

Other sectors, once relatively minor players, are now major contributors to Delaware's economy, including Healthcare and Life Sciences and Leisure and Hospitality. [endnote 4] (CEDS p3, 11) The majority of the state's job growth in recent years has occurred in the sectors of Education and Healthcare, Hospitality and Leisure, and Government. [endnote 5] (CEDS p7)

The six core business sectors cited by the Delaware Economic Development Office are listed below along with the percentage of their performance in relation to both employment and the amount of payroll as a proportion of their combined total. [endnote 6] (CEDS p12-17)

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<u>Business Sector</u>	<u>Employment</u>	<u>Payroll</u>
Business and Financial Services	39%	58%
Healthcare and Life Sciences	29%	29%
Leisure and Hospitality	24%	8%
Chemicals and Advanced Material	2%	3%
Agribusiness	6%	1%
Aerospace and Aviation	1%	1%

Of note is that the Business and Financial Services sector has both the highest percentage of employment in the state as well as a substantially higher payroll contributing to the state's economic vitality.

By comparison, the Leisure and Hospitality and the Agribusiness sectors have lower percentages of the state's payroll than the percentage of employment they represent. The Chemical and Advanced Materials sector, historic to Delaware, is today relatively low in percentage of both employment and payroll.

### **The Economy and Historic Preservation**

With particular focus on its six core business sectors, Delaware has prepared a comprehensive economic development strategy that outlines statewide strategies and goals. An annual report is prepared each year discussing progress made in each area. [endnote 7] (CEDS, September 2016)

Two goals identified in the state's economic development strategy are directly related to

historic preservation and community character:

- Preserve critical state assets supporting economic development while enhancing the state's quality of life. (Strategy I, Goal III)
- Enhance Delaware as a visitor destination and expand the economic impact of tourism. (Strategy 2, Goal II)

Quality of life is a key factor in maintaining and attracting both businesses and a talented workforce, as explicitly stated in both state and county economic development strategies. The state's 2016 annual report on the economy specifically cites the importance of community development programs that relate to historic preservation and community character. Other state programs contribute to the quality of life as it relates to economic strategy as well.

*Delaware's historic preservation program needs to fully establish its interests and values within these and related programs.*

The decline of Delaware's Manufacturing sector has had particular ramifications for historic preservation both in terms of the historic manufacturing sites that are now abandoned and possible for reuse and in the decline in the communities to which they were related. Additionally, environmental legacy issues related to contamination and cleanup affect these areas.

As an important component of the Leisure and Hospitality sector, tourism is among Delaware's core business areas and is generally assessed through its impact on accommodations and food services.

**Heritage tourism** is an important component of tourism and is closely related to Delaware's quality of life. Visitors to Delaware seek the authentic experiences provided by historic sites and attractions as well as within

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Delaware’s historic communities and cultural landscapes. Historic communities are not only attractions in and of themselves, they are also where the most desirable restaurants, lodging, and shops are located.

*Delaware’s historic landscapes, communities, and attractions are vital to the state’s quality of life and visitor destination economic development strategies.*

**Agribusiness** is among the state’s six core businesses and is dominant in more rural Kent and Sussex Counties. A healthy agricultural economy is important in preserving the rural agricultural landscape and its associated historic landscape, buildings, and archeological resources.

Delaware’s economic strategy focuses on continuing to support and strengthen the Agri-business sector, which should also be a focus of the historic preservation program.

## Demographic Trends and Land Development

Demographic trends in Delaware directly impact the levels of land development in the state’s three counties and the types of historic resources that affected by that development. The preservation approach and strategies presented in Chapters 6 and 7 of this plan are tailored to the trends outlined below for New Castle, Kent, and Sussex Counties.

Between 2002 and 2012, Delaware experienced population growth of 13.6%, higher than other states within the region. [endnote 8] (CED p6) Between 2010 and 2016, population growth increased 6.0%. (Census Quick Facts) [endnote 9]

Delaware’s racial make-up in July 2015 is broken down in the chart below (Census) [endnote 10]. As can be seen, the state’s population is predominantly White, with the largest percentage of White population in rural Sussex County.

African Americans make up larger proportions of the population in Delaware’s urban communities, both in Wilmington, as further noted below, as well as in historic urban centers in Sussex and Kent Counties. A number of these urban centers are economically distressed and are the focus of revitalization efforts impacting historic neighborhoods and resources.

There are two State-recognized American Indian communities in Delaware, the Nanticoke Indian Tribe centered in the Millsboro area of Sussex County and the Lenape Indian Tribe of Delaware centered in the Cheswold area of Kent County. For the 2010 Census, a “State Designated Tribal Statistical Area” (SDTSA) was established for each tribe. A SDTSA delineates where residences of tribal members are concentrated, as well as encompassing properties of importance to the tribe.

	Statewide	NC	Kent	Sussex
White	70.4%	66.6%	67.8%	82.5%
African American	22.4%	25.1%	25.5%	12.8%
Hispanic	9.0%	9.5%	7.0%	9.5%
Asian	3.9%	5.4%	2.3%	1.3%
Two or More Races	2.5%	2.4%	3.5%	2.1%
American Indian	0.7%	0.4%	0.7%	1.2%

Delaware’s population is growing older. By 2014, approximately 14.4% of Delaware’s population was 65 years old or older, and there had been a 67% population growth in the 55-plus category in the previous twenty years, more than 50% faster than the national average. [endnote 11] (CEDS p6) By July 2015, the population 65 years and older had increased to 17.0%. [endnote 12] (Census) Rural areas had older populations than more developed areas. The older population in

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Sussex County was 24.0% while Kent County was 16.0% and New Castle was 14.2%. The City of Wilmington had an 11.6% older population in 2010 (Census). [endnote 13]

Unlike many urban areas that have experienced decline in Manufacturing, Delaware's growing senior population is due to an influx of new residents attracted by the state's high quality of life and relatively low cost of living. [endnote 14] (CEDs p.5) Retirees benefit from the lack of sales and property taxes in Delaware and are less affected by the state's relatively high individual income tax. These new residents add to the economic vitality of the state, spending on goods and services and investing themselves in local communities.

*Historic preservation and community character contribute to the sense of place valued by these older residents.*

The Delaware Office of State Planning Coordination's 2015 Delaware Strategies for State Policies and Spending recognizes the economic and demographic trends noted above and that Delaware's population will continue to grow in coming years. Through planning and programs, the state seeks to influence the form and location of new development, favoring concentration of new growth in areas with appropriate infrastructure and discouraging development across the broader landscape.

New growth is encouraged to occur primarily adjacent to existing older and historic communities. Tighter, more compact complete communities are encouraged over larger suburban large-lot development. These considerations recognize emerging demographic changes resulting in a shift in the demand for style and types of housing: [endnote 15] (SP&S p12)

- Households are getting smaller as adults remain single for longer and there are more couples with fewer children;
- Households are getting older, and aging populations favor downsizing and locations near community amenities;
- Younger adults have a preference for living in community settings;
- There is an increasing desire to live in compact, walkable neighborhoods;
- There is an increase in demand for rental housing;
- Housing trends show an increase in desire for smaller, more affordable single-family homes and townhouses.

The Office of State Planning Coordination has analyzed development trends from 2010 through 2015 by tracking development application approvals and building permits by county, municipality, and land use designations. In general, applications show the location and level of potential future development, while building permits show the location and level of actual new construction. Through this analysis, the effectiveness of state land use planning policies can in part be ascertained. [endnote 16] (Appendix A of the 2016 Report on State Planning Issues)

Between 2008 and 2015 Delaware saw a marked decline in approved residential development applications following the economic downturn. Since 2008 the number of applications has trended steadily downward, with a slight increase in 2015. [endnote 17] (2016 A20)

Based on building permits, however, the state has seen a more gradual dip following the recession and a recovery starting in 2012 and accelerating thereafter. The difference may be attributed to the more speculative nature of development applications relative to building permits, with the latter being more reflective of the actual status of the housing market

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statewide. [endnote 18] (2016 A20)  
Development characteristics and trends have varied by location.

**New Castle County** has the largest population in the state (58.5%) and has had the lowest population increase since 2010 (3.4%). New Castle County, bridging the divide between the Piedmont Uplands and Coastal Plain, is the historic home of Delaware's chemical and manufacturing sectors. It is also the location of the economically active Route 95 transportation corridor.

New Castle County leads the state in total employment (70.5%) and annual payroll (79.4%). [endnote 19] (Census 2014) The county's historic manufacturing base has been replaced by a robust financial services sector, which has the highest annual payroll in the state by far.

The county's health sector has grown dramatically as well, perhaps an indicator of the desirability of Delaware for retirees. The health sector now leads the county in number of people employed.

New Castle County's affluence drives interest in the county as a good place to live. Quality of life is recognized as important in attracting and keeping a professional workforce as well as affluent retirees.

New Castle County leads the state in new development activity. Between 2010 and 2015, the county had 53% of the approved applications for residential development within the state. However, new applications decreased dramatically after 2012. [endnote 20] (2016 A2)

In contrast, building permits making use of those approvals have increased since 2012. Since 2010 building permits in New Castle County have accounted for 30% of permits

statewide. [endnote 21] (2016 A7) Because of the number and range of types of historic resources in New Castle County, ongoing new development is an important issue in its impact on historic resources countywide.

**The City of Wilmington**, unlike most other communities in the state, is subject to serious urban stress. The decline of manufacturing over the past fifty years has had a devastating impact upon the city, similar to the experiences of other industrial centers of the Northeast and Midwest.

Today, Wilmington's population is predominantly minority – 58% Black and 12.4% Hispanic, both the highest percentages for any community in the state. Overall, the city's population has declined between 2000 and 2013. Between 2010 and 2015, however, the city's population increased by 1.5%, a positive trend, though the lowest in the state.

Wilmington has a low median household income that is divided along racial and geographic lines. The city's Black population has a 30% poverty rate, 16.4% unemployment rate, and only 12% are college educated. [endnote 22]

Employment in Wilmington is led by the finance/insurance and professional/technical sectors (39%), two of the highest paying sectors in the economy. Yet only 15% of city jobs are held by city residents; 73% of employed city residents work outside of the city. [endnote 23] (2014 SWOT p4)

Since 2010, Wilmington has had a low number of new residential development applications, as might be expected of a community with a large existing housing stock. Building permits have increased since 2013. [endnote 24] (2016 A3, A7) The city has a large number of historic residential neighborhoods from all periods of the state's development. Many, however, are in need of revitalization.

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Wilmington has long experience in historic preservation and manages twelve designated historic districts. A recent Downtown Development District initiative is intended to have a transformative effect on the city center, including adjacent historic neighborhoods.

**Kent County** has 18.3% of Delaware's population and has grown 6.9% since 2010, median for the state. The state capital of Dover is located in the heart of the county and generates much of the county's development activity.

State government is the largest employer in Kent County, which provides a stable base but is not considered a growth sector. Government accounts for 29.1% of the county employment. The county's total employment accounts for 12.6% of statewide employment but only 9.1% of the state's annual payroll. [endnote 25] (Census)

In part this discrepancy in employment and payroll is due to the county's agricultural sector, which is strong but which has low pay rates. Kent County is characterized as largely agricultural land dotted with historic communities of varying size, the largest of which is Dover. The county includes 34% of Delaware's agricultural lands and has a strong agricultural land preservation program that has made creative use of transfer of development rights as well as state and federal incentives.

Most of the non-marsh land east of the Route 1/Route 13 corridor in Kent County has been preserved in agricultural use. West of the corridor, widespread suburban development has occurred within the agricultural landscape around Dover.

Kent County has seen a modest number of new residential development applications since 2010, with a pronounced uptick in 2015.

Most building permit activity has been in the county at large, as well as in Dover and Smyrna. [endnote 26] (2016 A3, A8)

**Sussex County** is also largely agricultural with historic communities located at strategic spots, usually at the navigable heads of rivers. Sussex County has 22.6% of Delaware's population and since 2010 has grown faster than any other area in the state, 9.4%.

