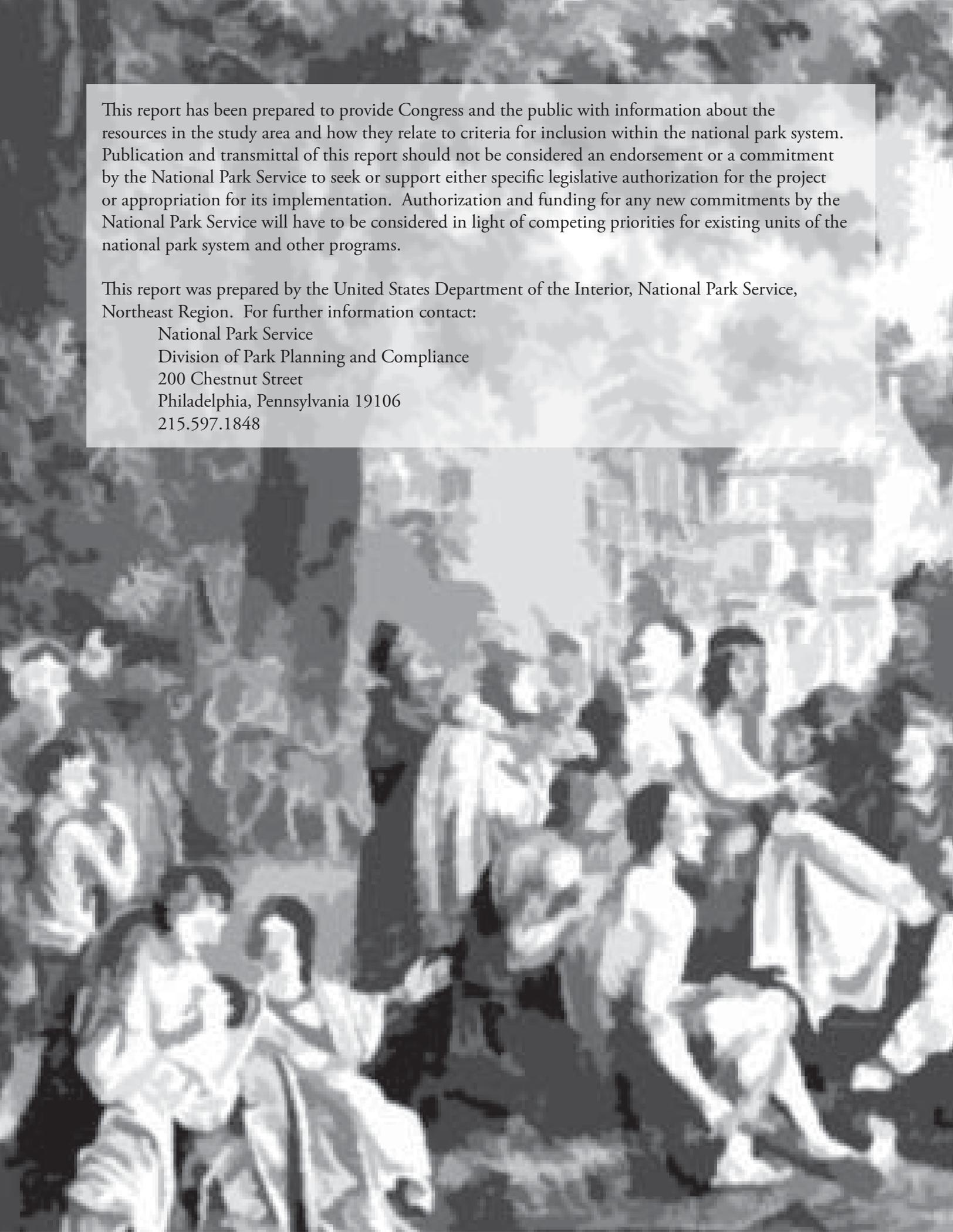




# *Delaware National Coastal Special Resource Study and Environmental Assessment*

November, 2008





This report has been prepared to provide Congress and the public with information about the resources in the study area and how they relate to criteria for inclusion within the national park system. Publication and transmittal of this report should not be considered an endorsement or a commitment by the National Park Service to seek or support either specific legislative authorization for the project or appropriation for its implementation. Authorization and funding for any new commitments by the National Park Service will have to be considered in light of competing priorities for existing units of the national park system and other programs.

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# Table of Contents

<b>Executive Summary .....</b>	<b>1</b>
<b>Chapter One .....</b>	<b>5</b>
<b>Study Purpose and Background</b>	
Introduction .....	5
Study Area .....	7
Study Process .....	8
Previous Efforts .....	9
Study Issues and Impact Topics .....	13
<b>Chapter Two .....</b>	<b>19</b>
<b>Historical Overview and Resources</b>	
Introduction .....	19
Pre-European Contact .....	19
European Contact .....	20
The European Context .....	22
The Dutch West India Company .....	22
First Delaware Settlement: Swanendael .....	24
New Sweden .....	25
Fort Casimir .....	28
Swedish Occupation of Fort Casimir .....	29
Revenge of the Dutch .....	30
An American Colony Owned by a European City .....	31
The British Gain Control of Delaware Bay .....	33
In the Times of William Penn .....	33
Delaware and Independence .....	35
Early Settlement and Statehood Resources .....	44
<b>Chapter Three .....</b>	<b>55</b>
<b>Analysis of National Significance, Suitability, Feasibility and Need For NPS Management</b>	
Introduction .....	55
National Significance Criteria .....	55

Summary of Reconnaissance Analyses .....	56
Application of National Significance Criterion .....	60
Application of the Suitability Criterion .....	61
Peopling Places .....	62
Shaping the Political Landscape .....	64
Determination of Suitability .....	66
Feasibility Analysis .....	67
Evaluation Criteria Conclusion .....	71
<b>Chapter Four .....</b>	<b>73</b>
<b>Alternatives</b>	
Introduction .....	73
Alternatives Considered but Dismissed .....	73
Alternatives Considered .....	74
Environmentally Preferred Alternative .....	83
The NPS Most Effective and Efficient Alternative .....	83
Summary of Alternatives .....	84
Summary of Environmental Consequences .....	86
<b>Chapter Five .....</b>	<b>87</b>
<b>Affected Environment</b>	
Introduction .....	87
Cultural Resources – Historic Structures .....	87
Socio-Economics .....	90
Transportation .....	90
Visitor Experience .....	90
<b>Chapter Six .....</b>	<b>91</b>
<b>Environmental Consequences</b>	
Introduction .....	91
Methodology .....	91
Impacts to Cultural Resources and Section 106 of the National Historic Preservation Act (NHPA) .....	92
Cultural Resources - Historic Structures .....	93
Visitor Use - Transportation .....	96
Socio-economics .....	98

Visitor Experience ..... 99  
 Section 106 Summary by Alternative ..... 101  
 Summary of Impacts by Alternative ..... 102  
  
**Chapter Seven ..... 103**  
**Consultation and Coordination**  
 Introduction ..... 103  
 Notice of Intent ..... 103  
 Public Scoping Meetings ..... 103  
 Written Communications ..... 104  
 Consultation ..... 104  
 Delaware National Coastal Special Resource Study Team and Advisors ..... 105  
  
**Appendices ..... 107**  
 Appendix A: History Timeline ..... 107  
 Appendix B: Sites Considered During Study ..... 113  
 Appendix C: Legislation ..... 115  
 Appendix D: Consultation & Coordination ..... 116  
 Appendix E: Bibliography ..... 126

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# CONTENTS

## Executive Summary

In October 2006, the Secretary of the Interior was authorized by Congress through the “Delaware National Coastal Special Resources Study Act of 2006” (Public Law 109-338) to conduct a Special Resource Study of the coastal area of the state of Delaware. This report constitutes the results of the study undertaken by the Northeast Regional Office of the National Park Service (NPS).

The study, in accordance with legislation setting forth the criteria to be used in such analyses, and reflecting current NPS management policies, examines the national significance of sites within the state of Delaware, and their suitability and feasibility for designation as a potential unit of the national park system. It also examines the need for NPS management of those resources versus management by other agencies of government, or through private means. In the following chapters of this report is the explanation of how the criteria were applied to resources in the state, and what process the study team conducted to reach its conclusions.

