

ARCHITECTURAL SURVEY
IN DELAWARE

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ARCHITECTURAL SURVEY IN DELAWARE

INTRODUCTION

This guidance is to assist people carrying out historic architectural surveys in Delaware. These surveys are most often performed as part of the federal-state partnership established by the National Historic Preservation Act of 1966 (as amended).¹ The following guidance seeks to ensure that surveys carried out in Delaware for federal projects will meet the federal requirements. The Delaware State Historic Preservation Office (DE SHPO), a section of the Division of Historical and Cultural Affairs (DHCA), is the main repository for information on historic properties. The DE SHPO's Research Center includes reports, forms, photographs, and maps from previous surveys. In addition, there is a research library with publications and reports on general American and Delaware architectural history and history.

Sometimes, local governments or historical societies want to carry out an architectural survey of their community. These surveys do not have to conform to the full extent of this guidance. If requested, the DE SHPO will work with the community to determine the level of survey needed and can provide simplified forms to use for their survey project. While these community surveys are not required to provide copies of forms and photographs or to produce a report for the DE SHPO, we encourage this, so that the material will be available for use in the DE SHPO Research Center.

What is a Cultural Resource Survey?

A *Cultural Resource Survey* is the systematic location, description, and evaluation of the physical remains of our past, such as older buildings that are still standing and archaeological sites. An *Identification survey* provides the primary data about where things are on the landscape, what they are, and how important they are to our knowledge and sense of the past. *Evaluation Survey* in this program, and throughout this document, means measuring a located property against the standards set by the National Park Service (NPS) for inclusion to the National Register of Historic Places (National Register). Some private developers and property owners are also subject to these federal regulations² because they need a federal permit or monies to carry out a proposed activity and the federal agency granting the permit or monies has delegated this responsibility to the applicant.

Any survey for a federal project has to be overseen by a person who meets the Secretary of Interior's Professional Qualification Standard for Architectural History.³ This person is the **Principal Investigator (PI)** for the survey project. Professionals who do not yet meet the full

¹ See <http://www.achp.gov/nhpa.html>.

² See Section 106 Regulations, <http://www.achp.gov/work106.html>

³ See 36 CFR Part 61; www.nps.gov/history/local-law/arch_stnds_9.htm

qualifications, architectural history students, or volunteers may complete the field work and/or historical background research under the PI's supervision.

The Section 106 Process

Many of the users of this document will be consultants working for agencies that are required to evaluate the effect of their projects on architectural and archeological historic resources. The law that mandates this activity is Section 106 of the National Historic Preservation Act of 1966, as amended. Any time federal funding is used or licensing is required, the activity must take into account the effect on historic properties. For more information about the Section 106 process, check the Advisory Council on Historic Preservation's web site, www.achp.gov/ or the DE SHPO web site at <http://history.delaware.gov/preservation/index.shtml>.

The Role of Management Plans and Historic Context Documents in Survey

The DE SHPO has sponsored the development of cultural resource management plans and related historic contexts. These plans are our collective knowledge and experience and are used as a framework for the study of cultural resources in Delaware. Surveyors should fit their work into this framework, and contribute to the goals and priorities of these plans whenever possible. The surveyor is invited to contribute to these plans by identifying the weaknesses in and providing new interpretations of historic context information when warranted.

Historic Contexts

Contexts are useful ways to accumulate existing research on a topic, relate it to resources that are already known and have been explored, and set up ways to look at newly discovered resources. Avenues of research and inquiry pursued by the authors are included in the texts of these documents, as are how their research designs worked and recommendations for further work. These can be very useful to lay a ground work for the work ahead and can save time, especially in the evaluation of newly identified resources for the National Register. Also, it is expected that all work will be in a similar format and contain the same components to be of use to future researchers.

Fully developed historic contexts deal with issues of National Register eligibility of property types. Criteria are set for significance and integrity based on the findings of the context that augment and refine the standard National Register criteria of significance and integrity. Items to consider when developing these more targeted criteria include the relative rarity of the resource, relative importance within the group studied, and the level and aspects of physical integrity required to convey this significance.⁴ For example, the report **Agricultural Tenancy in Central**

⁴ See Historic Context Guidance For Evaluation Survey, on <http://history.delaware.gov/preservation/surveys.shtml>.

Delaware, 1770-1900 +/-: A Historic Context presents the unique background of tenancy in Delaware and can be used to evaluate properties thematically.

For evaluation-level surveys, if no previous contexts or management plans provide applicable criteria, the survey report must set out the criteria used for evaluating all the surveyed properties, and specifically measure each surveyed property against these criteria to justify the eligibility decisions made, whether eligible or not eligible. (See Report Guidelines below, p. 14.)

Levels of Survey and Reporting

In the federal program, there are two levels of survey: identification and evaluation. These build on one another and lead to determining the eligibility of properties for the National Register of Historic Places.⁵ This is the federal list of properties worthy of historic preservation. Not every survey will go through both levels.

Identification survey looks for historic properties on the landscape. It has two main approaches. In one, the surveyor looks at everything on, and including, the landscape for a particular geographic area of study. Surveys carried out by community-based organizations take this approach. In the other, the surveyor looks for just one (or more) particular kind of property, such as Methodist churches or dairy barns, in a defined geographic area. For identification survey that will be archived by the DE SHPO, standard forms are filled out or updated for each historic property located. Each property is photographed and mapped. A unique number (known as a Cultural Resource Survey or CRS number) will be provided by DE SHPO staff to relate all forms, photographs and mapping to a specific property. (See Data Coordination Guidance⁶ for specific instructions on each form.)

Evaluation survey looks at the identified properties and considers their eligibility for the National Register, based on federally determined criteria.⁷ Properties may be eligible individually or as a district. Individual properties can also be grouped by theme and related historically. Only a fully qualified architectural historian can assess eligibility.

All surveys carried out for federal and state projects must result in a report, and a PI who meets the Professional Qualification Standards for Architectural History⁸ must be the main author. The DE SHPO also encourages community-based groups to write a brief report documenting what they have accomplished. The report explains the research design, presents the historical background, and discusses fully the results of the survey. Appendices may include forms, photographs, and supplementary material. Format and contents of a survey report are discussed below for each level of survey. However, the levels may be combined in a single overall survey report. Of course, all federally funded or permitted surveys should conform to the Secretary of the Interior's Standards and Guidelines⁹ for Identification, Evaluation, and Historical

⁵ See <http://www.nps.gov/history/nr/index.htm> for information on the National Register program.