The county's population is 82.5% White, the highest in the state, and its Black population is 12.8%, the lowest. Agriculture and tourism are the county's largest business sectors. The county includes 54% of the state's agricultural land and 72% of the state's agricultural products. [endnote 27]

Total employment is 16.1% of that in the state, while annual payroll is lower at 10.4%, attributable to relatively lower paying agricultural and tourism jobs.

Sussex County's continued growth is largely due to the influx of retirees to the beach communities along its southeastern shoreline. These beach communities are also the focus of its tourism industry.

In general, historic communities located along the eastern side of the county in proximity to the ocean, aside from the beach communities, attract development popular with retirees, are relatively affluent, and have been well-preserved, while communities along the western side have struggled economically.

This is evident in the pace of building permits that have been issued since 2010. However, much of the new development that has occurred (51%) has been outside of historic communities, a significant amount of which has been located west of the Inland Bays and along the Route 1 corridor. [endnote 28] (2016 A8) About 58% of this development is taking place in areas in which the state is

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discouraging new development, primarily agricultural lands. [endnote 29]

## Environmental Trends

Climate change is predicted to lead to increasingly rapid sea-level rise, more powerful and more frequent storm events, and more frequent and higher flooding. (See [Delaware Climate Change Impact Assessment, 2014](#); accessed 10/10/2017)

Delaware has been fortunate in its place in the Mid-Atlantic. Its tucked-in position has meant that hurricanes usually pass further out to sea, but even brushes by tropical storms may lead to record rainfalls and flood events. Hurricane Floyd in 1999 and Tropical Storm Henri in 2003 flooded many areas in New Castle County, and Hurricane Sandy in 2012 produced serious flooding along the coast and river systems throughout Delaware (<http://www.floodsafety.noaa.gov/states/de-flood.shtml>, accessed 10/16/2017).

**Hurricanes:** The last major hurricane to make a direct hit through Delaware was the Great October Gale of 1878, which washed out dikes and inundated lands all along the Delaware River and Bay. It had a surge wave estimated by the Delaware Geological Survey as ten feet or more when it hit the Delaware River shore from Collins Beach to Woodland Beach, wreaking the bayshore resorts. While no lives were lost in Delaware, eight died on the New Jersey side and another eight in Philadelphia, with more than 700 buildings destroyed there. (Schwartz, Rick, *Hurricanes and the Middle Atlantic States: a Surprising History from Jamestown to the Present*, 2007, p.76.)

Other kinds of storms, such as northeasters, also have caused significant damage and flooding in the past. Because northeasters are primarily a winter event, they can also lead to deadly cold, crippling snow falls, and power

outages; most recently, the January 2016 Blizzard led to flooding that in areas was worse than Sandy and one death in Delaware. (<https://en.wikipedia.org/wiki/Nor%27easter>, accessed 10/16/2017)

**Nor'easters:** The storm of 1962, known as the Ash Wednesday Storm, savaged the U.S. shoreline from Cape Hatteras to Long Island, and demolished Delaware's Atlantic beach communities. The damage was compounded by five exceptionally high tides in a row during the storm. (Schwartz, p. 334.) A documentary video, *The '62 Storm: Delaware's Shared Response*, is available on DVD through any Delaware public library.

Such storms could have a disproportionate effect on historic properties because many of Delaware's historic towns developed at landing sites and in coastal areas where the connection with the water was critical to their economies. These locations were also highly important to Native Americans, so numbers of archaeological sites from both prehistory and history could be affected by flooding and increased erosion. Because mills were established historically on streams all across Delaware, they are among the historic buildings that are most at risk of flood damage. The dams associated with them may fail in a storm event, leading to greater flooding downstream. Historic bridges are also at exceptional risk in these environments.

Other kinds of historic properties further inland can still be adversely affected by major rainfall and wind events. Older cemeteries often have large trees in them, and tree or limb falls can cause major damage to headstones and fencing. (<https://www.ncptt.nps.gov/blog/what-to-do-when-disaster-strikes-historic-cemeteries/>, accessed 10/6/2017)

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In this next planning cycle, it is important to look at options for historic properties that are especially at risk from increased storms and flooding. It is also important for preservationists to be part of the conversation about approaches to resiliency, mitigation, and protection proposed by local and state governments. (See [Climate Action in Delaware: 2016 Progress Report](#), for information on state programs and state planning for climate action).

Certain kinds of actions may be very damaging to historic properties. For example, raising historic buildings above their normal height changes their relationship to their setting, and may lead to them being determined ineligible for the National Register or losing their National Register status. Proposals to re-create freshwater marshes inland to enhance that habitat, now being threatened by salt-water intrusion, may destroy significant historic agricultural landscapes and archaeological sites.

It is important to remember that regional differences in historic building construction were based on climate. Many of Delaware's historic buildings and structures were constructed when winters were substantially colder, especially during the nineteenth century. Threats to them may be more evident from increasing heat and humidity, leading to greater incidents of mold. Even with warming, there will be very cold periods that can lead to freeze-thaw cycles that threaten spalling of brick and stone buildings, grave markers, bridge foundations, and other types of masonry.

So storm disasters, with warming ocean temperatures and rising sea levels, plus greater humidity and more and longer heat events, are

predicted to be even more of a factor in Delaware's future. Several Delaware communities, including Lewes, Fenwick Island, South Bethany, Frederica, Little Creek, Leipsic, and Milford, have already incorporated climate change issues or are adding sections on climate change to their comprehensive plans. Most of these communities have collections of historic buildings and structures that contribute to the locale's character, and are looking for ways to improve their resiliency. Interestingly, only about 20% of the respondents to the plan survey rated climate change and sea level rise as an important threat to historic properties; respondents were more concerned about neglect and development as the major threats. The challenge for preservationists, communities, and environmental planners, then, will be to find a balance between the needs of the community or ecosystem, the concerns of its citizens, and the appropriate treatment or protection of historic properties.

As part of the process of preparing for hazards and building resilient communities, SHPO staff are now part of the planning team for DEMA's All-Hazards Mitigation Plan and are talking with DNREC's Division of Climate and Energy about their programs. In addition, preservationists should carefully consider the National Park Service **Cultural Resources Climate Change Strategy** (2016; [https://www.nature.nps.gov/climatechange/docs/NPS\\_CCRS.pdf](https://www.nature.nps.gov/climatechange/docs/NPS_CCRS.pdf)) and see where its goals and actions intersect with Delaware's particular landscape, property types, and preservation needs.

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## 4. PRESERVATION PARTNERS AND PROGRAMS

The preservation community in Delaware includes partners and stakeholders at the federal, state, county, and local levels. Beyond the traditional preservation community, a variety of state agencies manage programs that can affect historic resources and should be considered an important part of the statewide preservation plan. The full range of Delaware's preservation structure and programming are briefly outlined below.

### **Delaware's State Historic Preservation Office**

The Delaware State Historic Preservation Office (SHPO) is the foundation for historic preservation programming in the state. Part of the Division of Historical and Cultural Affairs, the SHPO manages federally funded historic preservation programs and connects state government to the federal level through the National Park Service.

Key programs managed by the SHPO include the state historic resources inventory, National Register of Historic Places, Certified Local Government program, state and federal historic preservation tax credit programs, technical assistance to communities and partners, and environmental reviews for federally-funded, permitted, and licensed projects, as well as technical assistance reviews of development projects through the Preliminary Land Use Service. The SHPO also assists the Department of State in carrying out its responsibilities under state law managing the state's boundary monuments, protecting archaeological sites on state lands, discoveries of unmarked burials.

Each year, the SHPO prepares an overview of activities and accomplishments, which is made available on the office's website. The overview summarizes the status of the SHPO's various programs.

Delaware's historic resource inventory is an important resource for all of the state's preservation partners and stakeholders. The inventory is available through the Cultural and Historic Resources Information System (CHRIS), a web-based geographic information mapping system. Some data in CHRIS are considered sensitive and are password-protected. Resent work to digitize survey information, map historic resource locations into CHRIS, and the addition of new layers will greatly enhance the kinds of information available online.

### Snapshot of Certain SHPO Program Statistics

- 706 nominations listed in the National Register of Historic Places
- 14 properties recognized as National Historic Landmarks
- 208 historic properties rehabbed through the State Historic Preservation Tax Credit program, leveraging over \$277 million in investment (SFY 2017)
- 7 communities participating in the Certified Local Government Program
- 18,600+ reviews of projects, plans and ordinances for effects on historic properties

[NOTE: much of the following information on state agencies and programs was taken directly from their respective websites, and those sources are extensively quoted.]

### **Delaware Division of Historical and Cultural Affairs**

The Division of Historical and Cultural Affairs is the state's history organization (HCA). Its staff members are leaders in research, collections management, and stewardship related to Delaware history and historic places. Their work is an important

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means through which residents are encouraged to appreciate the places in which they live.

The SHPO is a part of this division. In addition, HCA includes 5 other teams that work to “Save Delaware History,” operating 5 museums and a conference center, managing the states historic and archaeological collections, maintaining the division’s own historic properties, enhancing the horticultural features of those properties, and providing fiscal oversight of the agency’s operations.

The division employs a Cultural Asset Management Program to assist in prioritizing projects for its properties, working with OMB’s Facilities Management and consulting firms. HCA also works with a number of affiliates and partners to operate other historic sites, develop exhibits, and interpret Delaware history.

HCA recently achieved an important milestone, accreditation by the American Alliance of Museums’ of Delaware’s state-museum system. This is the highest recognition afforded to museums in the United States.

In 2015, the division prepared a comprehensive Strategic Plan to define key objectives for a 5-year period. These objectives fall under the following goals:

- Improving access to our collections, research, and historic places
- Creating and supporting an innovative learning environment
- Engaging audiences to strengthen our connections with Delaware residents, organizations, and visitors
- Enhancing the preservation and management of our historic properties and collections, and will share our knowledge, experience, and resources to inspire others to value and preserve their cultural assets

- Achieving excellence by developing a culture of collaboration and respect to optimize our management of organizational resources

The SHPO contributes to the development and implementation of HCA’s Strategic Plan. Elements within this historic preservation plan mirror or complement many of the overall objectives of the division. Likewise, HCA’s teams may be key partners in carrying out actions defined in this plan.

## **Delaware State Review Board for Historic Preservation**

The Federal-State partnership program for historic preservation requires that each State maintain a qualified State Review Board as the advisory body to the State Historic Preservation Officer.

Board members must have competence, interest, or knowledge in historic preservation. The majority, but not all, of the members must meet minimum professional requirements and represent certain professional disciplines in history, archaeology, and architecture.

The State Review Board has two main functions:

- The Board evaluates the historic significance of properties, hearing all nominations of properties to the National Register of Historic Places to determine if a property meets the criteria for listing. The Board advises the State Historic Preservation Officer of its recommendations.
- The Board provides professional advice to the SHPO on historic preservation matters, in general. The Board must approve the statewide historic preservation plan before it can be adopted as the public policy.

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## **Delaware's Office of State Planning Coordination**

The Office of State Planning Coordination (OSPC) reports to the Governor's Office and works to coordinate land use decisions between the state, county, and local levels in support of effective planning statewide.

Every five years, the OSPC updates a statewide land use plan, titled Delaware Strategies for State Policies and Spending. The Strategies identifies and maps five distinct landscape types or 'levels' across the state according to present and proposed future development and land use. It then summarizes the state's goals, policies, and strategies for these areas.

The Strategies for State Policies and Spending, discussed further in Chapter 5, provides a blueprint for future growth management in Delaware and is used as the basis for county and municipal comprehensive planning. The document identifies landscape areas intended for future growth as well as areas that are to remain rural or as conserved natural landscapes.

The document outlines state strategies to achieve those ends by limiting state-funded investment in infrastructure to targeted locations and through other programmatic means. It stipulates the roles of key state agencies in the plan's implementation. A report on the effectiveness of state land use planning is prepared by the OSPC each year. This state historic preservation plan is intended to be the historic preservation and community character component of the Strategies for State Policies and Spending.

In addition to preparing the Strategies, the OSPC provides technical planning assistance to counties and municipalities. It also reviews county and municipal comprehensive plans,

which are required to be periodically updated by state law.

The OSPC coordinates state review of large-scale development projects in counties and municipalities through its Preliminary Land Use Service (PLUS). The SHPO and other state agencies participate in PLUS reviews. Delaware has also established a Downtown Development Districts program managed through the OSPC to support local municipalities in downtown revitalization.