The study legislation directed the Secretary of the Interior to consider eight themes when analyzing the resources for potential inclusion in the national park system. The study team carefully performed reconnaissance analyses on the many sites associated with the themes and determined that only two had related resources that could be determined to be nationally significant and suitable.

Thus, the “Early Settlement” theme focused on early settlement by the Dutch, Swedish and English, and the “Birth of a Nation” theme focused on the period leading up to when Delaware signed the U.S. Constitution and became the nation’s first state.

Because of Delaware’s long coastline that includes both the Delaware River and the Atlantic Ocean, and because of its strategic location as a Mid-Atlantic state, its history has been rich and varied. The history of early settlement in Delaware is unusual because it covers successive waves of Swedish, Dutch and English claims on the same landscapes. Both the Dutch and Swedish were interested in the economic advantages of developing outposts to obtain furs from the American Indians located along the Delaware. It was not until the English claimed the land in Delaware that the settlement process began in earnest.

The period in Delaware’s history before its rise to prominence as the “First State,” upon ratification of the U.S. Constitution, provides an important lens on the subject of how early colonial leaders struggled with the notion of breaking free from England. Delaware exemplifies the character of an entirely new nation as the result of that quest for freedom and independence.

**Chapter 1** of the report describes the purpose and background of the study and explains the process by which it was conducted, identifies the study area, and summarizes the public involvement process. The congressionally required criteria for evaluating the potential designation of new units of the national park system are also noted here.

**Chapter 2** discusses the history and resources of the state of Delaware as they relate to two themes: early Dutch, Swedish and English settlement, and the period leading up to the founding of the United States. The chapter is not meant to be an exhaustive historical account. Rather, it provides the basis for public understanding of the resources and information helpful in the determination of whether these resources meet criteria for potential designation as a unit of the national park system.

**Chapter 3** presents the analyses of the resources and their relationships to the various criteria for potential designation of a unit of the national park system. It concludes that selected resources, representing the two themes, meet the criteria for potential unit designation.

**Chapter 4** is an analysis of the different management alternatives when a resource is found eligible for potential inclusion in the national park system. It describes two action alternatives, (1) the potential establishment of a national historical park, or (2) a national historic site. A “no-action” alternative, as required by the National Environmental Protection Act (NEPA), is also presented. Each alternative discusses resource protection, interpretation, visitor experience, management and operations, and includes estimates of costs and possible roles of the NPS and partners. There are also descriptions of two alternatives that were considered, but dismissed from further study.

**Chapters 5 and 6** provide information concerning the environmental assessment including the affected environment and the environmental consequences of any proposed federal action.

**Chapter 7** describes the consultation and coordination process with the public and state and federal agencies during the study. Public involvement is an essential element of every National Park Service study and is required under NEPA.

The study concludes that Alternative B, a National Historical Park, is the environmentally preferred alternative and by NEPA standards would best protect and interpret resources that were found to be nationally significant. Resources would be protected through partnerships with the state of Delaware, non-profit organizations and private property owners. At numerous locations, enhanced interpretive and educational

programs would increase public awareness of the need to protect the resources associated with early settlement in Delaware and those connected with important early leaders who helped to found the nation. By establishing an NPS presence in Delaware, through a cooperative preservation partnership in which resources could receive grants for preservation and interpretation, and NPS technical assistance, the significant resources will be better protected and visitors’ experiences of those resources will be enhanced. Alternative B also provides for NPS staffing to conduct programs common to a national park experience in the state of Delaware.

Alternative B also represents the NPS most effective and efficient alternative. Under this alternative, visitors would be provided an integrated resource-based experience in which individual sites would provide coordinated and integrated interpretive programming.

The report, in large part, results from a public involvement process which encouraged the participation of agencies of state and local governments, non-profit organizations and the citizens of Delaware. The study team appreciates the time that so many generously afforded to discuss the resources of Delaware, and how they may best be protected and understood in the future.

## Public Comments

This report is available for public review for a period of 30 days. During this review period, the National Park Service is accepting comments from interested parties electronically, at public meetings, and by postal mail. At the end of the public comment period, the National Park Service will review all comments and determine whether any changes should be made to the report. Following the public comment period, the report will be transmitted to the Secretary of the Interior who, in turn, will transmit the report to the United States Congress.

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Comments may be made electronically through the NPS Planning, Environment and Public Comment (PEPC) website at: <http://parkplanning.nps.gov>

Comments may also be submitted by e-mail to:  
[peter\\_samuel@nps.gov](mailto:peter_samuel@nps.gov)

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# SUMMARY



## Introduction

In October 2006, the Secretary of the Interior was authorized by Congress through the “Delaware National Coastal Special Resources Study Act of 2006” (Public Law 109-338) to conduct a Special Resource Study of the Delaware National Coastal Area in the state of Delaware. This report constitutes the results of the study undertaken by a multi-disciplinary staff of the Northeast Regional Office of the National Park Service (NPS).

The purpose of this study is to determine whether specific natural and cultural resources or areas in Delaware are nationally significant, suitable and feasible to qualify for potential congressional designation as a unit of the national park system. The study identifies resources of national significance and evaluates whether they meet the criteria for new areas of the national park system.

The 391 units comprising the present national park system are cumulative expressions of a single national heritage. Potential additions to the system should, therefore, contribute in their own special way to one that fully represents the broad spectrum of natural and cultural resources that characterize our nation. The NPS is responsible for conducting professional studies of potential additions to the national park system when specifically authorized by an Act of Congress, and for determining eligibility of the resources.

Several laws outline criteria for potential units of the national park system. To receive a favorable recommendation from the NPS, a proposed addition to the national park system must (1) possess nationally significant natural or cultural resources; (2) be a suitable addition to the system; (3) be a feasible addition to the system; and (4) require direct NPS management instead of alternative protection by other public agencies or the private sector. These criteria are designed to ensure that the national park system includes only the most

outstanding examples of the nation’s natural and cultural resources. They also recognize that there are other alternatives, short of designation as a unit of the national park system, for preserving the nation’s outstanding resources.

An area or resource may be considered nationally significant if it is an outstanding example of a particular type of resource; possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation’s heritage; offers superlative opportunities for public enjoyment, or for scientific study; and retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource. National significance for cultural resources is evaluated by applying the National Historic Landmarks’ process contained in 36 Code of Federal Regulations (CFR), Part 65.

An area may be considered suitable for potential addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. The suitability evaluation, therefore, is not limited solely to units of the national park system, but includes evaluation of all comparable resource types protected by others.

Suitability is determined on a case-by-case basis by comparing the resources being studied to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The suitability analysis also addresses rarity of the resources; interpretive and educational potential; and similar resources already protected in the national park system, and in other public or private ownership. The comparison results in a determination of whether the



potential new area would expand, enhance, or duplicate resource protection or visitor use opportunities found in other comparably managed areas.

To be feasible as a new unit of the national park system, an area must be of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment (taking into account current and potential impacts from sources beyond its boundaries), and be capable of efficient administration by the NPS at a reasonable cost. In evaluating feasibility, the Service considers a variety of factors, such as: size; boundary configurations; current and potential uses of the study area and surrounding lands; land ownership patterns; public enjoyment potential; costs associated with acquisition, development, restoration, and operation; access; current and potential threats to the resources; existing degradation of resources; staffing requirements; local planning and zoning for the study area; the level of local and general public support; and the economic/socioeconomic impacts of designation as a unit of the national park system. The evaluation also considers the ability of the NPS to undertake new management responsibilities in light of current and projected constraints on funding and personnel.

There are many excellent examples of the successful management of important natural and cultural resources by other public agencies, private conservation organizations, and individuals. Most notably, state park systems provide for protection of natural and cultural resources throughout the nation and offer outstanding recreational experiences. The NPS applauds these accomplishments, and actively encourages the expansion of conservation activities by state, local, and private entities, and by other federal agencies. Unless direct NPS management of a studied area is identified as the clearly superior alternative, the Service will recommend that one or more of these other entities assume a lead management

role, and that the area not be recommended as a potential unit of the national park system.