⁶ See <http://history.delaware.gov/preservation/surveys.shtml> for a link to the guidance.

⁷ See http://www.nps.gov/history/nr/publications/bulletins/nrb15/nrb15_2.htm.

⁸ See 36 CFR Part 61; www.nps.gov/history/local-law/arch_stnds_9.htm.

⁹ See http://www.nps.gov/history/local-law/arch_stnds_0.htm.

Documentation, as appropriate. Other surveys are encouraged to meet these standards as they represent best practices of the profession.

Treatment or Mitigation

The treatment plan is not a part of the survey process but often results from it. The Section 106 process mandates a series of negotiations among interested parties that is formalized by a Memorandum of Agreement. A formal treatment plan must be approved by the consulting parties before any physical action is undertaken. Treatment actions are used to mitigate the damage a federal project can have on a historic property or site. These actions are implemented once the significant resources in a project area are known and the adverse effects identified. Certain kinds of treatment result in reports that must meet the Secretary's Standards and Guidelines and the DE SHPO Guidelines. The DE SHPO reviews documentation reports using the same general standards as discussed in this manual.

Consultation with the DE SHPO staff is encouraged at any points where guidance is needed or questions arise that are not covered in these guidelines.

IDENTIFICATION LEVEL SURVEY

The goal of identification¹⁰ survey is to look for the visible remains of the past, which may include buildings, structures, objects, and landscapes¹¹. Identification survey means **finding, describing, photographing, and locating** every building or structure within the survey area older than forty years or that contributes to a particular theme defined for the survey, as well as the landscape elements that provide the setting for the property. In certain cases, more recent properties may be surveyed because of unusual design or historical connection. Part of an identification survey is also to record the landscape which surrounds the buildings and structures.

Building: created to shelter an activity, such as a house, place of worship, or factory

Structure: functional construction that does not shelter an activity, such as a road, railroad, dam, or silo

Object: an artistic or small, simple construction, such as a fountain, statue, fence, or watering trough

Landscape: the setting of a place, that ranges from artistically designed, such as a garden or park, to an area shaped over time by land use, such as a rural farm lane and fields, ruins of a mill complex, or a channeled river and marsh.

Why 40 Years Old?

The Secretary of the Interior, under the 1966 Historic Preservation Act, developed guidance for considering properties eligible for the National Register. This guidance requires that properties younger than 50 years show exceptional significance before they can be listed. In practice, this has meant that most surveyors look primarily for properties older than 50 years. In Delaware, the 40-year cut-off is a compromise to ensure that we have surveyed virtually all of the properties that would be considered for eligibility in the near future, especially given the difficulty of dating many buildings precisely from the mid-20th century, and in the case of long-running projects. However, remember that properties dating within the last 40 years can still be eligible. The surveyor needs to be alert for these unusual properties and include them in the survey documentation.

Planning the Survey

Developing a **research design** is the first step in the survey process. This lays out the plan of approach and ensures that the surveyor considers fully everything needed to complete the survey. This initial research design can take the form of a consultant's proposal for work or a grant application. Even in a community-based survey, these points should be considered:

- why the survey is being done,
- for whom the survey is being done,
- where the survey will be done,
- what the survey is going to do,
- how the survey will be done, and
- what the survey expects to find.

¹⁰ The term Reconnaissance Level is used by the National Park Service and the term Identification Level is used by the Advisory Council on Historic Preservation. In these guidelines, we use the latter, but the two are interchangeable. This phase of survey is often labeled Phase I in contract reports.

¹¹ National Park Service terminology for properties notes landscapes as sites. The term 'site' is avoided here to prevent confusion with archaeological sites. Guidance for surveying archaeological sites in Delaware can be found at <http://history.delaware.gov/preservation/surveys.shtml>, *Archaeological Survey in Delaware*. However, when counting properties surveyed for the report (see Report Guidelines below), landscapes are counted as sites.

The first three bullets in the above list are part of an introductory section of the final report. They clarify the need and purpose of the survey. For example, a town may wish to know what kinds of historic properties it has and where they are. Consultants very commonly carry out identification survey for clients that need to meet federal requirements and want to know what is in their project area.

The final three bullets above make up the parts of the formal **research design**. At this point in the project, it is critical for the PI to think about what to do (**objectives**), how to do it (**methods**), and what may be found (**expected results**). For many projects, the main objective is to identify every historic property within a project area. The project area must be clearly defined on a map. The methods generally include checking historic maps, doing some secondary historic research on the area, and then filling out forms and taking photographs of each property. They may include doing a windshield survey first to get a better idea of the kinds and numbers of properties within the area so the PI can better plan the work and incorporate this information in the research design. The expected results depend on the area or theme of the survey. Is the area urban, rural, or suburban? Is the theme based on a particular building type, an event, or a time period? The PI defines the research design so that everyone working on the survey understands what needs to be accomplished.

To build good will with inhabitants of the survey area, the PI or the client agency may want to notify the town and/or county government and any local historical society prior to any field work. This will assist in the next stage by starting the process of locating local informants and may provide historical sources not found in the major archives.

Historical Research

Before any field work, the PI insures that enough background research on the area or theme is done to establish what is already known. The researcher looks for histories and maps of the state and local area. The major archives in Delaware to check are:

Table 1: List of Archival and Historical Repositories in Delaware

| Name of Repository |
|--|
| Delaware Public Archives |
| Delaware Historical Society |
| Hagley Museum and Library |
| Wilmington Institute Library |
| University of Delaware Morris Library |
| Delaware State University William C. Jason Library |
| DE SHPO Research Center |
| Local community historical societies |
| Local libraries |

The DE SHPO's Research Center contains reports of previous surveys, maps, and historic property files. The researcher should check the unpublished reports and consult the maps and historic property files to determine what is known in the project area and whether or not the previous survey information needs to be updated.