The program has proven popular and effective and in 2016 was expanded from three to twelve participating communities. Historic preservation is one of the criteria for consideration for the program, and the state's Historic Preservation Tax Credits can be used in concert with other incentives under the program. A companion program, the Neighborhood Building Blocks Fund, supports neighborhood revitalization.

The OSPC is a key partner in historic preservation planning in Delaware as a vehicle through which preservation values and approaches can be coordinated with and incorporated into other statewide planning and land use programs.

## **County and Municipal Planning**

Most historic preservation activity – both good and bad—plays out at the local level. County and municipal planning offices are essential partners in the structure of Delaware's preservation community. Appointed and volunteer boards and commissions play key roles in local government as well. Planning offices in New Castle, Kent, and Sussex Counties prepare county comprehensive plans and implement land development and growth management strategies in counties, outside of municipal boundaries. Planners in each county have a leading role in the identification and

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preservation of historic resources in growth management processes. Each county has its own regulatory approach to historic preservation, though limited staffing creates challenges in their implementation.

Each of Delaware's three counties is active in the conservation of agricultural and natural lands. Strong land conservation programs at the county level are important in the preservation of historic building, landscape, and archeological resources.

Much of the land development occurring in Delaware is located in and around existing municipalities. Towns are expanding their boundaries through annexation, often dramatically impacting historic resources. Some municipalities have professional planners on staff, but many do not. Volunteer planning, zoning, and other boards are important decision-makers in municipal growth management.

Most municipalities have some degree of local advocacy with respect to historic preservation. In some cases, local historic districts have been created. Six municipalities and one county currently participate in the SHPO's Certified Local Government program.

In other cases, historical commissions, advisory boards, ad hoc private groups, and individual residents provide important input to local governments on historic preservation issues. The professionalism, capacity, and effectiveness of these local volunteer entities varies from community to community.

The participation of local preservation advocates is central to the statewide preservation plan. Most would benefit from professional technical assistance. Inventory information on historic resources available through the SHPO is essential to proactive local planning as well as to the review of

proposed new development. Likewise, the state needs information these local advocates can offer about properties that are of significance to their own communities, and what they see as preservation priorities.

## **Other Statewide Partners**

A variety of non-governmental statewide partners could play important roles in historic preservation in Delaware.

**Preservation Delaware, Inc.** is Delaware's statewide non-profit advocacy organization. Statewide advocacy organizations are present in most states across the nation and play a key role in providing information, technical assistance, and support to preservationists in local communities. Because of their statewide view and reach, they can be effective advocates with legislators and agencies at the state level.

As an organization, Preservation Delaware has been largely inactive in statewide matters for several years. Current board members are exploring how to reform and re-energize it. Guidance and support in strategic planning is needed. The existence of an effective statewide advocacy organization is an important component in the structure of Delaware's preservation community.

The **Center for Historic Architecture and Design (CHAD)** is a research and public policy service center of the School of Public Policy and Administration at the University of Delaware. CHAD addresses issues related to historic preservation through research, planning, design, and advocacy. CHAD surveys and documents historic buildings and resources in Delaware in an effort to create a cumulative record of the state's architectural and cultural landscape. Since 1981, the program has documented more than 3,000 historic properties, mostly using student labor. CHAD

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also has a laboratory for analysis of material culture.

CHAD plays an important role in Delaware's preservation community not only through the documentation of resources but also through preservation training and education of up and coming historic preservation professionals and as an influence on public policy. Recently CHAD organized a preservation advocacy meeting to use the attention of high-profile demolitions of historic properties to galvanize and focus a preservation network for the state. Over 50 people attended.

Agencies, organizations, and private land owners have depended upon CHAD to help them research the significance of their properties.

**Delaware State University** offered a graduate degree in Historic Preservation and Museum Studies through its College of Arts, Humanities and Social Science. Although the program was deactivated in the fall of 2016, preservation coursework is still offered.

The mission of the **Delaware Historical Society** is to serve as "the statewide, non-profit organization that preserves, explores, shares and promotes Delaware history, heritage and culture to strengthen our community." HCA recently partnered with this organization and the Archaeological Society of Delaware to announce the findings of an important and rare 17th century archaeological site called Avery's Rest. The work at the site included analysis of colonial burials by the Smithsonian Institute. The site revealed a wealth of new information about some of Delaware's earliest colonial settlers. The partners are currently collaborating on presenting an exhibit to highlight the significance of this site.

**The Archaeological Society of Delaware** is a non-profit organization founded in 1933 by avocational and professional archaeologists to study and appreciate the archaeological heritage of Delaware and the surrounding region. It remains a vibrant group of professionals and volunteers whose mission includes educating the public about the archaeology of the state, and promoting interest and participation in archaeology and related activities.

In addition to conducting major investigations such as at the Avery's Rest site (noted above), the ASD also partners with agencies and organizations to conduct public programs. The work of this organization is vital to this aspect of historic preservation.

**Delaware Greenways** is a statewide non-profit organization focusing on trails, scenic byways, greenways, and landscape. Its projects connect and help revitalize communities and involve the preservation and interpretation of Delaware's natural and cultural landscapes.

Delaware Greenways is an advocate for community enhancement and quality of life. Delaware Wildlands, Inc. is a private non-profit land trust working to protect and restore Delaware's important natural areas. Since 1961, the organization has permanently protected 30,000 acres of land, mostly along Delaware's coastline and in the Great Cypress Swamp. While historic preservation is not within its stated mission, Delaware Wildlands plays an important role in the identification and protection of landscapes of statewide significance. Potential partnerships to protect landscapes of both natural and cultural significance may be explored through this preservation plan.

## **State Agencies and Programs**

A number of state agencies manage programs that impact Delaware's historic resources.

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Most of these agencies and programs listed below are referenced as suggested partners in carrying or supporting historic preservation goals and strategies outlined in this plan.

Several of Delaware's state agencies have preservation professionals on-staff to address issues with respect to historic resources under their agency's purview. They include the Department of Transportation (DelDOT), Department of Natural Resources and Environmental Control (DNREC). These professionals constitute a core group that presently communicates across agency lines in support of each other and historic preservation practices statewide. Continued communication and coordination is important to the preservation plan.

For several years, the SHPO has convened these preservation professionals along with representatives of other statewide and county partners as a **Working Group** to discuss statewide preservation issues. Creation of the Working Group was a proposed action outlined in the 2012 Statewide Historic Preservation Plan, and the group has met periodically to review progress in implementation of the plan. The Working Group met in April 2017 to provide input on preparation of the current statewide plan, and was invited to review and comment on the initial draft.

Delaware state agencies and programs that impact historic resources include the following.

Up until 2017, the **Delaware Economic Development Office (DEDO)** was the state's leading economic development organization and, formerly housed within the Governor's office. The agency is being restructured as a public private partnership, as the State of Delaware reinvents its approach to economic development. The new Division of Small

Business, Development and Tourism, within the Department of State, is responsible for carrying certain former DEDO roles. For the purposes of the preservation plan, this document will continue to use the term DEDO.

DEDO has been responsible for supporting and promoting existing business, attracting new business and investment, promoting and developing tourism, and improving employment opportunities for Delaware residents.

Every five years DEDO updates the state's economic development strategy, and each year the agency prepares a summary of progress in the strategy's implementation.

The latest Comprehensive Economic Development Strategy for the state was prepared in 2014. The document describes the core business sectors important to the state's economic health; reviews strengths and weaknesses in Delaware's economy; and outlines a vision, goals, and objectives to be implemented over the life of the plan.

Delaware's Comprehensive Economic Development Strategy is an important document, and this historic preservation plan seeks to identify the interaction between the state's economic policies and historic communities, landscapes, and resources.

Perhaps most importantly, the economic strategy recognizes that many of Delaware's businesses, professionals, and skilled workers choose to be in the state because of its quality of life, including the character of its communities and its natural and historic landscapes. Historic preservation and cultural landscape values and practices contribute significantly to Delaware's quality of life and support the state economic strategy.

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Core business sectors important to the state include:

- Business and Financial Services – which are focused in New Castle County, have the highest employment, and have the highest level of income;
- Agri-business – which is historically significant, focused in Kent and Sussex Counties, and vital to their character and economies;
- Healthcare and Life Sciences – which is the fastest growing sector and serves Delaware’s growing population of retirees; and
- Leisure and Hospitality – which includes both the state’s beach communities and the state’s cultural, historic, and natural amenities.

Historic preservation plays a role in each of these business sectors.

**Downtown Delaware** is a downtown revitalization resource center for Delaware communities which had been housed within DEDO and is now part of the Division of Small Business, Development, and Tourism. The office is affiliated with the nationwide Main Street America Coordinating Program and assists participating communities in implementing the Main Street Four-Step Program for downtown revitalization. Six Delaware municipalities are fully accredited Main Street communities participating in Downtown Delaware’s programs. Ten additional communities are Commercial District Affiliates and are eligible for basic mentoring and support.

Downtown Delaware’s Main Street program includes the preservation and rehabilitation of historic downtown buildings and streetscapes as a primary strategy in downtown revitalization. The program is important to the goals of this preservation plan. With a very small staff, Downtown Delaware would benefit from stronger partnerships with the

SHPO and OSPC in providing technical planning assistance to municipalities.

The **Delaware Department of Transportation (DelDOT)** plans and constructs Delaware’s road and highway network in partnership with the federal government. DelDOT employs a staff of cultural resource professionals that, in consultation with SHPO, assess the effects of transportation projects on historic building, landscape, and archeological resources.

DelDOT’s cultural resource staff is an important statewide partner. In addition to identifying and addressing the impacts of transportation programs, their work significantly contributes to the state inventory of historic resources and National Register listings, provides historic contexts for resource types within the state, and is a source for archeological investigation and information. Their work is recognized as an important component of this preservation plan even though it is limited in scope to activities directly related to specific transportation projects.

Within DelDOT’s Planning Division, the state’s Delaware Byways program has been used by communities and non-profit organizations to recognize historic and scenic road corridors and to implement programs for their preservation and appropriate treatment.

The Delaware Byways program supports the preservation of historic landscape character and resources. It is also a heritage tourism venue, supporting the local and regional economy while educating visitors and residents about Delaware history and resources.

Delaware’s **Department of Natural Resources and Environmental Control (DNREC)** is comprised of offices and divisions addressing environmental protection, natural resources, energy and climate, and other landscape

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related programs. Because of their direct relationship to Delaware's natural and cultural landscapes, DNREC programs are important in the recognition and treatment of historic landscape resources.

Perhaps most important to the efforts of this plan is the Division of Parks and Recreation, also known as **Delaware State Parks**. This agency protects and maintains sixteen state parks and related preserves and greenways totaling more than 25,000 acres. The Division administers the state's land protection programs as well as its Greenways programs. These programs contribute substantially to the preservation of historic and cultural landscapes.

The Division of Parks and Recreation employs a staff of preservation professionals that address issues associated with historic and archeological resources on DNREC lands. While focused primarily within their own Division, staff members are also made available to assist other DNREC offices and divisions as well, and they provide assistance to the broader community when possible.

State Parks operates the Time Travelers program to engage the public in archaeology, and recently developed a new program to highlight Native American technology and culture.

In addition to working to preserve historic landscape resources, Division parks, preserves, and greenways are sources of interpretive programming for visitors and residents. Among their important activities is the provision of educational programming for student groups brought to their sites by school districts. Their programming tends to focus on interpretation of natural resources. However, they have the potential to better link natural and historic interpretive themes for the education of residents and visitors statewide.

Since 2016, **First State Heritage Park** has partnered with many agencies and organizations to present the Arts, Culture and Heritage Field Days program for 4th graders. This program was initiated as a result of planning for Preservation50 events, and continues to focus on various aspects of preservation. HCA and SHPO participate in this annual program.

DNREC's Sustainable Planning Section within the Office of Energy and Climate provides land use planning and development expertise focused on the long-term livability of Delaware's communities through environmental protection and the wise use of natural resources. The Section leads the state's climate change initiative. It also participates with OPSC and the SHPO in reviewing large-scale development projects statewide through the PLUS process.