Studies evaluate an appropriate range of management alternatives and identify which alternative or combination of alternatives would be most effective and efficient in protecting significant resources and providing opportunities for appropriate public enjoyment. Alternatives to NPS management are not normally developed for study areas that fail to meet any one of the four criteria for inclusion listed above, particularly the “national significance” criterion.

In cases where a study area’s resources meet criteria for national significance, but do not meet other criteria for inclusion in the national park system, the Service may instead recommend an alternative status, such as “affiliated” area. To be eligible for “affiliated area” status, the area’s resources must:

- 1) meet the same standards for national significance that apply to units of the national park system;
- 2) require some special recognition or technical assistance beyond what is available through existing NPS programs;
- 3) be managed in accordance with the policies and standards that apply to units of the national park system; and
- 4) be assured of sustained resource protection, as documented in a formal agreement between the NPS and the non-federal management entity. Congressionally authorized affiliated areas may be entitled to limited financial and technical assistance from the NPS.

Designation as a National Heritage Area is another option that may be recommended. Heritage areas are distinctive landscapes that do not have the same criteria for designation as units of the national park system. Either of these two alternatives would recognize an area’s

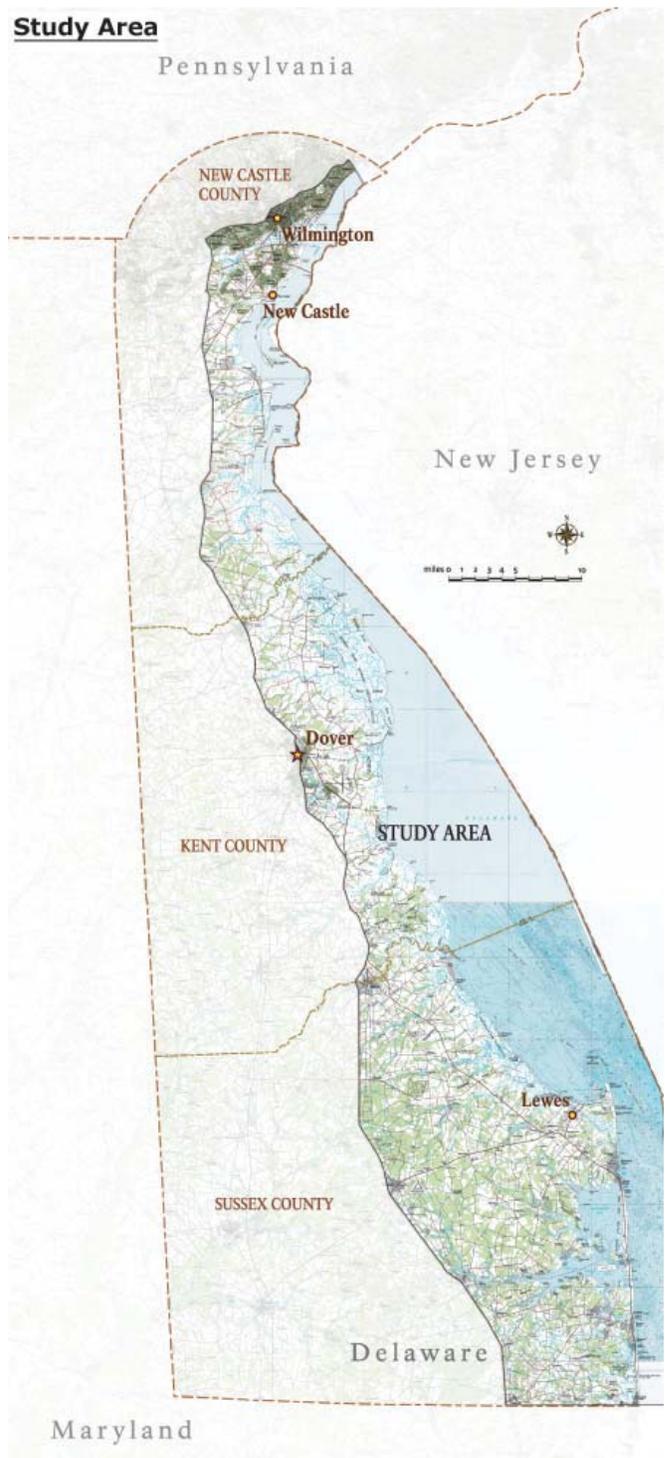
importance to the nation without requiring or implying management by the NPS.

This Special Resource Study and Environmental Assessment (EA) analyzes two “action alternatives” and the “no action alternative.” The EA has been prepared in accordance with the National Environmental Policy Act of 1969, as amended (NEPA), the implementing regulations of the Council on Environmental Quality (40 CFR 1500-1508.9) and NPS Director’s Order #12: Conservation Planning, Environmental Impact Analysis and Decision-Making (DO-12) and accompanying Handbook (2001). This EA is also intended to fulfill any applicable requirements of Section 106 of the National Historic Preservation Act of 1966, as amended (NHPA), and has been prepared in accordance with the implementing regulations of the Advisory Council for Historic Preservation (36 CFR Part 800) and NPS Director’s Order #28: Cultural Resources Management (DO-28) and accompanying Handbook.

## Study Area

Delaware is the second smallest state in the United States—comprising 1,982 square miles. It is 96 miles long and the width varies from nine to 35 miles. There are three counties: New Castle, Kent and Sussex. The Delaware National Coastal Special Resource study area comprises predominately coastal regions, but other sites in the state were also given consideration, such as the historic Odessa district, and the revolutionary sites associated with Newark such as Cooch’s Bridge.

The coastal region that was studied includes land from the shore of the Delaware River and the Bay to a line created by Route 13 as the western boundary, which runs from the city of Wilmington to the Maryland border.



## Study Process

Public Law 109-338 provides that the Special Resource Study shall evaluate sites along the coastal region of the state of Delaware that relate to:

- 1) the history of indigenous peoples, which would explore the history of Native American tribes of Delaware, such as the Nanticoke and Lenni Lenape;
- 2) the colonization and establishment of the frontier, which would chronicle the first European settlers in the Valley who built fortifications for the protection of settlers, such as Fort Christina;
- 3) the founding of a nation, which would document the contributions of Delaware to the development of our constitutional republic;
- 4) industrial development, which would investigate the exploitation of water power in Delaware with the mill development on the Brandywine River;
- 5) transportation, which would explore how water served as the main transportation link, connecting Colonial Delaware with England, Europe, and other colonies;
- 6) coastal defense, which would document the collection of fortifications spaced along the river and bay from Fort Delaware on Pea Patch Island to Fort Miles near Lewes;
- 7) the last stop to freedom, which would detail the role Delaware has played in the history of the Underground Railroad network; and
- 8) the coastal environment, which would examine natural resources of Delaware that provide resource-based recreational opportunities such as crabbing, fishing, swimming, and boating.

Studies that involve multiple themes require analyses of extensive resources relating to each theme. The study team performed an initial reconnaissance analysis of collective or individual resources relating to each theme

(see appendix) to provide an early reading as to whether the resources would meet the national significance and suitability criteria required for further investigation.

During the reconnaissance process, study team members conducted extensive on-site visits in Delaware to resources related to each theme and researched relevant literature to ascertain the likelihood of affirmative findings required by the national significance and suitability criteria. A number of themes were found to lack the potential for further consideration because the resources associated with them would not be likely to meet one or both of these necessary initial criteria for potential designation as a unit of the national park system. These findings are summarized in chapter three of this report. The study team also considered whether the entire collection of resources related to all of the themes could potentially meet the criteria, but concluded that every state has a collection of resources that together are important to the state's history and contribute to the portions of the national story. Such assemblages of themes and resources are often more conducive for consideration as heritage areas, not discrete units of the national park system.

The reconnaissance analysis disclosed that resources related to two of the themes:

- 1) the colonization and establishment of the frontier, which would chronicle the first European settlers in the Delaware Valley who built fortifications for the protection of settlers, such as Fort Christina; and,
- 2) the founding of a nation, which would document the contributions of Delaware to the development of our constitutional republic,

were likely to meet the national significance and suitability criteria. These two themes and their related resources became the primary focus of the study and were further explored for their potential to meet all of the required criteria.