Table 2: List of Readily Available Maps and Aerial Photographs

| Title of Historic Map or Aerial Photograph | Source | Format | Date |
|--|---|---------------------------|--|
| Baist Atlas of New Castle County | DPA ¹² , DHCA ¹³ | Paper, film | 1893 |
| DE SHPO Cultural and Historic Resource Information System ¹⁴ (CHRIS): geographic information mapping portal; all material geo-referenced; includes historic aerial photography; historic property inventory mapped as points with attached forms (incomplete); National Register properties mapped as points with nominations and photographs linked; National Historic Landmark property boundaries mapped as polygons; National Register district boundaries mapped as polygons | On-line | Digital | aerial photographs 1937, 1961, 1992, 1997, 2002, and 2007 |
| Dallin Aerial Survey Company (Wilmington and northern Delaware, oblique & some vertical views) | Hagley (on-line) ¹⁵ | Paper, digital | 1924-1941 |
| Delaware aerial photography | UD DEMAC on-line ¹⁶ | Digital | 1937, 1954, 1961, 1968, 1992, 1997, 2002, 2007 |
| Delaware Department of Transportation Aerial Photograph Collection | DPA | Paper | 1932-1972 |
| Hopkins Atlas of New Castle County | DPA, DHCA | Paper, film | 1881 |
| Nautical charts and miscellaneous maps | NOAA (on-line) ¹⁷ | digital | c. 1800-2000 |
| Pomeroy and Beers Atlas of Delaware | DPA, DHCA | Paper, film, digital, GIS | 1868 |
| Rea and Price Map of Delaware | DPA, DHCA | Paper, film | 1856 |
| Rea and Price Map of New Castle County | DPA, DHCA | Paper, film | 1849 |
| Sanborn maps of Delaware towns | DPA, DHCA | Film, digital | 1880s – 1950s |
| US Army Air Corps (for DE State Highway | Hagley | Paper, | 1926 |

¹² Delaware Public Archives, <http://archives.delaware.gov>.

¹³ Division of Historical and Cultural Affairs, <http://history.delaware.gov>.

¹⁴ Division of Historical and Cultural Affairs, <http://chris-users.delaware.gov/#/>.

¹⁵ Hagley Museum and Library, http://digital.hagley.org/cdm4/index_p268001uw.php?CISOROOT=/p268001uw

¹⁶ UD DEMAC, <http://demac.udel.edu/data/aerial-photography>; available as map tiles or as GIS map service.

¹⁷ National Oceanic and Atmospheric Administration, Office of Coast Survey, Historical Map & Chart Project, http://historicalcharts.noaa.gov/historicals/historical_zoom.asp.

| Title of Historic Map or Aerial Photograph | Source | Format | Date |
|--|--|-------------------|-----------|
| Dept.) aerial photographs (coastal only) | | digital | |
| US Coast and Geodetic Survey | DPA, DHCA | Paper, film | 1848 |
| USDA statewide aerial photographs | DPA, DHCA, UD DEMAC on-line | Paper, digital | 1937-38 |
| USGS topographic maps, 15' series | DHCA, Maptech (on- line) ¹⁸ | Digital | 1902-1936 |
| USGS topographic maps, all series | USGS (on-line map explorer) ¹⁹ | Digital | 1896-1997 |

Methods and Fieldwork

The PI should start with an examination of the entire project area to get a sense of what kinds of properties are in the area. This provides an idea of the principal features, historic properties, areas of modern intrusion, and a feel for the time frame needed to complete the fieldwork. Identification survey methods include the documentation on standard forms of the location, description, and photography of every building, structure, object, and/or landscape, in a project area or relating to the survey theme. A bounded area survey includes all properties constructed before 40 years ago, based on aerial photographs, maps, or other sources. A thematic survey includes only those properties that fit the theme. For identification survey of a defined area, the surveyor needs to examine and record the historic landscape as well as the specific buildings and so on which occur in that landscape. Ruins and structures such as mill races or dams need to be surveyed as well. In certain designed landscapes, roads may also need to be surveyed as structures.

Traditional cultural properties (see glossary) are a special type of thematic property and will not be immediately obvious. They may only be found in the later stages of the survey. Local informants are most often the only source of information about the location and use of such properties. Sometimes local histories or experienced researchers may provide information that leads to the identifying of a traditional cultural property.

Forms: The DE SHPO created standard forms²⁰ to use in Delaware and recommends their use for all identification surveys. An individual historic property can include a primary building or structure, its ancillary buildings, structures, and objects, and its landscape. The overall property receives a single Cultural Resource Survey number, and each element is documented on the appropriate form. If the property has a large number of elements, they may be assigned sub-

¹⁸ Maptech, <http://historical.maptech.com/>.

¹⁹ USGS Historical Topographic Map Explorer, <http://historicalmaps.arcgis.com/usgs/>.

²⁰ See <http://history.delaware.gov/preservation/surveys.shtml> for downloadable copies of current forms.

numbers. (See Data Coordination Guidance²¹ for information on Cultural Resource Survey number assignment and on filling out the forms.) If, during a survey for a federally funded project, the PI wishes to create a form that will more appropriately fit the survey's needs, the PI must contact the DE SHPO and get review and approval for the new form.

Mapping: Recording the precise location of each property is essential. Latitude and longitude or a Universal Transverse Mercator (UTM) coordinates must be provided for each property. The surveyor may use a Global Positioning System (GPS) to record this for the property, which can be uploaded into a Geographic Information System (GIS) to produce the survey's maps. When using a GPS, record the point near the main building or in the approximate center of a building cluster. If a GPS is not available, the survey can use various on-line map programs, such as Google, or a GIS mapping program (including CHRIS) to derive coordinates.²²

The survey as a whole needs to be mapped at an appropriate scale to show the location and relationship of all identified properties to one another and to previously identified properties. This may involve digital mapping using an in-house GIS or on-line mapping programs such as Google or USGS historic topographic maps. In addition, the surveyed properties must be mapped and survey forms submitted in DE SHPO's on-line system, the Cultural and Historical Resources Information System (CHRIS).²³

Photography: In general, all photography is now in a digital format. Photographs must provide clear representations of all accessible sides of the property, from foundation to chimney top or roof peak. Also include enough wider views to show the relationships of buildings and structures within a single complex to one another and to the surroundings. In addition, views should be taken of significant architectural details. For this level of survey, building interiors are usually not accessible to the surveyor, but include such photographs if possible. (See Data Coordination Guidance for digital format and delivery requirements.)

Report

All surveys should result in a report to record how the survey was carried out, to summarize the findings and draw conclusions, and to allow others to build on its information. The PI or other fully qualified architectural historian must be the main author of the report. The report needs to communicate completely everything that was found and observed during the survey, because in the future, the report with its accompanying forms and photographs may be the only evidence of the environs at this time. The report also conveys the approach to the survey, any difficulties encountered in completing the survey, and any particular focus of the survey. In addition, DHCA has a standard approach to arranging the report to make it easier for readers to find the information. Illustrations for the report, such as recent and/or historic photographs, current and historic maps, drawings, and/or copies of historical documents, should be placed on or following the page where the reference to the illustration is made and not in an appendix. Forms and any

²¹ See <http://history.delaware.gov/preservation/surveys.shtml> for a link to the guidance.