DNREC's Statewide Comprehensive Outdoor Recreation Plan and Wildlife Action Plan, both prepared in response to requirements for federal funding, should be reviewed for potential intersections with this preservation plan.

**The Delaware Department of Agriculture** (DDA) is a key agency in support of the agricultural industry. A strong agricultural business sector helps preserve the state's agricultural landscape which often includes associated historic and archeological resources. The Department of Agriculture administers an active agricultural land preservation program through its Planning Section. The program has two major components, Agricultural Preservation Districts and Agricultural Conservation Easements.

Agricultural Preservation Districts are created through voluntary agreements with farm owners in which they agree to continue using

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their land for agriculture for a minimum of ten years. Agricultural Conservation Easements involve the purchase of development rights by the state Aglands Foundation, permanently preserving the land in agricultural use. Participation by a farm in a Preservation District is a preliminary step to being selected for the purchase of easements.

Sussex and Kent Counties have been strong partners with the DDA in farmland preservation. The transfer of development rights has been an important county-level mechanism in combination with the state program. The amount of money available each year for the purchase of agricultural easements varies depending upon the state budget, which in recent years has been lean.

In the past, the easement program included the documentation of historic farms receiving easements. The documentation was undertaken by CHAD with DDA funding and included an end-of-year report summarizing its findings. This documentation has contributed to the body of knowledge about historic Delaware farms, but it is no longer being undertaken due to funding.

DDA also manages a Century Farm Program honoring Delaware families who have farmed the same land for one hundred years or longer. This program helps recognize the presence, character, and use of historic farms.

DDA supports the preparation of county comprehensive plans with strong agricultural components and provides technical planning assistance to counties and municipalities when possible. The department participates with OSPC and SHPO in the review of large-scale development proposals through the PLUS program.

The **Department of State** is home to several agencies relevant to the historic preservation

plan. These include the Division of Historical and Cultural Affairs in which the SHPO is located, as discussed above.

Also within this Department, **the Delaware Public Archives** is one of the oldest public archives in the country. Its mission is to identify, collect, and preserve the state's public records; ensure access to the records for present and future generations; and advise and educate in the creation, management, and preservation of public records. The archive is an important resource for research, education, and interpretation of Delaware history.

SHPO often partners with the Archives to conduct workshops for property owners researching information to support National Register nominations. The Archives is also frequented by consultants and agencies conducting cultural resource surveys in advance of construction projects, in accordance with federal preservation law.

The Archives also houses the Historic Marker program. Individuals and organizations work with lawmakers to have markers placed at historically significant locations and sites across the state.

The **Delaware Heritage Commission's** mission is the celebration of Delaware's history and heritage. The Commission works closely with sister organizations within the Department of State and fulfills its mission by publishing books on Delaware history, providing grants to individuals and organizations, hosting special events, collecting oral histories, and providing outreach services to organizations and individuals. The Heritage Commission's work helps implement the educational goals of the state historic preservation plan.

The **Delaware Division of the Arts** is cultivates and supports the arts to enhance the

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quality of life for all Delawareans. Together with its advisory body, the Delaware State Arts Council, the Division administers grants and programs that support arts programming, educate the public, increase awareness of the arts, and seeks to integrate the arts into all facets of Delaware life.

Coordination of heritage programming and interpretation with the arts is a means through which the public can be engaged in a creative and memorable way. The arts have particular relevance for community interpretation in outdoor public spaces. Historically themed public art can significantly enhance downtown revitalization areas, neighborhoods, parks, and trail and byway corridors.

The state **Office of Tourism** is now part of the part of the new Division of Small Business, Development, and Tourism, within the Department of State. This office is also important to public interpretation in Delaware and works in coordination with county and municipal tourism offices. The Office of

Tourism plays a central role in promoting the Delaware's museums, parks, historic sites, and communities to visitors and residents.

The organization, presentation, themes, and graphic identity of its promotion set the stage for the public's perception of Delaware's stories and for their expectations for visitor experience. Any statewide coordination of interpretation and storytelling among historic communities and sites should work closely with the Office of Tourism's statewide presentation.

**The Department of Education** plays a vital role in public history through its curriculum and state learning standards for students. Most museums, historic sites, and interpretive venues craft their presentations in accordance with the state's learning standards to make it possible for teachers and students to use their

sites and stories for place-based educational experiences.

The importance of reaching out to Delaware's students is underscored in the state preservation plan. Providing an appreciation of history; civics; and the relationships of historic resources to community, landscape, and natural resources are among the educational goals of the plan. Working closely with educators is essential to fulfilling the preservation plan's educational mission. SHPO recently engaged with this Department concerning historic school buildings still in use. Further collaboration is planned.

**The Delaware State Housing Authority** (DSHA) helps provide quality, affordable housing opportunities and appropriate support services to low- and moderate-income Delawareans. Though listed last in this chapter, its work is at the core of historic preservation issues in Delaware communities. Much of DSHA's housing is located in older and historic neighborhoods and contributes to the character and economic health of historic communities.

The DSHA manages its own housing and services but also supports the work of other housing organizations, many of which are non-profits, by providing loans and grants. DSHA administers Delaware's HOME and Community Development Block Grant (CDBG) funding programs offered through HUD. These programs provide funds for affordable housing and infrastructure improvements, often in older, historic low-income neighborhoods and communities. DSHA programs are important to community revitalization initiatives in urban areas.

**Delaware Emergency Management Agency**  
The Delaware Emergency Management Agency (DEMA) is "the lead state agency for coordination of comprehensive emergency

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preparedness, training, response, recovery and mitigation services in order to save lives, protect Delaware's economic base and reduce the impact of emergencies.”  
(<http://dema.delaware.gov/aboutagency.shtml>; accessed 10/6/17)

Among other responsibilities, DEMA is the lead agency charged with producing the statewide hazard mitigation plan required by the Federal Emergency Management Agency (FEMA) and has pulled together a comprehensive team from a wide range of state and local agencies, as well as representatives from FEMA, USGS, the Delaware National Guard, and the University of Delaware, to develop background information, define issues, and formulate goals and actions for the next plan.

DEMA has ambitiously set the goal of developing an all-hazards mitigation plan. Staff of the State Historic Preservation Office are part of this committee to provide insights

into how natural and manmade disasters can affect historic properties.

## **Conclusion**

The state agencies and other partners and stakeholders listed above are those that are most central to the goals and strategies of the statewide historic preservation plan. The activities that these entities undertake in the normal course of their work could help implement aspects of the plan.

In many cases, no alteration of their normal activities is required for implementation of the plan beyond communication and coordination. In some cases slight modifications to the plans could increase their effectiveness in preserving historic resources.

The specific means through which these entities may contribute to the State Historic Preservation Plan are noted in Chapter 7, which outlines proposed goals, strategies and actions for the next 5 years.

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## 5. THE PLANNING PROCESS

Preparation of this updated Delaware State Historic Preservation Plan was undertaken from December 2016 through May 2018. During that period, significant consultation was undertaken with stakeholders and interested citizens at the state, county, and local levels.

The planning process sought to identify issues important to those involved in community and landscape planning across the state. Input from stakeholder and public conversations shaped the development of every aspect of the plan. This preservation plan builds on the goals and strategies outlined in the 2013 State Historic Preservation Plan, broadening their range and deepening the involvement of potential partners.

### **Background Research and SHPO Conversations**

The planning process began in early December 2016 with background research and a series of conversations between SHPO staff and the consultant team retained to assist in the planning, Heritage Strategies, LLC in association with Commonwealth Heritage Group, Inc.

The team reviewed the goals and strategies of the 2013 preservation plan and the challenges and accomplishments involved in its implementation over the past five years. The status of historic preservation and the network of stakeholders involved in preservation were discussed. Programs managed by the SHPO were reviewed to assess their effectiveness in supporting preservation at the county and local levels.

Some of the challenges identified in the 2013 plan were found to continue to be of issue.

Background research was undertaken to gather information on programs that impact

historic resources. Policy documents that should serve as foundations for the preservation plan were identified. Most significant were the state economic development strategy and state land use plan.

Demographic trends in Delaware since 2012 were reviewed as were trends in land development in communities across the state. Much of this information is summarized in chapter three of this plan, Economic, Demographic, Development and Environmental Trends. The information contributed to ongoing conversations with SHPO staff and to the introduction to discussions during community workshops.

### **Getting the Word Out**

A marketing campaign was begun to inform the public of the efforts being made for the new Preservation Plan. These included a feature article in the HCA e-newsletter, and posted information on a special section of the SHPO web page. Flyers advertising the community workshops and an online survey were given out at various events and emailed to stakeholders and partners throughout the state to redistribute to their networks. HCA sent out press releases on the workshops and online survey. At least one local paper picked up the story about the meeting in their distribution area. Information was also posted extensively by individuals involved in preservation through social media such as Facebook and Twitter.

### **Community Workshops**

In March 2017, a series of five community workshops were held across the state. Communities in which to hold the workshops

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were selected based not only on geographic location but also on demographic profile and types of preservation issues faced. Workshops were conducted in Laurel and Lewes in Sussex County, Dover in Kent County, and Middletown and Wilmington in New Castle County.

Most of those attending the workshops were residents of local and surrounding communities involved in historic preservation activities. A number of county and local planners attended as well. Participants expressed a distinct need for continued and increasing support for local historic preservation initiatives from the county and state levels.

Among the key issues raised were:

- Countywide interests such as economic development, land development, and transportation needs tend to overwhelm historic preservation issues;
- Challenges are felt by local communities in efforts to revitalize – underscoring the importance of state level programs and support;
- Volunteers are in limited supply in local communities – the same people are always relied upon and become overwhelmed;
- Economic challenges are felt by some homeowners in historic neighborhoods, who find they are not able to take appropriate care of their properties;
- New development increases costs for older residents with limited incomes;
- Poor maintenance of rental properties, often with absentee landlords, affects entire neighborhoods;
- Loss of historic buildings and landscapes to new large-scale development is accepted as part of growth and economic development;
- Homeowners need access to information to help them understand how to properly care for their historic buildings;
- The state generally lacks a sufficient number of local craftsmen with knowledge about and experience with historic buildings;
- The public generally recognizes the importance of cultivating community leaders and local officials for the success of preservation initiatives.

The conversations conducted at community workshops played an important role in shaping the goals, strategies, and priorities of the preservation plan.

## Online Survey

From March through June, the SHPO conducted an online survey on historic preservation that was broadly publicized at the state and local levels.

In the effort to reach a wider audience, HCA/SHPO created an electronic survey that posed a series of questions related to historic preservation in Delaware. This included a number of questions on what historic preservation means to the respondents and how they feel about Delaware's historic places, and the best strategies and tools to address issues affecting these places.

## Challenges or threats to preservation in Delaware identified by respondents were:

- Lack of financial incentives and economic tools.
- Need for preservation education
- Need for training in preservation field
- Need for public understanding about the importance of preservation values.

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## **Respondents gave strong agreement with the following statements:**

- Preserving Delaware's historic places provides a sense of place in our communities and adds to our quality of life.
- With appropriate planning, historic preservation and economic growth are compatible goals.
- Archaeology is important to understanding our past.
- Restoring historic buildings and protecting historic neighborhoods is environmentally responsible.
- Historic museums and heritage tourism are important in Delaware's economy.
- When I have visitors, I take them to visit historic places in my community.
- Historic places are important in educating children about our past.
- Government has an important role in preserving the state's heritage.

## **Targeted Outreach to Organizations**

To broaden outreach for the plan, SHPO staff met directly with various organizations to introduce the preservation planning process and gather ideas. Outreach included history and preservation-related groups (e.g., the Lewes Historical Society; Delaware Underground Railroad Coalition), but also a senior center, a masonic lodge, representatives of historic religious institutions, and a committee focused on regional tourism issues in Sussex County.

## **Consultation with Stakeholders**

In early February 2017, a list of fifty-two stakeholders related to historic preservation was assembled by the SHPO. The list included individuals from all levels of government, non-profits, and the private sector with experience in historic preservation and related issues in Delaware.

Over the course of the next three months, the planning team selected 19 stakeholders to individually interview on topics related to the preservation plan. Another twelve from the stakeholder list participated in community and partner workshops.