A description of the history and resources associated with these two themes constitutes the relevant analysis to this special resource study and they are further described and evaluated in chapters two and three.

The study team also undertook an expansive public involvement process including: public scoping meetings, meetings with interested individuals and organizations and affected property owners, a series of meetings to discuss potential concepts and preliminary findings of national significance and suitability, and public meetings on the study's preliminary alternatives. These were conducted in each of the three counties of Delaware and involved private individuals and representatives of state and local governments and interested non-governmental organizations. Public and stakeholder involvement for this study was coordinated by the study team with assistance from staff of Senator Carper's office, the Delaware Department of Natural Resources and Environmental Control (DNREC), and the Delaware Division of Historical and Cultural Affairs.

A series of formal public meetings were held to provide the public with opportunities to participate in the study. Public scoping meetings were held on October 9, 2007 in Milford, Delaware and October 10, 2007 in New Castle, Delaware. Stakeholder meetings were held on July 10, 2008 for the Wilmington Area, New Castle, Dover and Lewes. Additional public meetings were held on September 23, 2008 in Dover, and September 25, 2008 in New Castle to solicit input on the preliminary alternatives included in this report. Meetings with affected property owners were conducted on September 12, 2008.

During scoping, the study team contacted federal and state agencies with jurisdiction and/or special expertise and informed them of the proposed study to request information and identify potential issues. Formal consultation was initiated with the U.S. Fish and

Wildlife Service (USF&WS), the National Oceanic and Atmospheric Administration (NOAA), Native American Graves Protection and Repatriation Act (NAGPRA) Director, the federally recognized American Indian tribe, and the state of Delaware Division of Historical and Cultural Affairs. These agencies will continue to have the opportunity to comment on the study prior to completion.

## Previous Efforts to Establish a National Park in Delaware and Existing Federal Interests

Delaware is comprised of a diverse collection of resources, many of which are protected by either the federal government through the U.S. Fish and Wildlife Service and the U.S. Army Corps of Engineers, or by state and local governments or non-profit organizations.

While there are currently no units of the national park system located in the state of Delaware, there have been discussions over the past seven decades to consider designating a unit. The most recent of these discussions was initiated by Delaware Senator Thomas R. Carper in 2002 and 2003. A committee of knowledgeable citizens was formed to nominate potential resources for consideration. The result was a proposal for a national coastal heritage park involving an array of natural and historic resources. The proposal provided the basis for the legislation introduced by Senator Carper which, when it became Public Law 109-338, provided the direction to the National Park Service to conduct this special resource study.

The proposal, released in 2004, included 12 sites recommended for inclusion as part of the coastal heritage park. The overriding theme that connected these sites was that by exploring coastal Delaware a visitor would experience the coastal American landscape and understand its role in the development of the nation.

These sites were located in all three counties in Delaware under eight separate themes. The park was proposed to be structured much like a series of bicycle wheels, each with a hub and spokes. The hubs would be interpretive centers located strategically along the coast line. These hubs would provide the visitor with a comprehensive look at the themes most prevalent in the surrounding area. The spokes would be the connectors to the attractions and sites that make up the wheel.

Under the proposal, four interpretive facilities would provide the necessary historical context and direct people to the many existing attractions that could help visitors understand and appreciate the entire breadth of experiences along Delaware’s coastal region. Visitors would disperse from the hubs to their destinations along existing roads, transit lines, bikeways and land and water trails.

Earlier efforts at developing a national park unit included:

- In the 1930s the Civilian Conservation Corps began to develop an area of freshwater wetlands in southwestern Sussex County. The intention was to designate this area as a national park. Instead, the area known as Trap Pond was later authorized as one of Delaware’s first state parks in 1951.
- In the 1960s a proposal was submitted for the NPS to assume management of Delaware’s beaches. The area to be designated as a national seashore included the coastal region from Cape Henlopen to the Maryland shore. Studies

determined that the state was well suited to continue managing the beaches and improving the outdoor recreation areas, and the initiative was dropped.

- In the early 1990s there was a proposal to have the NPS study the Great Cypress Swamp in Sussex County as a possible national park unit. During an early meeting in the region, there was much opposition by local landowners and the project did not move forward.

### **Bombay Hook National Wildlife Refuge**

Administered by the U.S. Fish and Wildlife Service, the refuge comprises 15,978 acres, approximately four-fifths of which is tidal salt marsh. The refuge has one of the largest expanses of nearly unaltered tidal salt marsh in the mid-Atlantic region. It also includes 1,100 acres of impounded fresh water pools, brushy and timbered swamps, agricultural lands, and timbered and grassy upland. The general terrain is flat and less than ten feet above sea level.

While the refuge is home and stopping place for a wide variety of birds, mammals, and reptiles, the most popularly recognized species utilizing the refuge are eagles, deer, and vast flocks of migrating waterfowl and shorebirds. Its location on the Delaware Bay provides Bombay Hook the ideal habitat to provide major resting and feeding grounds for hundreds of thousands of migrating shorebirds. The annual shorebird flight from wintering grounds in South America to their nesting grounds above the Arctic Circle, coincides precisely with the egg-laying activities of horseshoe crabs along the bay shores.

Bombay Hook was established in 1937 as a link in the chain of refuges that extends from Canada to the Gulf of Mexico. The value and importance of Bombay Hook for the protection and conservation of waterfowl has increased greatly over the years, primarily due to the



Aerial view of Bombay Hook National Wildlife Refuge. NPS photo.

loss of extensive surrounding marshland to urban and industrial development.

### **Prime Hook National Wildlife Refuge**

Also administered by the U.S. Fish and Wildlife Service, the refuge was established in 1963 under the authority of the Migratory Bird Conservation Act for use as an inviolate sanctuary, or any other management purpose, expressly for migratory birds. It is located on the west shore of Delaware Bay, approximately 22 miles southeast of Dover, the state capital, and 64 miles southeast of Wilmington, Delaware.

The refuge is considered to have one of the best existing wetland habitat areas along the Atlantic Coast. The intensively managed freshwater impoundments have become important stop-over sites for spring and fall migrating shorebirds and wading birds. Endangered and threatened species management activities provide

habitat for the Delmarva fox squirrel, nesting bald eagles and migrating peregrine falcons. Neotropical land birds passing through utilize the refuge's upland forested habitat during the fall and spring. The refuge's 10,000 acres are a diverse landscape featuring freshwater and salt marshes, woodlands, grasslands, scrub-brush habitats, ponds, bottomland forested areas, a seven-mile long creek, and agricultural lands. These cover types provide habitat for approximately 267 species of birds, 35 species of reptiles and amphibians, and 36 different mammals.

Public use at Prime Hook provides compatible wildlife-oriented recreational opportunities. Since the signing of the National Wildlife Refuge System Improvement Act of 1997, appropriate public uses of the refuge system include six major wildlife-dependent recreational uses including: hunting, fishing, wildlife observation, photography, environmental education, and environmental interpretation.

## Captain John Smith Chesapeake National Historic Trail

Administered by the NPS, The Captain John Smith Chesapeake National Historic Trail was authorized by Congress in 2006 so that visitors to the Chesapeake Bay could understand the significance of English Captain John Smith's explorations, the rich history of Native American cultures, and of the bay itself from that period to modern time. The trail follows the path of Smith's journeys along the Chesapeake and its tributaries, and is America's first national water trail.

The Nanticoke River Water Trail in Delaware is a connecting gateway to the Chesapeake Bay Gateways Network, an NPS program that ties together Chesapeake Bay sites for protection and interpretation. In cooperation with the state of Maryland, a partnership has been forged to protect the unique, ecological resources and agricultural economy of the Nanticoke River watershed.

## White Clay Creek National Wild and Scenic River

In October 2000, Congress designated 190 miles of White Clay Creek in Pennsylvania and Delaware, and its tributaries, as a National Wild and Scenic River. White Clay Creek is the only National Wild and Scenic River protected in its entirety. National Wild and Scenic River designation encourages the appropriate development of land that can coexist with the river. This federal designation helps to preserve watershed features that enhance water quality, natural resources and the overall quality of life. The approach takes into account changing land uses and the effects they can have on river habitat.