²² DE SHPO's on-line mapping system, the Cultural and Historical Resources Information System (CHRIS), allows the surveyor to generate latitude and longitude coordinates. See <https://chris-users.delaware.gov>.

²³ See <http://history.delaware.gov/preservation/research/gis.shtml> for CHRIS help documents.

photographs taken of the properties can be but are not required to be in an appendix. However, forms must be submitted through CHRIS to the DE SHPO Research Center, where they will be available for researchers' use. Unaltered tiff photographs must be provided on a CD-R or DVD-R gold disk. See Report Guidelines below.

EVALUATION LEVEL SURVEY

The goal of evaluation²⁴ survey is to make a preliminary determination on whether or not an identified property is **eligible** for the National Register of Historic Places. This may require updating the identification survey information to determine losses and current integrity if that survey took place some years earlier. (See Data Coordination Guidance²⁵ for update form.)

Planning the Survey

Evaluation survey requires more in-depth historic research. It includes the development of one or more **historic contexts**. These contexts provide the framework for deciding eligibility of the identified properties. This includes definition of property types that contribute to the context and eligibility criteria for each type. The criteria include what makes that type significant and the level of integrity that the significant features of that type must retain for an identified property to be eligible.

An evaluation survey done for a federally funded project has to be overseen by a person who meets the Professional Qualification Standards for Architectural History.²⁶ This person is the **Principal Investigator (PI)** for the survey project. However, any update survey and/or historical background research can be done by professionals who do not yet meet the full qualifications, architectural history students, or volunteers. The PI or other fully qualified architectural historian must be the one who determines eligibility and must be the main author of the report.

Since the goal is to determine eligibility, the **research design** is fairly simple. It needs to explain why there is a need to do this, which is the project objective. The methods need to include the kinds and level of historic research and the historic contexts that will be used to evaluate relative importance of the identified properties and any fieldwork necessary to gather additional information. The expected results are the determinations of eligibility or non-eligibility of the properties within the project or study area.

Historic Context

Context development is the most critical part of an evaluation survey. The PI determines which historic contexts to develop based on what is known in the area from previous identification survey. These contexts should capture the significant historic trends that explain the development

²⁴ The term Intensive Level is used by the National Park Service and the term Evaluation Level is used by the Advisory Council on Historic Preservation. In these guidelines, we use the latter, but the two are interchangeable. This phase of survey is often labeled Phase II in contract reports.

²⁵ See <http://history.delaware.gov/preservation/surveys.shtml> for a link to the guidance.

²⁶ See 36 CFR Part 61; www.nps.gov/history/local-law/arch_stnds_9.htm

of buildings, structures, and districts in the survey area. They provide the definitions for measuring each property against specific criteria for significance and integrity. When the context is properly developed, individual property discussions can be short summaries of the individual history and physical features that show how that property meets the context's criteria.

The context is a body of information about related properties organized by theme, place, and time. A related property type is a grouping of individual properties characterized by common physical and/or associative attributes. This creates an ideal against which individual properties are measured. The context sets criteria that define the most critical parts of the ideal to consider when evaluating a specific property for significance and integrity. Careful attention to developing the historic context or contexts is critical, because it governs how the surveyor evaluates the properties. The property type definitions may be as broad as a landscape, such as the marshlands,²⁷ or as narrow as a single functional type of outbuilding, such as bank barns.²⁸

The evaluation criteria take the general National Register criteria for significance and integrity and make them more specific for each defined type. The surveyor then evaluates each property based on how well the history (associative attributes) and distinctive elements of their construction and physical appearance (physical attributes) represent the general property type. (See Historic Context Guidance For Evaluation Survey,²⁹ the Bibliography of Developed Historic Contexts³⁰, and Appendix I, Defined Historic Contexts.)

Historical Research

To develop appropriate historic contexts for the survey area, the surveyor consults secondary sources to determine what main themes apply. However, some primary sources will probably be needed to develop the thematic concepts and the geographical and chronological ranges fully. (See Table 2 above for list available maps and aerial photographs.) Then the surveyor develops descriptions of the property types that illustrate these concepts. The description includes the main features that the ideal example of that type would possess.

For property types that depend on physical characteristics, some primary research or informant interviews may be helpful in determining the timing and nature of changes to the property. Property types that depend on association with a historical theme require more in-depth primary research to determine if an individual property includes that association.³¹ Note that associative property types are more difficult to develop and require substantially more research. If the level of significance is more than local, this requires both primary research and comparative research in secondary sources related to the theme on a state or national level.

²⁷ Fisher, Caroline C., Marshland Resources in the Delaware Estuary, 1830 to 1950+/-: An Historic Context; see DSPACE, <http://udspace.udel.edu/handle/19716/1520>.

²⁸ Jicha, Hubert, Bank Barns in Mill Creek Hundred, Delaware; see DSPACE, <http://udspace.udel.edu/handle/19716/2300>.

²⁹ See <http://history.delaware.gov/preservation/surveys.shtml>.

³⁰ See http://history.delaware.gov/pdfs/Context_Bibliography.pdf

³¹ For example, see Sheppard, Rebecca J., Anna Andrzejewski, and Deidre McCarthy, The House and Garden in Central Delaware, 1780-1930, +/-, <http://dspace.udel.edu:8080/dspace/handle/19716/4900>.

When there is a single or a limited number of properties in the survey area, the surveyor should include a comprehensive primary records search, including full title trace, check for wills and inventories, orphans court proceedings, road papers, plats, etc. (See Table 1.) In addition, there may be oral history from previous or current occupants or local historical society members. Secondary sources may include local histories, family genealogies, or company histories.

When the survey includes a large number of properties, either as a district or as related to a theme or in a large geographic area, the approach to researching each property will vary. The contexts established for the survey will govern how much and what kind of historical research is needed for individual properties or districts.

Methods and Fieldwork

Fieldwork for Evaluation survey focuses on determining the significant details of architecture and landscape for each property to determine its physical property type. Local informants may help with background knowledge relating to associative property types, but usually these can only be determined through historic research. The fieldwork must be sufficient to document the appearance of each property and how it fits into its physical property type based on the established contexts.