Stakeholder interviews were important in providing details on the ways in which current programs have been working in Delaware with respect to historic preservation. The need to acknowledge and work through the limited capacity and funding of agencies, organizations, and programs was a recurring theme. Specific ways to support, modify, and adapt existing programs were discussed and incorporated into the preservation plan.

The SHPO also reached out to Indian Tribes during the stakeholder interview process. Staff spoke with representatives of the Delaware Tribe of Indians and Delaware Nation, two federally recognized tribes in Oklahoma who have known interests and concerns in the State of Delaware. Both emphasized the importance of recognizing and honoring the sovereign government status of their tribes.

SHPO staff were able to meet directly with leadership of the two state recognized tribes, the Nanticoke Tribe in Sussex County and the Lenape Indian Tribe of Delaware in Kent County.

Among other issues and concerns, all of these entities noted the need for more information about state laws and policies that protect cultural resources. The state-recognized tribes also expressed the importance of learning more about what kind of information the state holds, and how that information can be accessed.

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## **Historic Preservation Plan Working Group**

In late April 2017, a special meeting of the Historic Preservation Plan Working Group was convened to discuss findings and approach and to develop draft goals and recommendations.

Establishment of the Historic Preservation Working Group was a recommendation of the 2013 preservation plan, and starting in 2015 the Working Group has been convening once or twice each year to review historic preservation issues and initiatives.

The Working Group comprises planning and preservation professionals from Delaware's three counties and several state agencies, including SHPO, DNREC, DelDOT, DSHA, and the Department of Agriculture. Representatives of the academic community including the University of Delaware's Center for Historic Architecture and Design and Delaware State University also participated.

An overview of the planning process, findings, and public and stakeholder input was presented to the Working Group. Recommendations of the 2013 preservation plan were reviewed along with key issues and trends.

A draft vision statement and planning principles for the 2018 preservation plan were reviewed and discussed. An outline of a proposed structure for the 2017 plan with draft goals was presented, reviewed, and modified. A comprehensive discussion ensued laying out the concepts and approach for preparation of the draft preservation plan.

## **Outline and Draft Plans**

From May through July, draft chapters of the preservation plan were prepared and reviewed

by SHPO staff. The format of the draft plan follows that of the 2013 plan, building on its goals and strategies. Key differences include a broadening of the topics and issues addressed and the inclusion of the programs of other state agencies as part of a statewide approach to preservation.

A primary focus of the draft plan was strengthening support for county and municipal planning and grassroots preservation initiatives, as expressed during the community workshops. Work then ensued to compile additional data, refine the goals, strategies and actions, and prepare a draft for distribution and comment.

In April 2018, the Draft Preservation Plan was made available to stakeholders, community participants, and the general public for review and comment. Copies of the draft plan were provided to members of the State Review Board for Historic Preservation for comment, many of whose members were also on the list of stakeholders involved earlier in the planning process.

## **Final State Historic Preservation Plan** [PENDING]

Upon receipt of comments on the Draft Preservation Plan, revisions were made and a final 2018-2022 Delaware State Historic Preservation Plan was prepared. The final preservation plan was provided to the Office of State Planning Coordination for approval. The plan in its entirety was then sent to the National Park Service for review and approval.

The final step was the State Review Board's formal adoption of the plan in [anticipated June 2018].

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## **6. PRESERVATION APPROACH**

Through consultation with partners and stakeholders across the state, a vision for the role of historic preservation in Delaware was developed. This vision conveys how we think about historic resources and the contribution they make to our communities and our lives, and reflects our hopes for preservation outcomes in the future. It is the focus for the strategies and actions included in this preservation plan.

### **Vision Statement for Historic Preservation in Delaware:**

**Delaware's historic properties and landscapes are recognized as essential to community character and quality of life, and their preservation is supported by a network of public and private stakeholders working with common goals.**

### **Planning Principles**

Seven key principles are recognized as essential to the successful development and implementation of strategies aimed at achieving the statewide vision. These planning principles are based upon the role and structure of state government in Delaware, the relationships among state government, partners and stakeholders, and an understanding of the forces at play with respect to the recognition and appropriate treatment historic resources.

1. The State Historic Preservation Plan should have a statewide perspective, embracing all of the primary ways through which historic resources are impacted and include all of the partners and stakeholders that may play a part in the plan's implementation.

2. The plan should embed itself in existing state policies and programs, relating it to statewide policy, incorporating the programs of other agencies, increasing the potential for widespread implementation, and demonstrating how historic preservation interests are intrinsically relevant to the varied interests and activities of the state, its communities, and its residents.
3. Historic preservation considerations should be an integral part of all state strategies, policies, and programs.
4. The preservation plan should recognize and make use of as many tools as possible, not just those traditional to the historic preservation community.
5. The Delaware State Historic Preservation Office connects Delaware to the National Historic Preservation Program. Within the state, it monitors, encourages, and facilitates the roles of other partners and stakeholders. The SHPO works closely with other state level preservation professionals in DNREC and DelDOT.
6. State agencies are vehicles for statewide vision, coordination, incentives, and guidance through the many programs that impact landscape, community character, and quality of life.
7. The State Historic Preservation Plan will be implemented primarily at the grassroots, municipal, and county levels through ongoing programs and activities.

### **Approach to Historic Preservation in Statewide Planning**

Delaware's state land use plan, Delaware Strategies for State Policy and Spending,

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provides a blueprint for future growth management in the state and is used as the basis for county and municipal planning. Historic resources are found in every landscape and community in Delaware and should be taken into consideration in planning for growth and change wherever they are present.

This State Historic Preservation Plan should be viewed as the historic preservation and community character component of the Strategies for State Policies and Spending. The Strategies identifies five distinct land use areas across the state and refers to them as Investment Levels to describe state policies for program and funding support in each.

Investment Levels 1 through 3 are the areas where state policies are specifically aimed to support growth and economic development activities. Investment Level 4 is where state policies support agriculture, protection of natural resources, and open-space activities. The fifth level, termed Out-of-Play, includes landscape areas that are not appropriate for development. Primarily, these are lands conserved through conservation easements as well as other environmentally constrained lands.

Each of these land use areas or levels necessitates different approaches to the recognition and treatment of historic resources. General historic preservation approaches to each Investment Level are outlined below and should be the basis for planning and growth management practices across the state.

## **Delaware's Urban Landscapes - Investment Level 1**

Investment Level 1 areas include municipalities, towns, and urban/urbanizing places in counties throughout the state. They

include Delaware's urban cores and their immediate surrounding suburbs.

These are Delaware's most densely built-up landscapes. Within these areas, community character and identity are inextricably bound to the landscape's historic buildings and patterns of development.

In Investment Level 1 areas it is the state's intent to maintain and enhance community character, promote well designed and efficient new growth, and facilitate redevelopment. Higher density, mixed-use development is encouraged in appropriate areas such that complete communities can be preserved and developed.

These landscapes include dense areas of historic building and landscape resources of many periods and types. Individual communities and developed areas are complex and overlain with successive periods of development that give them rich character.

The character, issues, needs, and potential of each individual community and developed area are different and need to be individually assessed, preferably through the work and interests of local stakeholders. The use of traditional historic preservation approaches and programs is well suited to state, county, and local goals in these developed areas.

Historic preservation approaches include:

- Identification of historic and cultural resources, landscapes, and community assets that contribute to the character, economic vitality, and quality of life of Delaware's urbanized areas;
- Preservation and revitalization of historic downtown commercial cores as areas of community focus

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- Preservation and revitalization of historic residential neighborhoods;
- Revitalization of struggling older urban neighborhoods through focused reinvestment supported by state and federal affordable housing, CDBG, rehabilitation, and other programs;
- Introduction of appropriate new infill development within existing historic contexts, preserving and incorporating historic building and landscape resources into new development where they are present.

## **Designated Growth Areas – Investment Level 2**

Investment Level 2 areas include rapidly growing areas in and adjacent to existing towns and suburban landscapes to which new development is being directed. These landscapes serve as transition areas between Level 1 and the state's more open, less populated areas.

In Investment Level 2 areas it is the state's intent to support a broad mix of housing types and commercial sites, encouraging compact, mixed-use development where applicable. The state promotes well designed new development in these areas, providing for a variety of housing opportunities, user-friendly transportation systems, open space and recreational facilities, and public facilities and services to create a strong sense of community.

Level 2 areas are designated for growth and change. As growth occurs, existing historic buildings and resources should be incorporated into new development, preserving their immediate landscape contexts. Historic landscape patterns should be used as a basis for the design of new development. The historic character and identity of existing communities

should be recognized, protected, supported, and reinforced.

Historic preservation approaches include:

- Recognition, support, and reinforcement of the character and identity of existing communities around which new development is occurring;
- Identification and documentation of historic and cultural resources and landscape patterns in areas designated for growth and change;
- Recognition and use of historic landscape patterns and characteristics in the design of new development;
- Incorporation of historic resources and their immediate landscape contexts into new development;
- Identification and protection of significant archeological sites as development is being planned;
- Conservation of historic natural resources within developing areas and the establishment of open space and trail corridors connecting newly developing areas to existing communities;
- Special protection for existing historic communities and neighborhoods that may be overwhelmed in scale and design by adjacent new development.

## **Future Growth Areas – Investment Level 3**

Investment Level 3 areas are lands within the long-term growth plans of counties or municipalities but that are not necessary to accommodate expected population growth during the current planning period. They are considered future growth areas, and their development is not considered appropriate in the near term.

Level 3 areas also include environmentally sensitive and constrained lands within current growth areas where development has been

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discouraged to date. Development of these areas may be appropriate in the near term, but the resources on the sites and in the surrounding area should be carefully considered and accommodated.

Most of the areas where future Level 3 growth is anticipated to occur is currently agricultural in nature, especially in central and southern Delaware. The character of these areas is expected to dramatically change in future decades when development occurs. Historic building, landscape and archaeological resources may be threatened.

The state will consider investing in infrastructure for Investment Level 3 areas once the Investment Level 1 and 2 areas are substantially built out, or when the infrastructure or facilities are logical extensions of existing systems and deemed appropriate to serve a particular area. In the meantime, these landscape areas should be preserved. However, steps should be taken to anticipate and plan for potential future development. Approaches to future development are similar to those outlined for Levels 1 and 2.

Historic preservation approaches include:

- Identification and documentation of historic and cultural resources, landscape patterns, and natural resources in areas designated for future growth and change;
- Master planning for future development areas that anticipates and plans for future growth while preserving historic resources, landscape contexts, and rural landscape character;
- Identification of lands within future growth areas that should be conserved and protected from development, including lands with historic resources, and proactive measures for their conservation before such development begins to occur;

- Identification and protection of significant archeological sites as development is being planned;
- Conservation of historic natural resources within future development areas and the establishment of open space and trail corridors connecting these areas to current development and adjacent existing communities;
- Recognition, support, and reinforcement of the character and identity of existing communities around which new development will occur.

## **Delaware's Rural Agricultural Landscape – Investment Level 4**

Investment Level 4 areas are rural in nature and include most of Delaware's agricultural landscapes, open space, and natural areas. These landscapes feature economically important agribusiness activities and are characterized by the presence of farm complexes and small settlements, including historic crossroad communities and villages that are rich in historic and cultural character.

Investment Level 4 areas also include undeveloped natural areas, such as forestlands, and large recreational landscapes, such as state and county parks and fish and wildlife preserves. These lands have natural habitats that are important in providing "ecosystem services" such as improving water quality and reducing flood risk.

Existing scattered residential development is found throughout this area, mostly in the form of single-family detached residences. Existing development also includes private recreational facilities such as campgrounds and golf courses.

In Investment Level 4 Areas, the state supports retaining the rural landscape, preserving open space and farmland, supporting farmland-related industries, and

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establishing defined edges with areas of more concentrated development.

Delaware's Level 4 areas comprise the state's historic agricultural landscape that will be retained and preserved in agricultural use. The distinctive character of this rural landscape became fully developed in the mid-nineteenth century, and its historic landscape patterns remain visible and intact today.

This cultural landscape is historically significant and is being lost in other areas of the state. As agriculture in Delaware continues and changes, the character of this landscape and its character defining features should be recognized and preserved.