The watershed includes mature forest, open field, wetland, and river ecosystems, a variety of habitats that gives the watershed its rich diversity that includes: 33



White Clay Creek National Wild and Scenic River. NPS photo.

species of small mammals, 21 species of fish, and 27 species of reptiles and amphibians, and over 90 species of breeding birds. White Clay Creek is a major trout fishing stream, with both Pennsylvania and Delaware annually stocking rainbow and brown trout.

## National Register of Historic Places

At this writing, there are 530 sites listed on the National Register of Historic Places in the state of Delaware. The NPS administers the National Register of Historic Places. Areas of significance that were identified included architecture, commerce, conservation, education, engineering, industry, invention, landscape architecture, sciences, urban planning, and industrial architecture.

## National Historic Landmarks

The NPS administers the National Historic Landmarks (NHL) program. There are 12 NHLs in Delaware. Six of these were designated in the 1960s and five in the 1970s. One was designated in the past five years, Howard High School in Wilmington, a landmark related to the civil



rights struggle. Ten are located in New Castle County and two in Kent County. There are currently no NHLs designated in Sussex County. Four of Delaware's NHLs are houses of signers of the Declaration of Independence or the U.S. Constitution. There is one NHL district and that is located in old New Castle.

Sites are designated National Historic Landmarks when they meet the criteria of national significance as defined by the Secretary of Interior's Standards for the Treatment of Historic Properties. This criterion is the same that is used for determining significance for potential units of the national park system. The NHL Program has provided grants and technical assistance to further protect Delaware's valuable historic resources.

### **Other NPS Assistance**

The NPS has enjoyed lengthy and collaborative natural and cultural resource protection relationships with the governments, organizations, and citizens of Delaware. NPS-administered Federal Land and Water Conservation Fund grants have preserved significant amounts of open space and provided recreation areas in the state. NPS Rivers, Trails and Conservation Assistance staff have provided technical assistance for trails and recreational developments to many governments and organizations throughout Delaware. Recent NPS technical assistance has focused on an effort to develop a Northern Delaware Heritage Area, and an initiative to create a Brandywine River Heritage Corridor.

## **Study Issues and Impact Topics Dismissed and Retained for Analysis**

### **Topics Selected for Detailed Analysis in the Environmental Assessment (EA)**

In meetings conducted during the study, many participants expressed comments or potential concerns that covered a broad range of topics. Concerns were expressed about potential increased traffic and congestion and the need for protection of archeological sites. Possible themes were stressed and sites were suggested including, respectively, the Underground Railroad, lighthouses, a light ship, reconstruction of Fort Christina, Fort Delaware, and possible locations of a potential visitor center. Some participants expressed the desire that sites in all three counties of the state be included in a potential national park. In all meetings, the public expressed strong support for the establishment of a unit of the national park system in Delaware. For the purposes of conducting the environmental assessment, a number of impact topics have been retained, while others have been dismissed.

### **Impact Topics Retained for Analysis**

The impact topics selected for detailed analysis in this EA include:

#### **Cultural Resources:**

- Historic Structures

#### **Visitor Use:**

- Socioeconomics

- Transportation

- Visitor Experience

Chapter five describes the affected environment for each impact topic retained and analyzed and chapter six presents the potential impacts of implementing the alternatives.

## Impact Topics Dismissed from Detailed Analysis

During the study process, several impact topics were initially considered and then dismissed from detailed analysis from the study's EA. A brief rationale for the dismissal of each impact topic is provided below.

### Wetlands

The Clean Water Act, Executive Order 11990 ("Protection of Wetlands"), NPS Management Policies 2006, DO-12, and Director's Order #77-1: Wetland Protection and accompanying Wetland Procedural Manual, (2002) (DO-77-1) requires federal agencies to examine the impacts of their actions to wetlands as well as their protection. There is the possibility that wetlands exist within the study site. However, impacts to wetlands are not expected under either action alternative as there would be no construction or actions associated with the designation of a national park that would cause impacts to wetlands. Therefore, wetlands were dismissed from further analysis.

### Floodplains

Executive Order 11988 ("Floodplain Management"), NPS Management Policies 2006, DO-12, and Decision-making, and Director's Order #77-2: Floodplain Management and accompanying Procedural Manual (2003) (DO-77-2) requires federal agencies to examine the impacts of their actions to floodplains and the potential risk involved in placing facilities within floodplains. Sections of the project along coastal Delaware are within the 100-year flood plain. Since there are no actions associated with the designation of a

national park that would impact floodplains, this topic was dismissed from further analysis.

### Water Quality

The Clean Water Act and NPS Management Policies 2006, NPS DO#77: National Resources Management provide direction for the protection of surface and ground waters. Of the proposed sites, Fort Christina and New Castle are adjacent to bodies of water. There are no actions associated with the congressional designation of a national park that would have an impact on water quality. No construction is associated with the proposed actions and uses would not change from what they currently are. Therefore, water quality was dismissed from further analysis.

### Wild and Scenic Rivers

Nationally designated Wild and Scenic Rivers are rivers that must be free flowing and possess an "outstandingly remarkable" geologic, historic, cultural, natural or recreational resource. White Clay Creek, a nationally designated Wild and Scenic River, is located in the northwest section of the state and is outside the study area. There are no Wild and Scenic rivers in the study area. Therefore, Wild and Scenic Rivers were dismissed from further analysis.

### Threatened and Endangered Species

Section 7 of the Endangered Species Act (16 USC 1531 et seq.), as amended (ESA), and NPS Management Policies 2006, requires an examination of impacts on all federally-listed threatened or endangered species. Correspondence with the U.S. Fish and Wildlife Service verified there are no proposed or federally listed endangered or threatened species known to exist within the project impact area. Therefore, threatened and endangered species were dismissed from further analysis.



## Air Quality

The 1963 Clean Air Act, as amended (42 United States Code (USC 7401 et seq.) and NPS Management Policies 2006 requires that federal land managers have a responsibility to protect air quality-related values from adverse air pollution impacts. Air quality is typically affected by the creation of significant stationary point sources of emissions. No point sources of pollution are expected to be created or affected by the designation of a national park. The number of additional vehicles traveling to the sites potentially attaining a national park designation is not expected to be significant. No measurable changes in mobile source emissions would result from the proposed alternatives. In addition, the state of Delaware is a non-attainment area. The Clean Air Act and Amendments of 1990 define a “non-attainment area” as a locality where air pollution levels persistently exceed National Ambient Air Quality Standards or that contributes to ambient air quality in a nearby area that fails to meet standards. Therefore, the impact topic of air quality was dismissed from further analysis.

## Prime and Unique Farmlands

In August 1980, the Council on Environmental Quality directed that federal agencies assess the effects of their actions on farmland soils classified by the U.S. Department of Agriculture’s Natural Resources Conservation Service as prime or unique (Council on Environmental Quality, 1980). Under the Farmland Protection Policy Act (7 USC 4201), prime farmland is defined as land that has the best combination of physical and chemical characteristics for producing food, feed, fiber, forage, oilseed, and other agricultural crops with minimum inputs of fuel, fertilizer, pesticides, and labor, and without intolerable soil erosion (7 USC 4201(c)(1)(A)). Unique farmland is land other than prime farmland that is used for the production of specific high-value food and fiber crops, such as citrus, tree nuts, olives, cranberries, fruits, and vegetables (7 USC

4201(c)(1)(B)). None of the proposed alternatives have actions that would impact prime and unique farmland and the alternatives are not going to change the way the land is used. Therefore, prime and unique farmland was dismissed as an impact topic.

## Cultural Resources

The National Historic Preservation Act of 1966, as amended (16 USC 470 et seq.); the National Environmental Policy Act of 1969 (42 USC 4321 et seq.); NPS Director’s Order #28: Cultural Resource Management Guideline (NPS 1998), NPS Director’s Order #28A: Archeology, NPS Management Policies 2006, and NPS Director’s Order #12: Conservation Planning, Environmental Impact Analysis, and Decision-making and its accompanying handbook (NPS 2001a) require the consideration of impacts on cultural resources, and in particular, resources listed in or eligible for listing in the National Register of Historic Places.