The initial fieldwork involves determining whether there are collections of properties that can be identified as districts. A district is two or more contiguous properties that have a historical relationship. In the field, the surveyor considers the visual relationships of the properties to each other, including the buildings, streetscapes, and/or landscapes around them, in deciding whether there is a district present. There may be buildings within a collection that are of outstanding importance. These need to be recognized and documented for their contribution to the larger collection. There may be ancillary dependencies and other minor historic features of the landscape that also contribute to the district. To document a district, include photographs of representative buildings and landscapes. Final boundary decisions must be made in consultation with the DE SHPO and recorded on an appropriate map.

Properties that are not clearly part of a larger collection are evaluated individually. Individual properties can contain a primary building or structure and subsidiary buildings, structures, and objects within the landscape. Fieldwork on individual properties focuses on examining the current integrity of building exteriors and the landscape, and gathering information on building interiors, if accessible. While interior integrity is a factor in an individual property's eligibility, documentation of interiors is often postponed until formal nomination of the property. To document an individual property, photograph all buildings, structures, and objects, their current condition and setting, and the interiors if accessible. Include landscape views to show how the properties relate to their surroundings. Drawings illustrating floor plans, significant architectural details, or scaled site/landscape plan may be prepared. Occasionally, a missed property is located during this fieldwork, and identification methods (see above) may need to be employed to record such a property.

Report

Evaluation survey reports present full discussions of the historic contexts, the properties examined, and the preliminary evaluation decision for each property. Any property that is less than 50 years old at the time of evaluation does not yet meet the National Register's age criterion. If there is no exceptional significance known for the property, the surveyor only needs to note that it does not yet meet this criterion and is therefore not eligible at this time. It is critical to present clearly the specific type criteria for significance and integrity. The report illustrates the properties with photographs and drawings (if prepared), and locates them on historic and modern maps. These reports contain some of the same information required in an identification survey report. If the two levels of survey are combined into a single report, this information does not need to be repeated. See Report Guidelines below.

REPORT GUIDELINES

This outline is intended to serve as a guide to the kinds of information that must be in a survey report, and should not be viewed as a rigid format. The author can, for instance, vary the order and placement of individual items of information or include tables or indices summarizing information as long as the report text includes sufficient information to support the conclusions in the summary. CRS numbers must be included in the draft and final reports. These guidelines also inform the PI of other technical requirements, including report copies, survey documentation, and the DE SHPO report review criteria.

All work done for federally permitted or funded activities must meet the appropriate Secretary of the Interior's **Standards and Guidelines for Archeology and Historic Preservation**, specifically the Standards for Identification³² and Evaluation.³³ The Standards for Historical Documentation³⁴ should also be followed. Work done for other purposes is encouraged to meet these standards, as they represent best practices for these kinds of projects. The DE SHPO staff review all products using these criteria.

Submission: Every report must be accompanied by a cover letter containing the name and contact information of the person submitting the report. Include contact information for the federal agency or its designee sponsoring the survey (if relevant). The DE SHPO requires one printed bound copy of the final, accepted report and one digital copy in PDF format, delivered on CD-R or DVD-R gold in a jewel case. (See Data Coordination Guidance³⁵ for specifics on formats and other requirements.) Draft reports may be printed or digital depending on the reviewer and the nature of the survey; the PI should discuss this with the DE SHPO reviewer prior to submittal.

Survey Report Outline

1. **Title page** with author(s) and firm (if any), title, and year (this may also include other information required by the client)
2. **Abstract** (should not exceed one page)
 - a. Dates of the survey
 - b. Location of the survey
 - c. Purpose for the survey
 - d. Summary of survey results, including
 - i. number of properties newly identified, if any
 - ii. number of properties for which survey information was updated, if any
 - iii. number of properties evaluated, if any

³² See http://www.nps.gov/history/local-law/arch_stnds_2.htm.

³³ See http://www.nps.gov/history/local-law/arch_stnds_3.htm.

³⁴ See http://www.nps.gov/history/local-law/arch_stnds_5.htm.

³⁵ See <http://history.delaware.gov/preservation/surveys.shtml> for a link to the guidance.

- iv. number of acres within the identification and/or evaluation survey area
(may be different for different levels of survey)
 - e. Repository location of forms, photographs, and maps (may be more than one, but must include the DE SHPO)
- 3. Table of contents**, with list of illustrations (Integrate illustrations, maps, and images within the text at appropriate points and **not** in an appendix.)
- 4. Introduction**
- a. Why survey was conducted and/or why evaluation survey required
 - b. Where (with general location map on a state or county map, and specific maps, at an appropriate scale, showing limits of survey area)
 - c. When (especially dates when in the field)
 - d. Who performed by, including Principal Investigator(s) name and area of qualification(s) under the Secretary of the Interior's Professional Qualification Standards
 - e. Who for (sponsoring agency or client)
 - f. What the area looks like (land use, topography, building density, etc.; may include photographs if desired)
- 5. Research design**
- a. Objectives (what the survey expects to accomplish)
 - b. Methods (which techniques planned to use in the survey, including how historic background research is approached, any field study to assess condition, etc.)
 - c. Expected results (what the surveyor expected to find in this area)
- The research design is presented in the report as it was defined **before** the fieldwork started. It may be quite simple and seem redundant, but it needs to be explained in the report so that the reader understands the purpose and approaches planned. It does not matter if changes had to be made to this plan in the field or if the results did not turn out as expected. Any biases or gaps encountered in the historic research, or adjustments to the methods used in the field should be explained in the historic research and fieldwork chapters. The actual results are discussed in the conclusions chapter.
- 6. Historic background**
- a. Brief history of survey area
 - b. Any notable trends, events, and/or people
 - c. Historic maps
- 7. Historic context(s) (for evaluation survey)**
- a. Significant trends, events, and/or people defining the context
 - b. Property types produced by the context
 - c. Evaluation criteria specifically for each property type (addressing all four National Register criteria of significance and all seven aspects of integrity)
- 8. Identification Fieldwork results (if applicable)**
- a. Property discussion (characterize what was found)
 - i. Numbers of each kind of property identified
 - ii. Locational patterns and relationships
 - iii. Kinds of landscapes in area
 - iv. General condition of properties
 - v. Observed threats to properties

- vi. Photographs of representative properties and landscapes plus any unusual or noteworthy properties
- b. Properties identified
 - i. Table with CRS number, street address (or location description if parcel is not in use and no address is assigned), property name, property function, related outbuildings (if any), latitude and longitude or UTM coordinates
 - ii. Map (printed) at scale showing location of every identified property listed in the table in relationship to the survey area (may require multiple maps or oversize map)

9. Evaluation results (if applicable)

- a. Property discussion (evaluation of each property and district)

- i. Districts

1. Summary of history and current conditions within the district
 - a. Information from property owners or other informants
 - b. Historic maps
 - c. Secondary research on the community or group
 - d. Primary documents (if relevant)
 - e. Any loss of integrity overall
2. Identify property type
3. Compare to evaluation criteria for that type
 - a. How illustrates the context's significance
 - b. How meets integrity level established in context
4. Map of recommended district boundary
 - a. Include parcel lines
5. List of addresses within boundary with CRS number
6. Current photographs of district streetscapes, important buildings or areas, and general setting

Important buildings within a district need to be discussed and documented specifically but within the context of the district.