Historic preservation approaches include:

- Recognition of Delaware's rural agricultural landscape as a historic and cultural landscape important to the state and its economy;
- Support for continued agricultural uses and the viability and vibrancy of the agricultural industry;
- Identification and documentation of character defining features, attributes, and resources of this significant cultural landscape;
- Planning and protection as a cultural landscape using established cultural landscape methodologies;
- Encouragement of the appropriate treatment of historic agricultural buildings, resources, and landscape features;
- Encouragement of the continued use of agricultural preservation easements and inclusion of historic preservation and cultural landscape values in the consideration an assessment of preserved agricultural lands;

- Promotion as a tourism destination in support of the agricultural industry, local communities, and local economy.

## **Conservation Landscapes – Out-of-Play**

Conservation landscapes within the state are lands that are considered not appropriate or available for private development. They include publicly owned lands, private conservation lands, lands for which serious legal and/or environmental constraints on development are identified, and lands in some form of permanent open-space protection (such as agricultural preservation easements and conservation easements).

These lands, described by the state as Out-of-Play, are not expected to be subject to private development activities. However, government entities, private property owners, and conservation organizations are still expected to invest in these areas for the purposes for which they were acquired and preserved.

The historical significance of conserved natural and agricultural lands is often not fully realized or appreciated. Historic resources are sometimes threatened and neglected on lands conserved for their natural attributes due to lack of use, limited budgets, and lack of perceived relevance to an organization's or agency's mission.

Conserved agricultural lands are significant rural cultural landscapes as outlined in discussion of Level 4 areas above and should be respected and treated as outlined. Natural lands are also of historical significance and played an important role in Delaware's history and development. They are particularly significant in relation to Native American cultures.

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Historic preservation approaches include:

- Inclusion of Delaware's conserved agricultural lands and natural lands in the study and recognition of the state's historic rural agricultural landscape;
- Recognition of how ecological systems and forces influenced and impacted historical development and continue to do so today;
- Particular recognition of Native American history and culture in relation to the state's conserved natural landscapes;
- Identification of character defining features and attributes in conserved natural lands as cultural landscapes;
- Identification, preservation, and reuse of historic buildings and resources on conserved agricultural and natural lands.

## Conclusion

Delaware's Strategies for State Policy and Spending provides a framework for state investment and support of future development growth. This State Historic Preservation Plan should be viewed as the Strategies' historic preservation component and outlines how historic resources will be identified, recognized, and incorporated into landscape planning and growth management.

The plan recognizes that community character is central to Delaware's appeal and to its long-

term economic development strategy, and that historic resources are central to community character.

Many of the impacts on historic and cultural resources emanate from forces beyond the scope of traditional preservation practice. This preservation plan recognizes the need to reach out to a broad range of potential partners as central to the state's preservation approach. These include state agencies, counties, municipalities, and other statewide and local entities

Most preservation partners and stakeholders are working to achieve their missions with limited financial and human resources. Many significant achievements in historic preservation happen at the grassroots level, undertaken by a wide variety of individuals and local groups of varying types, experience, and capacities.

By finding common ground and collaborating toward mutual and overlapping goals we can achieve broader and more substantial success in preserving historic resources and making Delaware a rich and distinctive place in which to live.

# THE STATE HISTORIC PRESERVATION OFFICE

## 7. PRESERVATION PLAN AND IMPLEMENTATION

[REVIEWERS OF THIS DRAFT DOCUMENT: PLEASE CAREFULLY REVIEW THE GOALS AND STRATEGIES PRESENTED HERE AND IN THE ATTACHED CHARTS.

WHICH DO YOU THINK SHOULD BE THE IMMEDIATE PRIORITIES OF THE PLAN?]

This section discusses six broad goals that were developed from the public meetings and surveys, and from discussions with numerous preservation partners in government, non-profits, and the private sector. Following this are charts with suggested specific strategies and actions to meet each goal.

### **GOAL 1 – DELAWARE’S HISTORIC PRESERVATION PROGRAM**

**Strengthen and expand Delaware's core federal/state historic preservation program to provide a solid foundation for preservation initiatives throughout the state.**

The National Historic Preservation Act established a national historic preservation program in partnership with the states and provides the framework for historic preservation at the state and local levels. With support through federal funding, the Delaware State Historic Preservation Office (SHPO) manages the federal/state partnership in Delaware and guides the participation of communities, organizations, and citizens statewide.

The SHPO’s ongoing programs are the foundation for state and local historic preservation initiatives and are essential to their long-term success. These programs should continue to be supported and improved

and integrated with new emerging preservation initiatives.

### **GOAL 2 – RELATED PROGRAMS**

**Enhance or establish relationships among federal and state programs that impact historic preservation.**

Programs implemented across a variety of state agencies have impacts on historic buildings, landscapes, and archaeological resources. In some cases, agency programs undertaken primarily for other purposes contribute substantially to the preservation of historic resources and should be recognized as important components of the State Historic Preservation Plan.

These agency programs should be highlighted and coordinated with other preservation initiatives. In all cases, agencies should be cognizant of the impacts their programs have on historic resources, and historic preservation approaches should be considered and supported in program administration and management.

### **GOAL 3 – BEST PRACTICES IN PLANNING**

**Encourage inclusion of historic preservation values as a best practice in landscape and community planning.**

Historic resources are recognized as an integral component of landscapes and communities throughout Delaware, contributing to their character and to local quality of life for residents. Most major changes within communities are related to land development and growth management

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processes involving varying levels of governmental oversight and review.

Over the past two decades, best practices in landscape and community planning in Delaware have increasingly recognized the importance of sense-of-place and community character. Some communities have adopted innovative planning strategies that encourage better outcomes in community design and livability. Goal 3 highlights the importance of historic resources in these best practices as character defining features of communities that should be preserved and enhanced. Many of these planning practices go beyond the traditional activities of historic preservation.

## GOAL 4 – GRASSROOTS INITIATIVE

**Support grassroots historic preservation initiatives in communities throughout the state.**

Grassroots initiatives are at the forefront of historic preservation in counties and communities throughout Delaware. Most grassroots preservation initiatives are undertaken by volunteers who know their communities and are committed to community betterment. In some cases volunteer grassroots initiatives are undertaken through local government-appointed bodies – historical commissions, historic review boards, and others. In other cases, non-profit organizations and ad hoc local groups are involved.

Grassroots action is essential to a healthy, broad-based, statewide preservation program. Grassroots action demonstrates the interest and support of local residents and directly engages local community leaders. Grassroots organizations exist in many forms with widely differing capabilities. To be effective, grassroots activists need to be well informed, realistic, professional, consistent, and

persistent. They require support from all levels of government and non-profit sectors, and they will benefit from networking and communication with each other sharing knowledge and experience.

## GOAL 5 – INFORMATION

**Make information on Delaware's historic resources widely available.**

Accurate and thorough information on Delaware's historic resources is essential to good planning and the preservation of historic building and landscape resources. A number of state agencies share in aspects of collecting, maintaining, and providing access to information on historic resources.

Most important is the inventory of historic resources maintained by the State Historic Preservation Office. Historic contexts can provide a basis for understanding Delaware history and its resources and are important for education, survey, and assessment. Upgrading, improving, and extending the inventory, historic contexts, and other supporting information is an ongoing task in which many partners may participate.

## GOAL 6 – COMMUNICATION

**Broadly communicate the value of Delaware's historic resources and the means through which they can be preserved and enhanced.**

Effective communication about Delaware's historic resources has several different primary audiences and purposes, but all are important to the state's historic preservation program. Communication within the preservation community, including both professionals and the grassroots advocates, is important to provide information and coordinate activities.

# THE STATE HISTORIC PRESERVATION OFFICE

Communication with the general public through interpretation and other means is important to encourage understanding and appreciation of historic resources. Communication to young people through education is important in building the long-term support and engagement of future generations.

[SEE CHARTS ON THE FOLLOWING PAGES FOR PROPOSED STRATEGIES AND ACTIONS FOR EACH GOAL]

## PRIORITIES [PENDING]

- 1
- 2
- 3
- 4
- 5

## IMPLEMENTATION, MONITORING, AND ASSESSMENT

The SHPO and key partners will develop a simple but regular process through which implementation of the State Historic Preservation Plan can be coordinated, monitored, and assessed. Each agency and potential partnering entity will be encouraged to review the State Historic Preservation Plan, to coordinate its programs with the plan's goals and strategies to the extent possible, and to provide continuing comments on issues affecting historic preservation.

It is recommended that the SHPO develop a **yearly work plan** to include key actions to be undertaken during the course of the year, and that the work plan be used to monitor the progress of activities statewide.

The SHPO will present the yearly work plan to the **State Review Board for Historic Preservation**, as the citizen board advising HCA on historic preservation priorities and issues, for review and comment.

The existing Historic Preservation Working Group should meet regularly to review progress of priority actions and any issues or changes that would affect preservation in Delaware. The Historic Preservation Working Group should be made up of representatives from the State Office of Planning Coordination; State Historic Preservation Office; county and municipal planning offices; preservation and planning professionals from DNREC, DelDOT, DSHA, Downtown Delaware, Department of Agriculture, and Preservation Delaware, Inc., preservation professionals in the private sector, and representatives of non-profit organizations.

A brief **annual report** for the year should be produced as a background document for the annual *Report on State Planning Issues* prepared by the State Office of Planning Coordination. The annual report should be submitted to the State Review Board for Historic Preservation and to the National Park Service as part of the Historic Preservation Fund end-of-year report by the State Historic Preservation Office.

## State Historic Preservation Plan 2018-2022

### Goal #1: Strengthen/Expand Delaware’s Core Federal/State Historic Preservation Program

Strategies	Actions	Suggested Partners
Increase awareness of the importance of the federal/state historic programs among legislators, state and local government officials, businesses, and the general public	Develop and publish brochure on the state’s historic preservation programs	SHPO, CARE, Preservation Planners
	Seek opportunities to join outreach efforts on different topics to highlight what historic preservation programs have to offer	community preservationists, Preservation Planners, Preservation Delaware, SHPO, UDCHAD, DSU
Advocate for legislators’ support of historic preservation programs at the state and federal levels	Broaden stakeholder participation in annual National Historic Preservation Advocacy Day	State Review Board, Preservation Planners, community preservationists, Preservation Delaware, HCA Advocacy Plan Committee, ACRA
	Coordinate state-level activities with HCA Advocacy Plan, including but not limited to advocacy for a Delaware Threatened Properties Program to support architectural documentation and archaeological testing of threatened properties and reauthorization of the state tax credit	
	Monitor proposed legislation or regulations that may affect historic preservation efforts and alert partners on advocacy needs	Preservation Delaware, Preservation Planners, community preservationists
Promote use of federal and state historic preservation tax credits for the preservation and rehabilitation of historic buildings in Delaware	To encourage support for reauthorization, conduct an economic impact study of the tax credit program and use results to develop presentation for business leaders and similar audiences to demonstrate how historic preservation stimulates local economies	SHPO, Preservation Delaware, Preservation Planners

## State Historic Preservation Plan 2018-2022

### Goal #1: Strengthen/Expand Delaware's Core Federal/State Historic Preservation Program

Strategies	Actions	Suggested Partners
	Broaden outreach to communities with National Register-listed historic districts to encourage participation in the program, using social media, speakers, and other forms of community education	SHPO, Preservation Delaware, UDCHAD, DSU, Preservation Planners, community preservationists
	Notify local legislators and elected officials of completed historic preservation tax credit projects within their jurisdictions; invite to press events highlighting the work of the program	SHPO
Encourage participation of Delaware communities in the Certified Local Government program to support community preservation, revitalization, and enhancement	Develop and publish a brochure on Delaware's Certified Local Government program, with FAQs and benefits of participation and distribute to municipalities	SHPO
	Establish more regular contact with non-CLG communities that have historic preservation ordinances, boards or commissions	SHPO, CLG contacts
	Partner to provide CLG and other community preservation boards/commissions with training on key issues and concerns	National Alliance of Preservation Commissions, CLGs, other communities, SHPO
Work to assure that federal and state regulatory compliance processes are as efficient and effective as possible in the	Provide guidance for agencies' staff and preservation consultants, and seek opportunities to partner with other training efforts on compliance	SHPO, ACHP, Plan Working Group