## Archeology

Although archeological testing has not been conducted, the presence of archeological resources in the study area is likely, as it contains significant historic sites. Archeological resources in the study area would not be disturbed as there are no actions proposed with the congressional designation of a national park that would impact the resources. Therefore, archeological resources were dismissed from further analysis.

No known archeological resources would be impacted within the area of potential effects. In accordance with the Advisory Council on Historic Preservation’s (ACHP) regulations implementing Section 106 of the National Historic Preservation Act, the determination of effect is no historic properties affected. Any future archaeological discoveries on any sites that become part of the national park system will be treated in accordance with Director’s Order #28A, Archeology.

## Cultural Landscapes

According to the NPS Cultural Resource Management Guideline (DO #28), a cultural landscape is defined as “a geographic area, including both cultural and natural resources and the wildlife or domestic animals therein, associated with a historic event, activity, or person or exhibiting other cultural or aesthetic values.” (NPS 1998).

Several of the sites proposed for designation as a national park are NHLs. Although a cultural landscape inventory has not been conducted for the study area, none of the proposed alternatives have actions that would impact cultural landscapes and the designation of a national park would not change the landscapes for any of the sites. Therefore, cultural landscapes were dismissed from further analysis.

There are no known cultural landscapes associated with the area of potential effects. In accordance with the Advisory Council on Historic Preservation’s (ACHP) regulations implementing Section 106 of the NHPA, the determination of effect is no historic properties will be affected. Any future cultural landscape discoveries on sites that become part of the national park system will be treated in accordance with DO # 28.

## Indian Trust Resources

Executive Order 13175 requires that any anticipated impacts to Indian trust resources from a proposed project or action by Department of Interior agencies be explicitly addressed in environmental documents. One Indian Tribe traditionally associated with the area has been contacted. The NAGPRA Director and the Delaware Tribe of Indians have been contacted regarding this project and are consulting parties. Neither party has responded to correspondence. At this time, no Indian Trust Resources have been identified in the study area and there are no actions associated with the alternatives that would impact Indian Trust resources. Therefore, Indian Trust Resources were dismissed from further analysis.

## Sacred Sites

Executive Order 13007 requires consultation with Indian tribes and religious representatives on the access, use, and protection of sacred sites. The Delaware Tribe of Indians and the NAGPRA Director have been contacted regarding this study and are consulting parties. At this time, no Sacred Sites have been identified and none of the proposed alternatives have actions that would impact sacred sites. Therefore, Sacred Sites were dismissed as an impact topic. Should any sacred sites be discovered in the future on properties that become part of the national park system, they will be treated in accordance with Director’s Order # 28.

## Ethnography

Director’s Order # 28 provides cultural resource management guidelines for ethnographic resources. The sites in the study area share a theme of early European settlement, emphasizing early Dutch, Swedish and English settlement. These sites are being evaluated for potential congressional designation as a national park. None of the proposed alternatives have actions that would negatively impact ethnographic resources and the alternatives are not going to change the significance of the sites. Therefore, ethnography was dismissed as an impact topic. Any future information regarding ethnographic resources associated with sites that become part of the national park system will be treated in accordance with Director’s Order # 28.

## Low Income and Minority Populations and Environmental Justice

Executive Order 12898 (“Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations”) requires all federal agencies to incorporate environmental justice into their missions by identifying and addressing disproportionately high and adverse human health or environmental effects of their programs and policies on minorities and low-income populations and communities.

Low income and minority populations are located near Fort Christina. However, the action alternatives would not have any disproportionate health or environmental effects on minorities or low-income populations or communities. Therefore, the impact topic of low income or minority populations and environmental justice was dismissed from further analysis.

Energy Requirements and Conservation Potential CEQ guidelines for implementing NEPA require examination of energy requirements and conservation potential as a possible impact topic in environmental documents. Principles of sustainable design and development should be incorporated into all facilities and park operations. The objectives of sustainability are to design structures to minimize adverse impacts on natural and cultural values; to reflect their environmental setting; to maintain and encourage biodiversity; to construct and retrofit facilities using energy efficient materials and building techniques; to operate and maintain facilities to promote their sustainability; and to illustrate and promote conservation principles and practices through sustainable design and ecologically sensitive use.

Essentially, sustainability is living within the environment with the least impact on the environment. The action alternatives presented in this document subscribe to and support the practice of sustainable planning and design in part by utilizing and supporting existing resources. No new construction is associated with this study. The proposed action aims to develop alternatives that meet the purpose and need of the project while maintaining sustainable practices. Consequently, adverse impacts relating to energy use, availability, or conservation would be negligible. Therefore, the impact topic of energy requirements and conservation potential was dismissed.

## Climate Change

There is emerging scientific consensus that climate change is occurring due to release of greenhouse gases (mainly carbon dioxide, methane, and nitrous oxide) that are trapping heat in the atmosphere and raising the planet's temperature. According to the United Nations Intergovernmental Panel on Climate Change, there is a 90% probability that climate change is mainly due to human activities. Climate change is projected to accelerate in the future, but the extent depends on our ability to reduce greenhouse gas emissions.

Long-term management of existing resources would not result in impacts that contribute to climate change. There may be a negligible contribution to greenhouse gas emissions as a result of increased vehicle emissions from visitors. Based on the research to date, there is no evidence that climate change effects occur at a local or even regional scale; therefore, any negligible greenhouse gas emissions resulting from the number of vehicles would not contribute to climate change in the study area or Delaware, and would not likely contribute to cumulative impacts on global climate change. A more likely scenario is the potential for long-term climate changes to impact the study site and how they would be managed. The potential effects of future climate change on the study site will be considered and management decisions will be re-evaluated as more information becomes available. Therefore, the impact topic of climate change was dismissed from further analysis.



# **Chapter Two**

## **Historical Overview and Resources**

**Introduction**

**Pre-European Contact**

**European Contact**

**The European Context**

**The Dutch West India Company**

**First Delaware Settlement: Swanendael**

**New Sweden**

**Fort Casimir**

**Swedish Occupation of Fort Casimir**

**Revenge of the Dutch**

**An American Colony Owned by a European City**

**The British Gain Control of Delaware Bay**

**In the Times of William Penn**

**Delaware and Independence**

**Early Settlement and Statehood Resources**

**TWO**

## Introduction

This chapter explores the history and resources of coastal Delaware with a focus on the themes of early European settlement and Delaware's role as the first state of the nation. The historical period examined is from the time of early Dutch and Swedish settlement in the 1620s up through the time of the signing of the Declaration of Independence and the U.S. Constitution in the late 18th century.

This historical overview is not intended to be a detailed analysis of historic places, people or events. Rather, it provides the basis for later discussions on the national significance and suitability criteria in chapter three of this report. Virtually all of the resources that will be discussed have been designated National Historic Landmarks and have been reviewed previously by historians for their national significance and their capacity to illustrate important elements of the American story. This analysis will explain and connect the events associated with those important stories.

## Pre-European Contact

The earliest inhabitants of the Delaware Valley region lived during the Paleo-Indian Period (12,000-6500 B.C.). Believed to be descendants of the first Asians to enter North America during the Ice Age, these nomadic hunters and gatherers arrived in Delaware at least 11,500 years ago. An archaeological site near Hockessin in northern Delaware indicates habitation circa 9,500 B.C.

A number of Paleo-Indian sites have also been discovered in the west central portion of the state on the drainage divide between the Delaware Bay and the Chesapeake Bay. It is believed that small groups of Paleo-Indians traveled between the hunting sites in the central and southern parts of the state to locations in northern Delaware where stone materials could be found for the manufacture of tools. These groups were highly mobile

and did not establish permanent settlements.

Little is known about human habitation in the state during the Archaic Period (6500 - 3000 B.C.). There are no well-preserved and excavated sites in the state, although projectile points typical of this period have been discovered in plowed fields.