- ii. Individual properties

If a property has already been evaluated in a district (see previous section), it does NOT need to be evaluated individually, unless it meets the specific criteria from a different historic context.

1. Summary of history and current condition
 - a. Information from property owners or other informants
 - b. Historic maps
 - c. Deed research
 - d. Other primary documents (if relevant)
 - e. Any loss of integrity
2. Identify property type
3. Compare to evaluation criteria for that type
 - a. How illustrates the context's significance
 - b. How meets integrity level established in context
4. Map of property boundary

- a. Include parcel lines
- 5. Current photographs of each property and its setting
- b. Evaluation summary table
 - i. Table with CRS number, street address (or location description if parcel is not in use and no address is assigned), property name, property type, eligible or not, level of significance if eligible, number of acres, latitude and longitude or UTM coordinates
 - ii. Map (printed) at scale showing location and boundaries of every evaluated property listed in the table in relationship to the survey area (may require multiple maps or oversize map)

10. Conclusions and recommendations

- a. Overall success of research design and any problems or bias encountered in historical research or in fieldwork
- b. Recommendations for future survey or preservation activities in area

Do not repeat the evaluations in the conclusions. This section is to summarize the general results. For example, “The survey successfully evaluated 24 of 25 properties. One property could not be evaluated due to owner refusal of access.”

11. Bibliography

- a. Include both secondary and primary sources; include all sources consulted, even if not cited in the text of the report.
- b. Use Chicago Manual of Style format for listings in the bibliography.

12. Appendices and attachments

- a. Forms, if any³⁶ (s) and photographs
 - i. DHCA does not require printed forms; digital forms must be submitted through CHRIS
 - ii. Printed forms may be required by client or other repository for report, such as a library
 - iii. Original TIFF uncompressed format photographs on CD-R or DVD-R gold in jewel case
- b. Map including (as appropriate) one with locations of all identified properties, one with polygons of boundaries of all properties evaluated as eligible, and one with locations for properties evaluated as not eligible as oversize printed map(s) (folded in pocket)
- c. Complete report on CD-R or DVD-R gold in a jewel case in PDF format.

³⁶ See <http://history.delaware.gov/preservation/surveys.shtml> for a link to the guidance.

GLOSSARY

| | |
|------------------------------------|--|
| Building | A construction created principally to shelter any form of human activity. |
| Chronological Period | the era for when the property is significant. Defined periods can be found in various management plans and historic contexts. (See Appendix I.) |
| Comprehensive Survey | the recordation of all resources within a project area. |
| Condition | the physical state of a resource, including its level of repair and functionality. Not equivalent to integrity. |
| Criteria - Evaluation from Context | the specific standards of integrity and significance for a property type, against which a particular property is measured to determine eligibility. |
| Criteria - National Register | the general standards of age, integrity, and significance defined by the National Park Service for the National Register of Historic Places program. ³⁷ |
| Cultural Resource | a historic building, site, structure, object, or district. Used interchangeably with property. |
| Data Coordination | the systematic assigning of CRS numbers, mapping, and cross-referencing of survey documentation for filing and retrieval purposes. |
| District | A significant concentration, linkage, or continuity of sites, buildings, structures, or objects united historically or aesthetically by plan or physical development |
| Documentary Research Design | the defining of the objectives, methods, and expected results of a survey's historical background research. |
| Eligibility | the capability of a specific resource to meet the National Register criteria and become eligible for inclusion in the National Register of Historic Places. |
| Environment | the physical surroundings of a property. |

³⁷ See National Register Bulletin 15, <http://www.nps.gov/history/nr/publications/bulletins/nrb15/>

| | |
|--------------------|---|
| Evaluation | the assessment of a property's eligibility for listing in the National Register. |
| Designed Landscape | a geographic area that has significance as a design or work of art; an area consciously designed and laid out by a master gardener, landscape architect, architect, or horticulturalist to a design principle, or an owner or other amateur using a recognized style or tradition in response or reaction to a recognized style or tradition; an area having a historical association with a significant person, trend, event, etc. in landscape gardening or landscape architecture; or an area having a significant relationship to the theory or practice of landscape architecture. |
| Field Work | the systematic retrieval of information about historic properties from the properties themselves, by documenting the resources on forms and in photographs, thus recording architectural elements and surroundings or recording archaeological testing and excavation. |
| Function | the use of the historic resource. Historic function is the use for which it was built; current function is its present use. |
| Geographic Zone | the bounded geographical areas defined in the state's management plan, determined by a common development pattern or use within each area in the past. (See Appendix I.) |
| Historic Context | a document providing information on the historical background of related types of resources, setting criteria for evaluation of significance and physical integrity. Comprises three main defining elements: geographical area, chronological period, and historic theme. (See Appendix I; see also Bibliography of Developed Historic Contexts. ³⁸) |
| Historic Theme | the broad categories of history, which provide the organizing scheme to explain the historical background of the resource. Broad topics are defined by various management plans and contexts, but sub-themes can be as narrow as needed for the purposes of survey. (See Appendix I.) |

³⁸ See http://history.delaware.gov/pdfs/Context_Bibliography.pdf.

| | |
|-----------------------------|--|
| History | refers to any event of the past, without consideration if it occurred before or after European contact. |
| Integrity | the degree to which a historic property retains those physical characteristics that identify it as a particular property type significant to a historic context. |
| Intensive/Evaluation Survey | level of survey that assesses resources for eligibility for the National Register. |
| Management Plan | a written plan that documents the historic contexts and type of resources existing in a specific area and how that area will be developed or preserved to manage those resources for the future. |
| National Register | the official federal list of buildings, sites, structures, objects, and districts significant in American history, architecture, archaeology, engineering, and culture; maintained by the Keeper of the National Register at the National Park Service in Washington, D.C. ³⁹ |
| Object | Constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. Although it may be, by nature or design, movable, an object is associated with a specific setting or environment. |
| Physical Geography | the broad physical characteristics of the land, including topography (degree of flatness, steepness of slope, or rolling quality of the land surface), water systems, ground cover (forest, cultivated fields, etc.), and degree of development (road systems, buildings, and so on). |
| Principal Investigator | the individual in charge of the overall project. This person must meet the Secretary of the Interior's Professional Qualification Standards ⁴⁰ for the particular kind of project being carried out. |
| Property | a historic building, site, structure, object, or district with its associated setting, which may include subsidiary buildings, site components, structures, or other landscape features. Used interchangeably with resource. |

³⁹ See <http://www.nps.gov/history/nr/index.htm>.