## State Historic Preservation Plan 2018-2022

### Goal #1: Strengthen/Expand Delaware’s Core Federal/State Historic Preservation Program

Strategies	Actions	Suggested Partners
identification, documentation, and appropriate treatment of historic resources	Use existing regulations and processes to address priorities, where appropriate, including but not limited to enhancements for the CHRIS	SHPO, federal and state agencies, Plan Working Group
	Develop Programmatic Agreements to streamline minor project reviews and to establish future priorities for mitigation measures	SHPO, federal and state agencies, Plan Working Group
Transform digital technology for SHPO programs	Explore e-government initiatives that improve efficiency of SHPO programs, using digital workflow systems to integrate information submitted, reviews, responses, and document archiving	SHPO, HCA Advocacy Plan Committee, DTI, Government Information Center
	Identify potential funding sources to develop and implement new digital work flow systems for major SHPO programs	
	Fully map out SHPO business processes and develop business plan to DTI’s specifications for digital workflow systems	
Address gaps and biases in the state’s inventory of historic properties	Prioritize cultural resource survey and National Register nominations to address under-represented communities or property types	Preservation planners, CLGs and other municipalities, historical societies, property owners

## State Historic Preservation Plan 2018-2022

### Goal #1: Strengthen/Expand Delaware's Core Federal/State Historic Preservation Program

Strategies	Actions	Suggested Partners
	Identify partners to work on amending or providing additional updated information for 5 National Register nominations that do not meet current National Park Service standards, including defining contributing and non-contributing resources	SHPO, Preservation Planners, UDCHAD, DSU, property owners, local governments, local historical societies
	Identify partners and opportunities to survey areas threatened by sea-level rise or other climate change issues	SHPO, Plan Working Group, Preservation Planners
Update and improve existing statewide inventory of historic resources	Complete the process of digitizing cultural resource survey information, mapping and uploading information in CHRIS (or its successor)	SHPO
Strengthen state laws on protection of cultural resources	Examine state laws on protection of cultural resources to identify areas that need to be strengthened	SHPO, HCA Advocacy Plan Committee, Plan Working Group, Indian Tribes, DNREC
Survey condition of State boundary markers	Conduct field surveys and prepare report on current conditions, with recommendations for repairs and replacements	SHPO, DNREC, State Boundary Commission

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
Encourage all governments to serve as positive models for stewardship of historic properties which they own.	Provide lists of government-owned historic properties and their histories to the relevant agencies	SHPO, Preservation Planners, Plan Working Group, CLGs
	Encourage appropriate maintenance and rehab of historic properties within government ownership through outreach, education, and technical assistance	
	Work with state and local agencies to nominate historic buildings within their ownership to the National Register of Historic Places and adopt appropriate treatments to protect them	
	Engage partners to help identify and research cultural landscapes within government ownership and provide guidance on including histories in interpretive programs	
Coordinate the variety of programs across state government that impact historic resources to support preservation, revitalization and stewardship	Explore establishing an administrative policy for identifying and maintaining historic properties	Plan Working Group, Preservation Planners, SHPO

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
	Convene a summit of land holding/ managing state agencies to identify common goals as well as issues that can impede historic preservation, and work to find practical solutions	SHPO
Strengthen working relationships between federally recognized Indian tribes and state government working with federal programs	Share information on current state laws and policies regarding protection and treatment of burial sites, and historic and cultural resources	SHPO, Plan Working Group
Capitalize on the overlap in interests of environmentalists, recreationists, and historic preservationists, particularly when dealing with cultural landscapes	Establish regular communication with federal and state natural resource agencies to help define priorities for acquisition/preservation of landscapes, before grant applications are submitted; encourage inclusion of costs for addressing effects on historic properties	SHPO, DNREC, USFWS
	Provide outreach to organizations to foster understanding of historic preservation laws and regulations that may apply to their projects, and identify ways projects may be mutually beneficial	SHPO
	Collaborate with agencies and organizations that preserve and interpret natural resources to encourage	SHPO, DNREC, First State National Park

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
	inclusion of cultural resource information in interpretive plans	
Encourage participation of communities in programs to preserve downtown areas.	Encourage communities with historic districts to apply for the Downtown Development Districts (DDD) program	SHPO, Plan Working Group, Downtown Delaware, Preservation Delaware
	Provide DDD communities with guidance on adaptive reuse of under-used or vacant historic commercial and industrial buildings	SHPO, CLGs
	Encourage communities to participate in programs such as Main Street America and Downtown Delaware that emphasize preservation-based economic development	SHPO, CLGs, Preservation Delaware
	Strengthen coordination between preservation agencies/organizations and Downtown Delaware	SHPO, Preservation Planners, Preservation Delaware
Use federal housing and urban revitalization programs to support historic rehabilitation in targeted community and neighborhood initiatives across the state	Compile list of guidelines on appropriate rehabilitation of historic properties used by federal and state agencies, and make recommendations on additions or amendments to program staff	SHPO, HUD, DSHA

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
Coordinate with the Delaware Dept. of Agriculture to support preservation of historic properties within their programs	Re-establish documentation of historic farmsteads as part of the Century Farms Program	DE DA, UDCHAD, SHPO
	Document historic buildings and agricultural landscapes included in the Farmland Preservation Program	
	Provide information on economic and sustainability benefits of preserving historic buildings for DE DA to distribute to participating farmers in their programs	
Coordinate with DNREC to support preservation of historic properties and landscapes within their programs	Provide information to the Open Space Council on historic properties and cultural landscapes within properties proposed for purchase	DNREC, SHPO
Coordinate with DEMA to include historic preservation values in their programs	Participate in DEMA's planning group to develop the Statewide Hazard Mitigation Plan	SHPO
	Provide DEMA with information on disaster planning and response for historic buildings to include in their informational packages	SHPO, Plan Working Group, Preservation Planners
	Work with FEMA, DEMA and others to provide clear guidance on flood	SHPO, Plan Working Group, Preservation Planners

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
	protection measures and exemptions for historic properties	
Coordinate with DelDOT to support preservation of historic properties and landscapes within its programs	Continue to work with the Delaware Byways program to review proposed byways and develop Corridor Management Plans	SHPO, Plan Working Group, Preservation Planners, DelDOT
Through the Office of State Planning Coordination's Preliminary Land Use Service (PLUS), encourage awareness of proposed land use changes that may affect historic resources and cultural landscapes	Compile and publicize a list of where to find information about proposed development and how to participate in public comment processes	Preservation Delaware, Plan Working Group
	Alert Preservation Delaware and other engaged partners and organizations, including Indian Tribes, of opportunities to participate in county, municipal, and transportation comprehensive planning to encourage adoption of policies, strategies and incentives that protect community character and historic properties	SHPO, Preservation Delaware, community preservationists
	Collaborate with OSPC and other state agencies that participate in the PLUS review process in making comments on development projects and comprehensive plans more effective	SHPO, Plan Working Group

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
	Emphasize a cultural landscape approach to review of development projects and comprehensive plans that recognizes historic landscape contexts in both rural and urban areas	SHPO, OSPC, Preservation Planners
Encourage coordination with Delaware Department of Education (DOE) in planning for new and upgraded school facilities with school districts	Provide list of historic schools currently in use by school districts and their histories	SHPO, Facilities Management
	Coordinate comments on changes to historic schools with DOE to protect their historic character	SHPO, Preservation Planners
	Coordinate comments on new school facilities with DOE to protect historic landscapes, archaeological sites, and historic buildings during school planning and construction	SHPO, Preservation Planners
Coordinate with OMB's Facilities Management in planning for changes to state buildings	Re-establish memorandum of understanding to review facilities for historic preservation values in rehabilitation and new construction	SHPO, Facilities Management
	Educate staff on appropriate maintenance, rehabilitation and treatment of historic buildings	

## State Historic Preservation Plan 2018-2022

### Goal #2: Enhance or Establish Relationships Among Government Programs that Impact Historic Preservation

Strategies	Actions	Suggested Partners
Coordinate with the State Fire Marshall on statewide policies for local fire companies	Establish memorandum of understanding to review properties proposed for practice burns to identify historic buildings and advocate for their protection	SHPO
Coordinate with the Dept. of Safety and Homeland Security (DSHS) on planning for changes to state buildings	Establish memorandum of understanding to review dispositions, changes to existing facilities, and construction of new facilities to protect historic landscapes, archaeological sites, and historic buildings	SHPO, DSHS
Coordinate with state-owned institutions of higher learning in planning changes to their campuses	Establish memoranda of understanding to review dispositions, changes to existing facilities, and construction of new facilities to protect historic landscapes, archaeological sites, and historic buildings	SHPO, UD, DSU, DelTech

## State Historic Preservation Plan 2018-2022

### Goal 3: Encourage inclusion of historic preservation values as a best practice in landscape and community planning.

Strategies	Actions	Suggested Partners
Educate local governments on historic preservation as contributing to quality of life within their jurisdictions	Educate local governments on what historic properties are in their jurisdiction (as needed) to ensure the full range of properties is addressed in the historic preservation section of comprehensive land-use plans	SHPO, OSPC, Preservation Planners, CLGs, Plan Working Group
	Partner with the League of Local Governments to give a workshop on incorporating historic preservation into their comprehensive plans and how to protect historic properties when approving re-zoning requests.	SHPO, OSPC, Preservation Planners
	Give a presentation to the Delaware Chapter of the American Institute of Certified Planners (AICP) on historic preservation tools and incentives in local plans, including economic, social, and sustainability benefits of preservation of historic properties	OSPC, SHPO, CLGs, Preservation Planners
	Educate local governments on establishment and use of local historic districts as a method of protecting historic properties and community character	CLGs, SHPO, OSPC
Encourage local governments to adopt pro-preservation strategies within their comprehensive land-use plans and regulations	Prepare a summary/analysis of the policies and programs of Delaware's fifty-seven municipalities with respect to historic preservation, community revitalization and resiliency; use results to target outreach to specific local governments	SHPO, UDCHAD, DSU
	Work with local governments to incorporate standards to protect historic properties and landscapes into their site plan ordinances	SHPO, CLGs
	Work with local governments to adopt general guidelines for the documentation and appropriate treatment of historic	SHPO, CLGs

## State Historic Preservation Plan 2018-2022

### Goal 3: Encourage inclusion of historic preservation values as a best practice in landscape and community planning.

Strategies	Actions	Suggested Partners
	buildings and landscape resources in their jurisdiction, addressing each level in the <i>Strategies for State Policies and Spending</i>	
	Proactively reach out to municipalities as they prepare to develop or update their comprehensive plans prior to their submittals to PLUS	SHPO, constituents, Preservation Planners, community preservationists
	Develop a toolkit with model documents that is accessible for governments, local advocates, and residents with information on the available tools and best practices related to historic preservation, community revitalization, and enhancement	SHPO, CLGs
Encourage state agencies to follow planning approaches that recognize the importance of historic preservation in preserving Delaware's quality of life	Adopt the <i>Delaware State Historic Preservation Plan</i> as the historic preservation policy element of the <i>Strategies for State Policies and Spending</i>	OSPC
	Work with the Open Space Council to amend criteria for using historic preservation values as a factor in determining the use of open space funds	SHPO, DNREC
Coordinate preservation planning with statewide assessment of and planning for climate change and sustainability	Promote appropriate rehabilitation and adaptive reuse in historic communities, as components of statewide planning for sustainability	SHPO, CLGs, Preservation Planners, OSPC, DNREC