During the Woodland I Period (3000 B.C. - A.D. 1000), evidence indicates that riverine and coastal areas became preferred living locations while interior areas provided hunting and gathering locations. Base camps of the period provide the first evidence of prehistoric dwellings. These circular "wigwam" structures exhibit signs of interior fireplaces and semi-subterranean living floors. At one site on the Leipsic River, a large sheet of bark was discovered suggesting that the exteriors were covered with bark with a wood post framework. Significant numbers of these houses were excavated during the construction of State Route 1 in Kent County.

While the numbers of dwellings are relatively frequent, there is no evidence that large communities were present. The largest Woodland I Period community excavated, a group of six houses, was near the State Route 1 bridge over the Chesapeake and Delaware Canal. Pottery and ceramics have also been discovered.

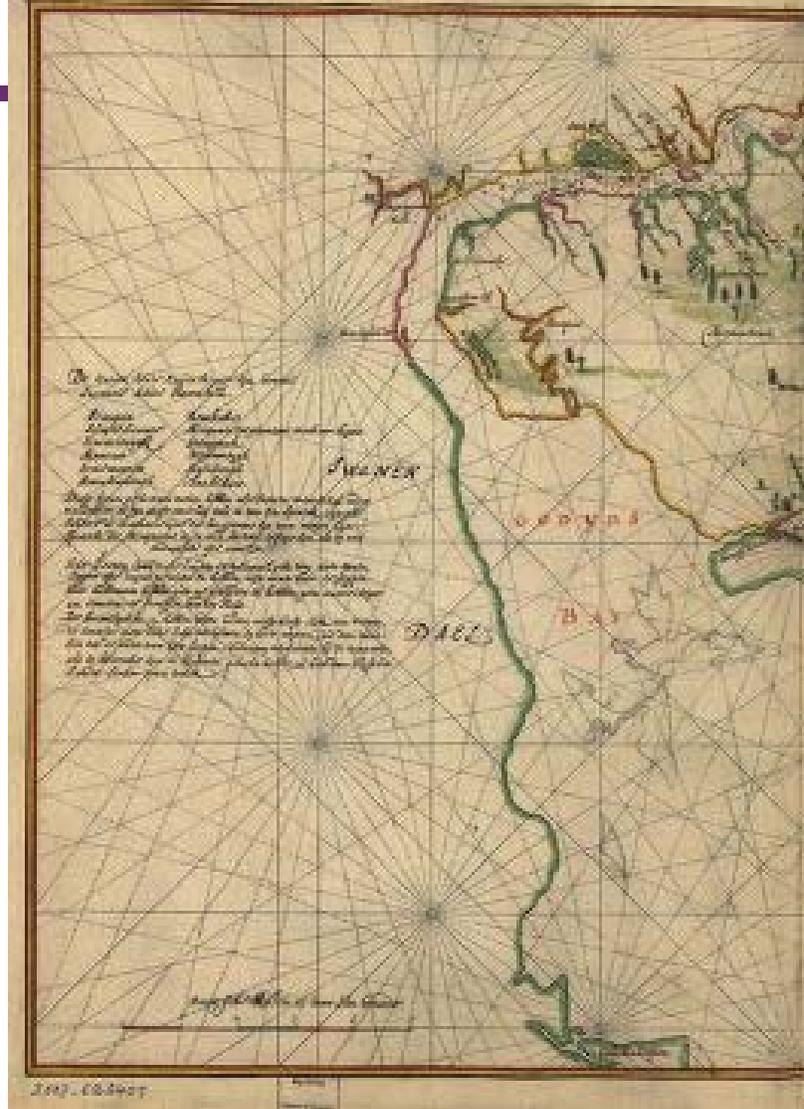
While the Woodland II Period (A.D. 1000 - 1600) is characterized in other locations by the advent of agricultural villages, almost no evidence has been found of similar places in Delaware. Woodland II sites in Delaware are, instead, comparable to those of the Woodland I Period.

The Contact Period (A.D. 1600 - 1750) was marked by the arrival of Europeans. This period is best characterized by the virtual extinction of the native population through conflict and disease except for a few remnant groups.

Few Native American sites of this period have been investigated. For the few that have been, some European trade goods have been discovered.

## European Contact

When the Europeans first came up the Delaware River they would have seen few people on the land that now comprises the state of Delaware. The Indians who lived there called themselves the Lenni Lenape. They eventually became known by the English as the Delaware, as their descendants are known today. The Lenni Lenape were a peaceful group who had settled the lands along both sides of the Delaware River, and proceeded to engage in farming and hunting. Unlike other more aggressive tribes, the Delaware built stable communities,

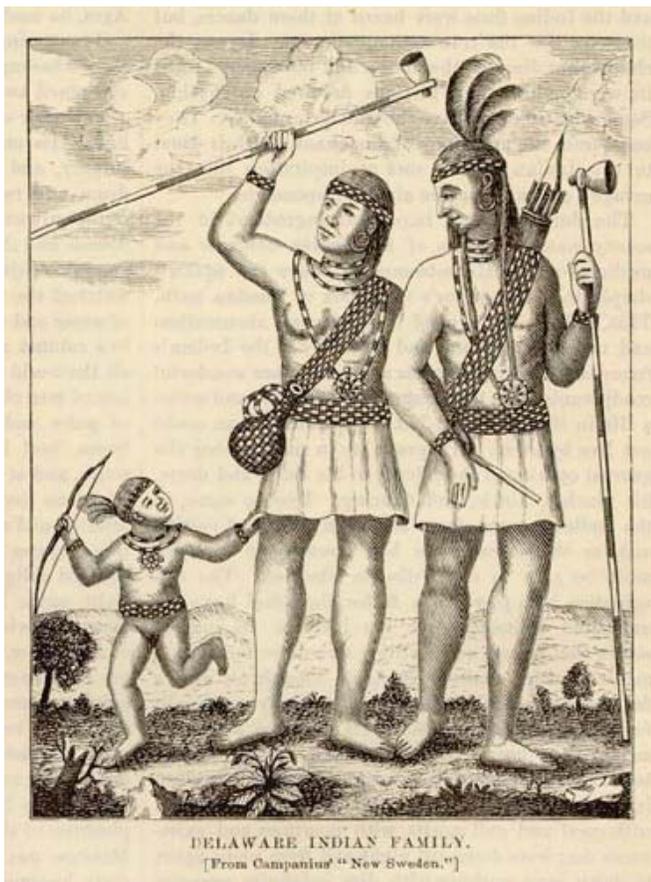


Early Dutch map of the South River in New Netherland, *Caert vande Svydt Rivier in Nieuw Nederland Vinckeboons*,

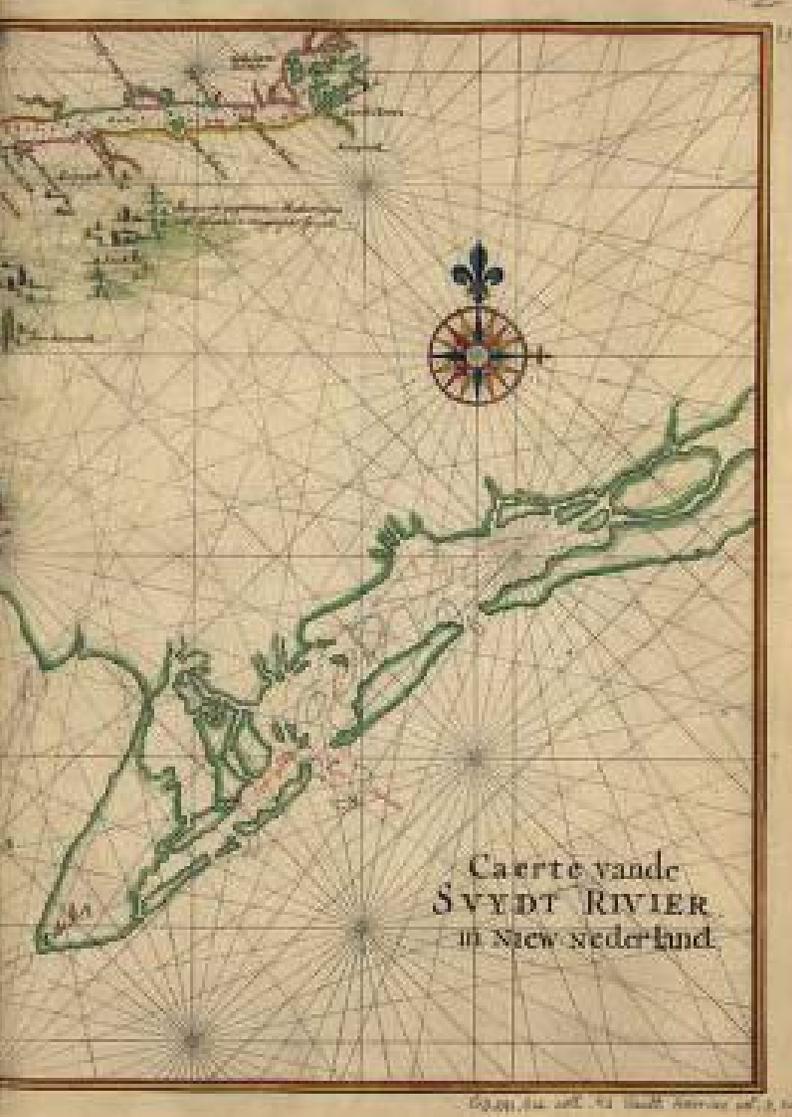
and were not interested in expanding their territory or attacking other tribes to take over their lands.