⁴⁰ See http://www.nps.gov/history/local-law/arch_stnds_9.htm

| | |
|---|--|
| Property Type | a grouping of individual properties (buildings, sites, objects, structures, or landscapes) based on shared physical or associative characteristics. |
| Reconnaissance/Identification/Location Survey | level of survey where cultural resources are located and recorded, but not evaluated for eligibility for the National Register. |
| Research Design | a written plan for conducting research, including objectives, methods, and expected results of the survey. Written before beginning any field work. |
| Rural Landscape | A geographical area that historically has been used by people, or shaped or modified by human activity, occupancy, or intervention, and that possesses a significant concentration, linkage, or continuity of areas of land use, vegetation, buildings and structures, roads and waterways, and natural features. |
| Section 106 | a section of the National Historic Preservation Act of 1966, as amended, ⁴¹ which requires that all federal agencies take into account the effect of their undertaking on any district, site, building, structure, or object that is included in or eligible for inclusion in the National Register of Historic Places. |
| Significance | the historical importance or research value of a property, as measured against the four National Register criteria. ⁴² |
| Site | The location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historic, cultural, or archeological value regardless of the value of any existing structure. |
| Structure | Functional constructions made usually for purposes other than creating human shelter. |
| Survey Documentation | the full range of information collected from a survey, including forms, images, photographs, negatives, maps, reports, and any background historical data collected but not necessarily used in the report. The report must note where this information is stored. |

⁴¹ See <http://www.achp.gov/nhpa.html>.

⁴² See http://www.nps.gov/history/nr/publications/bulletins/nrb15/nrb15_2.htm.

Traditional Cultural Property⁴³

building, site, structure, object, or district eligible due to an association with cultural practices or beliefs of a living community that (a) are rooted in that community's history, and (b) are important in maintaining the continuing cultural identity of the community.

⁴³ See National Register Bulletin 38, <http://www.nps.gov/nr/publications/bulletins/nrb38/>.

APPENDIX I: Defined Historic Contexts in Delaware

A defined historic context has three parts: a geographic area, a time period, and a cultural theme. Delaware has a framework of contexts, defined on a very general level. This framework provides a reference for relating specific contexts and historic properties to each other. The following maps provide the general geographic areas for prehistoric and historic time periods.

| Time Period Name |
|--|
| Pre-European Contact ⁴⁴ |
| Paleo-Indian |
| Archaic |
| Woodland I |
| Woodland II |
| Contact Period, ⁴⁵ 1600-1750 AD +/- ⁴⁶ |
| Exploration and Frontier Settlement, 1630-1730 +/- |
| Intensified and Durable Occupation, 1730-1770 +/- |
| Early Industrialization, 1770-1830 +/- |
| Industrialization and Early Urbanization, 1830-1880 +/- |
| Urbanization and Early Suburbanization, 1880-1940 +/- |
| Suburbanization and Early Ex-urbanization, 1940-1960 +/- |

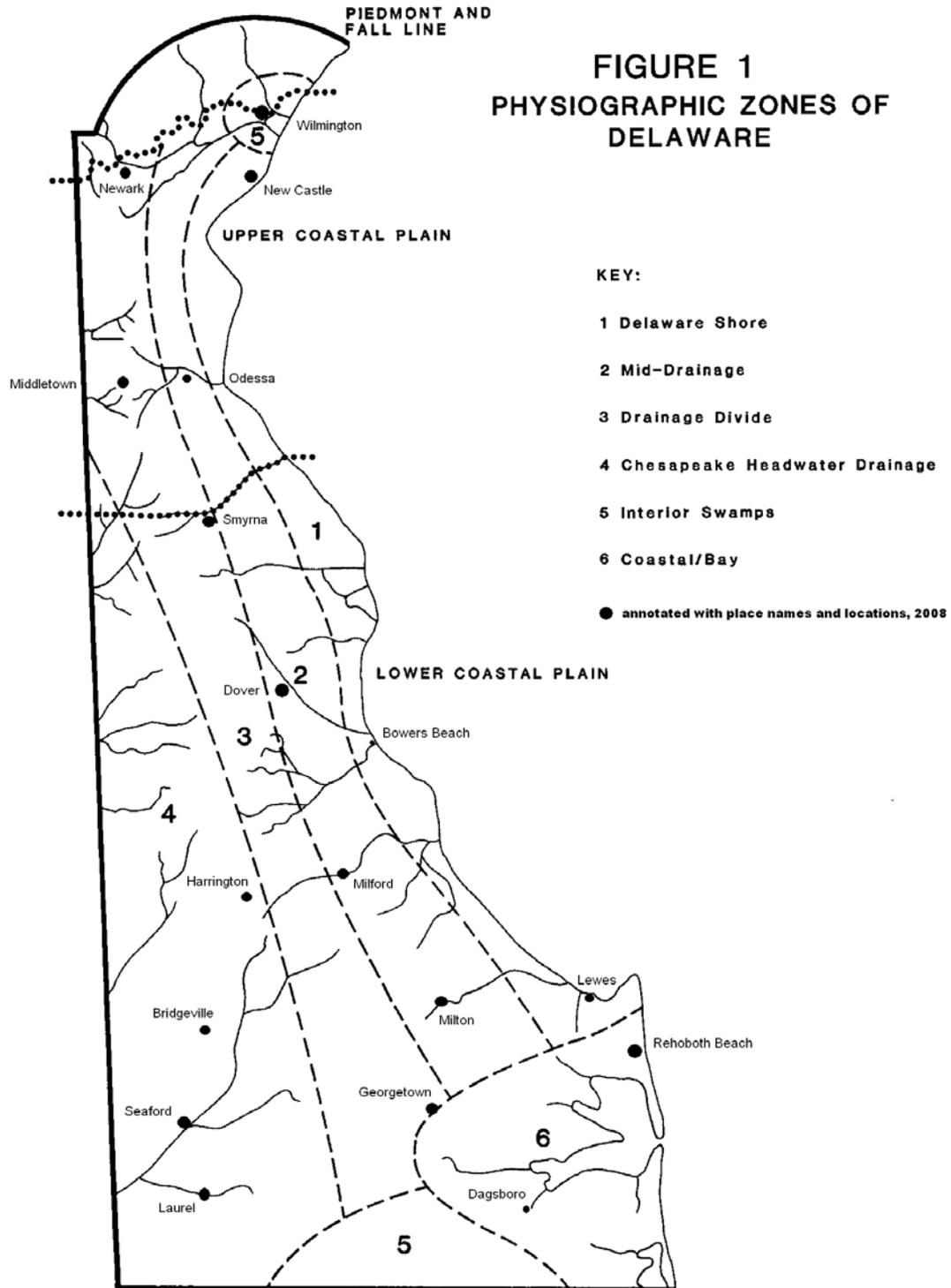
| Historic Period Theme |
|---|
| Agriculture |
| Forestry |
| Trapping/Hunting |
| Mining/Quarrying |
| Fishing/Oystering |
| Manufacturing |
| Retailing/Wholesaling |
| Finance |
| Professional Services |
| Transportation and Communication |
| Settlement Patterns and Demographic Changes |
| Architecture, Engineering and Decorative Arts |
| Government |
| Religion |
| Education |
| Community Organizations |
| Occupational Organizations |
| Major Families, Individuals and Events |
| Recreation and Culture |