## State Historic Preservation Plan 2018-2022

### Goal 3: Encourage inclusion of historic preservation values as a best practice in landscape and community planning.

Strategies	Actions	Suggested Partners
	Publicize the potential impact of climate change on historic properties and landscapes for use in state sustainability planning	SHPO, OSPC, DNREC
	Work with state agencies to adopt appropriate hazard mitigation strategies to protect historic buildings within their ownership in accordance with DNREC's resiliency plan	SHPO, DEMA, DNREC
Emphasize a cultural landscape approach to historic preservation within all levels of planning, that recognizes historic landscape context both in rural and community settings	Research and publicize information on defining cultural landscapes and methods to preserve, manage, and enhance character-defining features of significant cultural landscapes	UDCHAD, DSU
	Engage with organizations implementing Delaware Byways Corridor Management Plans, and potential applicants for the Byways program to provide information on historic properties and cultural landscapes to enhance interpretation and protection of each byway	SHPO, DeIDOT, Preservation Planners, community preservationists
	Encourage government agencies and conservation organizations to adopt cultural landscape management methods	SHPO, DNREC
Encourage institutions of higher learning to include historic preservation values in providing planning services and educating students	Provide historic property information, historic preservation information, and guidance to centers and students working with municipalities on community planning and comprehensive land use plans	UD IPA, SHPO
	Provide internships for students to work with preservation projects	UDCHAD, DSU

## State Historic Preservation Plan 2018-2022

### Goal 3: Encourage inclusion of historic preservation values as a best practice in landscape and community planning.

Strategies	Actions	Suggested Partners
	Include historic preservation courses in curricula	UDCHAD, DSU
Encourage non-state-owned institutions of higher learning to protect their historic facilities	Provide information on values, economic benefits, and sustainability of reuse and rehabilitation of historic buildings	SHPO
	Provide information on cultural landscapes and protection of community character in both urban and rural areas	SHPO, Preservation Planners
	Engage students to identify historic buildings owned by colleges and universities and research their histories	SHPO

## State Historic Preservation Plan 2018-2022

### Goal #4: Support Grassroots Historic Preservation Initiatives

Strategies	Actions	Suggested Partners
Develop and sustain a network of local historic preservation organizations and advocates and provide information and tools that support their efforts	Support Preservation Delaware Inc. (PDI) in rebuilding its capacity and programming statewide as a supporter and partner for grassroots preservation	SHPO, Plan Working Group, community preservationists
	Prepare a summary/analysis of the types of organizations and entities involved in historic preservation at the county and municipal level	SHPO, Preservation Planners, Plan Working Group
	Provide sources of information on best practices and tools and techniques to local advocates	
	Partner with national organizations to provide training on the best ways to engage property owners and local governments before crisis situations (imminent demolition or construction) develop	SHPO, CLGs, Preservation Planners
	Provide network members with sources of accurate information and encourage the constructive use of social media	SHPO, CLGs, Preservation Planners, community preservationists
	Investigate ways to use technology to incorporate continuing public input on historic property and preservation issues	SHPO
Strengthen working relationships between Indian tribes and state and local	Compile information on current federal and state laws and policies regarding	SHPO, Plan Working Group

## State Historic Preservation Plan 2018-2022

### Goal #4: Support Grassroots Historic Preservation Initiatives

Strategies	Actions	Suggested Partners
governments and surrounding communities	protection and treatment of burial sites, and historic and cultural resources, and share with Indian tribes	
	Partner with State Recognized Tribes to offer public workshops at their tribal centers on where to find information on historic resources and preservation tools	SHPO
	Assist Tribes in conducting research on resources they consider important to their heritage	SHPO, UDCHAD, DSU, DE Public Archives
Encourage community organizations and land-owning non-profits to plan for the appropriate treatment of historic properties within their areas	Educate community downtown partnership and tourism organizations on the benefits of adopting a Main Street approach to the revitalization of their commercial centers	Delaware Downtown, SHPO, convention and visitor bureaus
	Meet with Wilmington neighborhood associations to discuss how historic preservation tools might benefit them	Wilmington Preservation Planner, SHPO
	Provide outreach to organizations that serve Hispanic communities on ways to foster understanding of the history of the places in which they live and to seek opportunities to celebrate their heritage	SHPO, Preservation Planners
	Work with land conservancy non-profits to recognize the value of protecting	SHPO, Archaeological Society of Delaware, DNREC

## State Historic Preservation Plan 2018-2022

### Goal #4: Support Grassroots Historic Preservation Initiatives

Strategies	Actions	Suggested Partners
	archaeological sites within their holdings through education (presentation, workshop, web site, etc.)	
Support citizen action to advocate for historic preservation	Identify resources or groups of resources under particular threat that should be subject of special action	community preservationists, Preservation Delaware, Preservation Planners
	Engage with property owners to explore options to preserve resources	Preservation Delaware
	Encourage preservation advocates to take full advantage of opportunities to influence public policy and projects, including attending meetings of boards and commissions, commenting on local government comprehensive plans and the Capitol Transportation Plan	Preservation Delaware, community preservationists, HCA Advocacy Committee

## State Historic Preservation Plan 2018-2022

### Goal #5: Make Information on Historic Resources Widely Available

Strategies	Actions	Suggested Partners
Compile, assess, and share research on different geographical areas, historical themes, periods, and property types (historic contexts)	Assess the current state of historic context coverage in studies held in the SHPO Research Center and in existing research held by other partners	SHPO, UDCHAD, DSU
	Using a consistent format, summarize each context and research study, and publish with links to the full reports, where available	SHPO, UDCHAD, DSU
	Identify and prioritize gaps in research; publish list and advertise future research needs	SHPO, UDCHAD, DSU, Plan Working Group
	<p>Seek mechanisms to address the gaps, including but not limited to:</p> <ul style="list-style-type: none"> <li>• Mitigation for federal projects</li> <li>• Students looking for topics for theses or class research projects</li> </ul> <p>Historical societies and other non-profits working on exhibits or other subjects of local interest</p>	SHPO, UDCHAD, DSU, Plan Working Group
Explore ways of utilizing the State of Delaware's FirstMap as a means of	Consult DTI's FirstMap team and other members of the Delaware Geographic Data Committee for ideas on how historic property	SHPO, DTI, DGDC, GIC

## State Historic Preservation Plan 2018-2022

### Goal #5: Make Information on Historic Resources Widely Available

Strategies	Actions	Suggested Partners
sharing public information on historic properties	information may be further served through that system	
Expand and promote the use of CHRIS	Explore technologies such as social media to advertise the availability of CHRIS as a research tool	SHPO, HCA Advocacy Committee
	Ensure key partners, including Indian tribes, have full access to CHRIS	SHPO
	Develop an online tutorial for the public on how to use CHRIS	SHPO
	Develop and publish Story Maps on historical topics using CHRIS data	SHPO
	Publicize the historic cemetery layer on CHRIS to genealogical and historical organizations and invite members to provide additional information to upload to the layer	SHPO, community preservationists
Explore ways to establish new preservation trades and materials conservation programs or incorporate these topics in existing programs	Establish working group of advocacy partners and educators to determine goals, primary topics and best approaches to fund and implement new program(s)	SHPO, Plan Working Group, DelTECH, DE Dept. of Education

## State Historic Preservation Plan 2018-2022

### Goal #5: Make Information on Historic Resources Widely Available

Strategies	Actions	Suggested Partners
	Determine potential for Delaware Technical and Community College branches and vocational high schools to include historic rehabilitation approaches in current trades programs	SHPO
	Determine potential for UDCHAD and UD Department of Arts Conservation to broaden materials conservation to building materials and to include historic preservation issues in current coursework	UDCHAD
	Develop workshops for current contractors and tradesmen on historic rehabilitation topics and present at least one each year	SHPO, HCA Preservation Maintenance Team, DNREC, UDCHAD, DSU
	Maintain and publish list of contractors and tradesmen qualified/experienced in areas of historic rehabilitation	Preservation Delaware, SHPO

## State Historic Preservation Plan 2018-2022

### Goal #6: Broadly Communicate the Value of Delaware’s Historic Resources and the Means by Which They Can Be Preserved

Strategies	Actions	Suggested Partners
Employ the statewide network of historic preservation organizations and advocates (see Goal 4) to inform and engage broader audiences	Publish a monthly online newsletter outlining information, activities and events on historic preservation in Delaware	HCA, Preservation Delaware
	Hold an annual historic preservation conference in Delaware for preservation planners, state, county, and local government staff, and organizations and individuals interested in historic preservation	Preservation Delaware, Downtown Delaware, HCA
	Organize regular meetings and workshops at the county level for local historic preservation advocates where information and experiences can be shared	Preservation Planners, CLGs, historical societies, Preservation Delaware
	Celebrate successful projects and initiatives through publications, press releases, events, and awards	Preservation Delaware, HCA
Coordinate the interpretation of landscapes, communities, and natural and historic properties statewide around storylines that embrace Delaware’s history, character, and significance	Establish storylines for natural, cultural, and heritage tourism that can be used in tourism promotion to convey appreciation of Delaware’s significance and provide for interpretive links between a wide variety of sites	HCA, First State NHP, UGRR Coalition, Delaware Byways, Delaware Museum Association, University of Delaware, Delaware State University, Indian tribes, State Parks, DelDOT, Delaware Historical Society

## State Historic Preservation Plan 2018-2022

### Goal #6: Broadly Communicate the Value of Delaware’s Historic Resources and the Means by Which They Can Be Preserved

Strategies	Actions	Suggested Partners
	Encourage managers of museums, historic sites, parks, preserves, natural areas, and byways to relate their interpretive themes and presentations to statewide storylines	HCA
	Encourage communities to develop and implement community interpretive programs with outdoor interpretation and links to local historic sites and attractions, including byways.	HCA
	Engage with the Division of the Arts and other arts organizations on using public art for community interpretation and the enhancement of natural and historic sites	HCA
Develop state and regional tourism promotion that features the statewide storylines and promotes coordinated appreciation of Delaware’s natural, historic, and cultural resources as an important component of Delaware’s economic development plan	Engage with state and local tourism agencies and organizations on ways to use statewide storylines in promotional material for visitors and residents	SHPO, Convention and visitor bureaus, Chambers of Commerce
	Provide historic preservation information to and encourage expansion of the Delaware History Trail, highlighting National Register properties and Century Farms	State Tourism, HCA
Promote educational programming on Delaware history, preservation, and natural resources to school districts as a	Produce a publication relating Delaware’s historic contexts, interpretive themes, and storylines to state learning standards and	

## State Historic Preservation Plan 2018-2022

### Goal #6: Broadly Communicate the Value of Delaware’s Historic Resources and the Means by Which They Can Be Preserved

Strategies	Actions	Suggested Partners
means of reaching out to the state’s young people	the teaching of history, science, civics, and other subjects in schools statewide	
	Partner with First State National Historical Park and First State Heritage Park to continue and expand 4 <sup>th</sup> -grade Arts, Culture, and Heritage (ArCH) Field Days program	First State Heritage Park, First State National Historical Park
	Promote historic place-based education for history and the sciences both within local communities and at natural and historic sites	HCA, First State National Historical Park, State Parks, historical societies
Promote educational programming on Delaware history and historic and natural resources as a means of reaching out to the general public	Publish books and articles on Delaware history and historic places, making them accessible to all audiences (print, digital, audible, Spanish translation, etc.)	DE Heritage Commission, HCA, DE Public Archives, Division for the Visually Impaired
	Conduct educational programs and events on topics of state and local history and natural resources at sites throughout the state	HCA, State Parks, UDCHAD, DSU, museums, historical societies
	Use archaeological and architectural work done for state-sponsored projects as opportunities for public outreach	DelDOT, DNREC, SHPO
	Conduct workshops for property owners on how to conduct historical research of their properties	SHPO

## State Historic Preservation Plan 2018-2022

### Goal #6: Broadly Communicate the Value of Delaware’s Historic Resources and the Means by Which They Can Be Preserved

Strategies	Actions	Suggested Partners
	Continue and expand collaboration with Delaware State Parks Time Travelers program, activities of the Archaeological Society of Delaware and other organizations to offer opportunities to research the history and archaeology of publically-owned historic properties, for student and volunteer training	State Parks, ASD, SHPO
	Expand web offerings, web videos, blogs, and other uses of technology as educational tools focused on Delaware’s history and historic places	HCA, Delaware Historical Society, museums
Broadly communicate preservation methods and successes statewide	Institute awards program for programs, projects, and other efforts in historic preservation	Preservation Delaware, HCA, historical societies
	Share 2018 report on the economic benefits of the Delaware historic preservation tax incentive program through web publication and press release	SHPO
	Promote toolkit (see Goal 3) with information on the available tools and best practices related to historic preservation, community revitalization, and enhancement	SHPO, OSPC