⁴⁴ for prehistoric sites without diagnostic artifacts

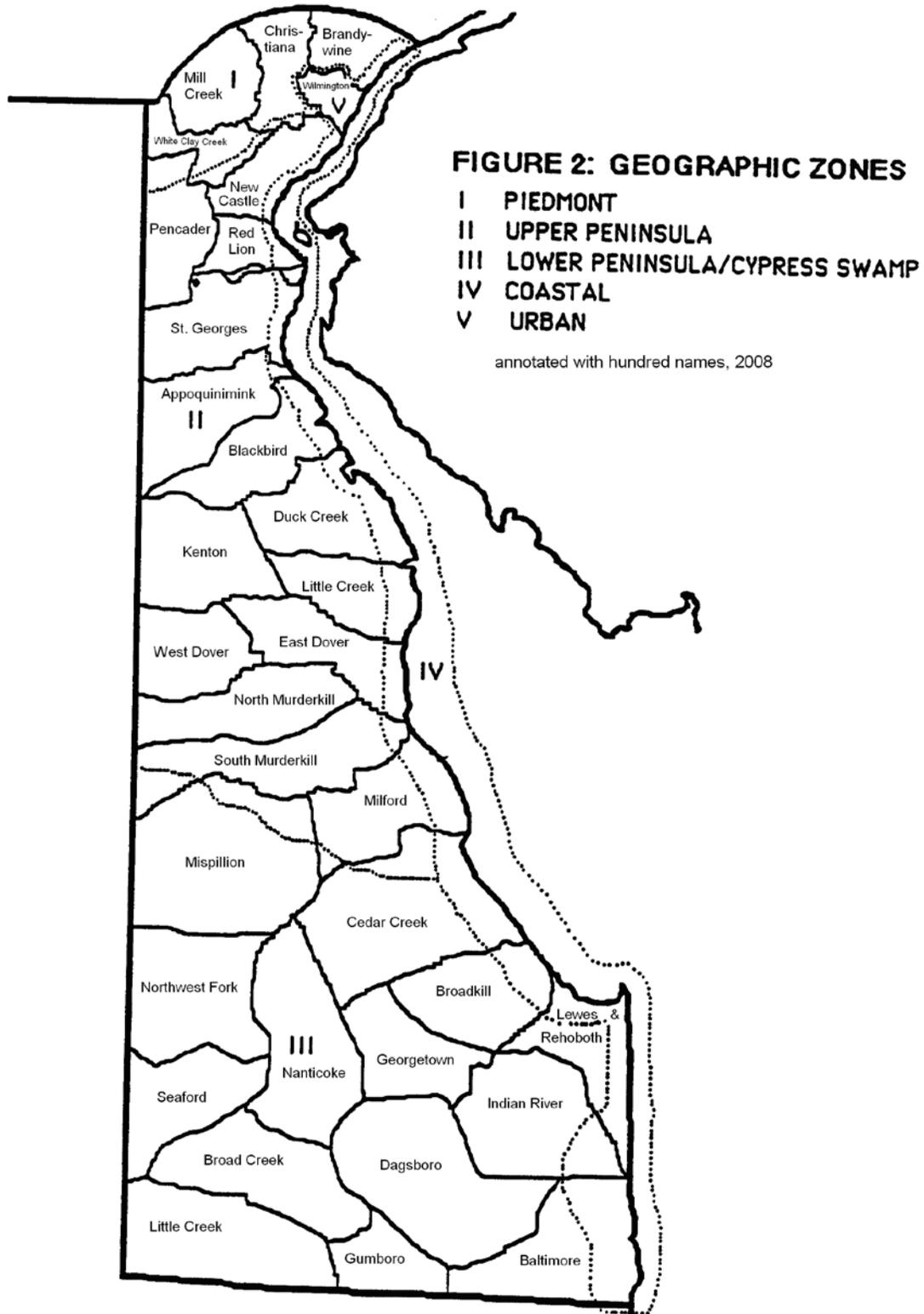
⁴⁵ Note that this period designation applies to Native Americans still living in traditional ways. See Custer, Jay F. Management Plan for Delaware's Prehistoric Cultural Resources. 1986.

⁴⁶ +/- indicates that date ranges are approximate and may be different depending on geographic region

Physiographic Zones: from Custer, Jay F., 1986, *A Management Plan for Delaware's Prehistoric Cultural Resources*. Monograph, No. 2. University of Delaware Center for Archaeological Research, Newark, DE.



Geographic Zones: from Ames, David L., et al., 1989, *Delaware Comprehensive Historic Preservation Plan*. University of Delaware Center for Historic Architecture & Engineering, Newark, DE).⁴⁷



⁴⁷ See <http://dspace.udel.edu:8080/dspace/handle/19716/1523>.