This is not to say they did not have to defend themselves. Their most persistent adversary at the time was the Minquas Indians, a tribe related to the Iroquois, who lived along the Susquehanna River north and west of Lenape territory. This tribe was continuously warring on the Lenape, and disrupted their lives up until the time in the 18th century when all the tribes were forced to move gradually westward because of the emerging European settlements.

The first record of a European discoverer entering the Delaware Bay was Henry Hudson in 1609. Hudson was an Englishman commissioned by the Dutch East



The Delaware Indians as depicted by Campanius in the seventeenth century. In the public domain.



Joan. Created/Published 1639.

India Company to discover a water passage to the east. Hudson decided instead to seek a passage by sailing west across the Atlantic. He apparently entered the bay briefly in his ship the Half Moon, turned around, and then sailed north where he then explored New York Bay, visited earlier by Giovanni da Verrazzano, and what later came to be known as the Hudson River and the island of Manhattan.

A year later in 1610, Samuel Argall, an English adventurer and officer who first discovered the shorter northern route across the Atlantic between England and the Virginia Colony, sailed north from the Jamestown settlement which had been established by the English in 1607. He entered Delaware Bay and traveled a distance

up river. There are no records that indicate the length of his stay, but it is assumed he had contact with native populations, and learned enough about the area to determine that the lands along the river would provide an abundance of animal pelts, a much needed commodity in Europe. It was Argall who was responsible for naming the Delaware River after his friend the Governor of the Virginia Colony - Thomas West, Lord De La Warr. It is not clear when people first commonly used "Delaware" as the name for the river. For a long time, the Dutch called it "South River".

Six years passed before Cornelius Hendricksen, an explorer sailing for the Dutch West India Company, traveled up the Delaware River as far as the Schuylkill ("hidden river" in Dutch) in present day Philadelphia. The account of his discoveries is brief including his rescue of three Europeans being held by the "Minques:"

*"He hath discovered for his aforesaid Masters and Directors certain lands, a bay and three rivers, situate between 38 and 40 degrees. And did there trade with the inhabitants; said trade consisting of Sables, Furs, Robes and other Skins. He hath found the said country full of trees, to-wit: oaks, hickory, and pines, which trees were in some places covered with vines. He hath seen in the said country bucks and does, turkeys and partridges. He hath found the climate of the said country very temperate, judging it to be as temperate as that of this country, Holland. He also traded for and bought from the inhabitants, the Minques, three persons, being people belonging to this Company, which three persons were employed in the service of the Mohawks and Machicans, giving for them kettles, beads, and merchandise."*<sup>1</sup>

## The European Context

It is impossible to understand the development of the lands that came to be known as the United States without reviewing the state of affairs in Europe during the seventeenth and early eighteenth centuries. Countries that were world powers in the 17th century, such as the Netherlands, England, and Spain had extensive navies and played a critical role in exploring North and South America in search of natural resources, and goods to trade.

The Thirty Years War in Europe, which pitted the Dutch against the Spanish, lasted from 1618 to 1648. Because the English were allied with the Dutch explorers, those two countries generally did not compete for lands in North America. Likewise, Sweden was a world power because of its superior armies and the battles they had won in Northern Europe. The Dutch and Swedes were allies of a sort, and therefore in the early time of their settlements both tended to maintain a peaceful separation so as not to disrupt the alliance that had been established at home.

European conquests into North America were varied based on the economies, politics and religious freedom of individual countries. For countries such as the Netherlands and Sweden their main incentive was commerce, but the English were motivated by a need to establish colonies where people could create new lives.

## The Dutch West India Company

In the 1600s the Republic of the Seven United Netherlands was a collection of lands with its government located in the city of Amsterdam. It was a confederation of seven provinces, and because it had little natural resources to draw upon, its economy was built on shipping, imports and trade.

In 1602 the Dutch established the Dutch East India Company in their pursuit to dominate the spice, tea and pottery trade from India, Indonesia and other Asian countries. This effort was enhanced in 1621 when the Dutch West India Company was established by Dutch merchants and granted a charter for trade monopoly in the Caribbean (then called the West Indies). This also gave the Dutch jurisdiction over slave trading in West Africa, and resource exploitation in the Americas.

At its peak, the Dutch West India Company had a navy of more than 100 well-built, armed ships, many wealthy investors, and close to 9,000 employees. The Company financed expeditions in countries around the world. It imported gold, ivory and slaves from West Africa; sugar from Brazil and Surinam; salt from Venezuela; and tobacco, amber, precious stones and other products from the West Indies. While its venture in North America named “New Netherland,” encompassing a territory from present day Maryland to Rhode Island, was profitable, it did not compare with the riches that were realized in South America and Africa. Another prime objective of the Dutch West India Company was to weaken Spain’s power by capturing Spanish ships and seizing the gold and silver that was being transported to Spain from the New World.

This was the “Golden Age” of the Netherlands, a flourishing of the nation culturally and economically. Part of the wealth of the Dutch came through slavery. In 1619 the Dutch started with the slave trade between Africa and America, and by 1650 it became the pre-eminent slave trading country in Europe, a position overtaken by Britain around 1700. The port city of Amsterdam was the European capital of slavery, helping to manage the slave trade of neighboring nations with up to 10,000 slaving vessels associated with the port.

New Netherland was a Dutch territory in America

that originally included lands in present day southern Connecticut, New York State, New Jersey, parts of eastern Pennsylvania, and all of the state of Delaware. The main business of New Netherland in America was furs, but as stated, New Netherland was only a small part of the Company's commercial enterprises around the world.

Russia had been a large exporter of furs, but supplies were dwindling there. The Company decided that it would establish trading posts where Indians could exchange the pelts for European goods. Additionally, the Company thought it more economical to establish settlements so that the fur traders would not be solely dependent on food from the Netherlands. Some traders were also expected to go to the Indian villages and trade directly with fur trappers in their villages and camps.

Ideally the ships from Europe would be loaded with goods that could be traded with the Indians for animal pelts, and when the ships were emptied those cargo spaces would be filled with the animal skins to be taken back to the Continent. While the cost of the merchandise traded for the furs was much less than the value of the furs, the shipping costs were huge and the company had to bear the additional cost of providing supplies to the traders and settlers in America.

Items in demand by the Indians included: axes, hatchets, adzes, knives, mirrors, combs, jewelry, clay smoking pipes, and the rough "duffel" cloth which the Lenape used for shawls, blankets and other useful items. In the beginning there was a prohibition on trading guns because of the danger of the Indians using them on the settlers, but eventually this law was relaxed because it was hard to enforce, and there was huge demand for such weaponry.

The main incentive for the Company to establish colonies in the new world was to have more of a presence there

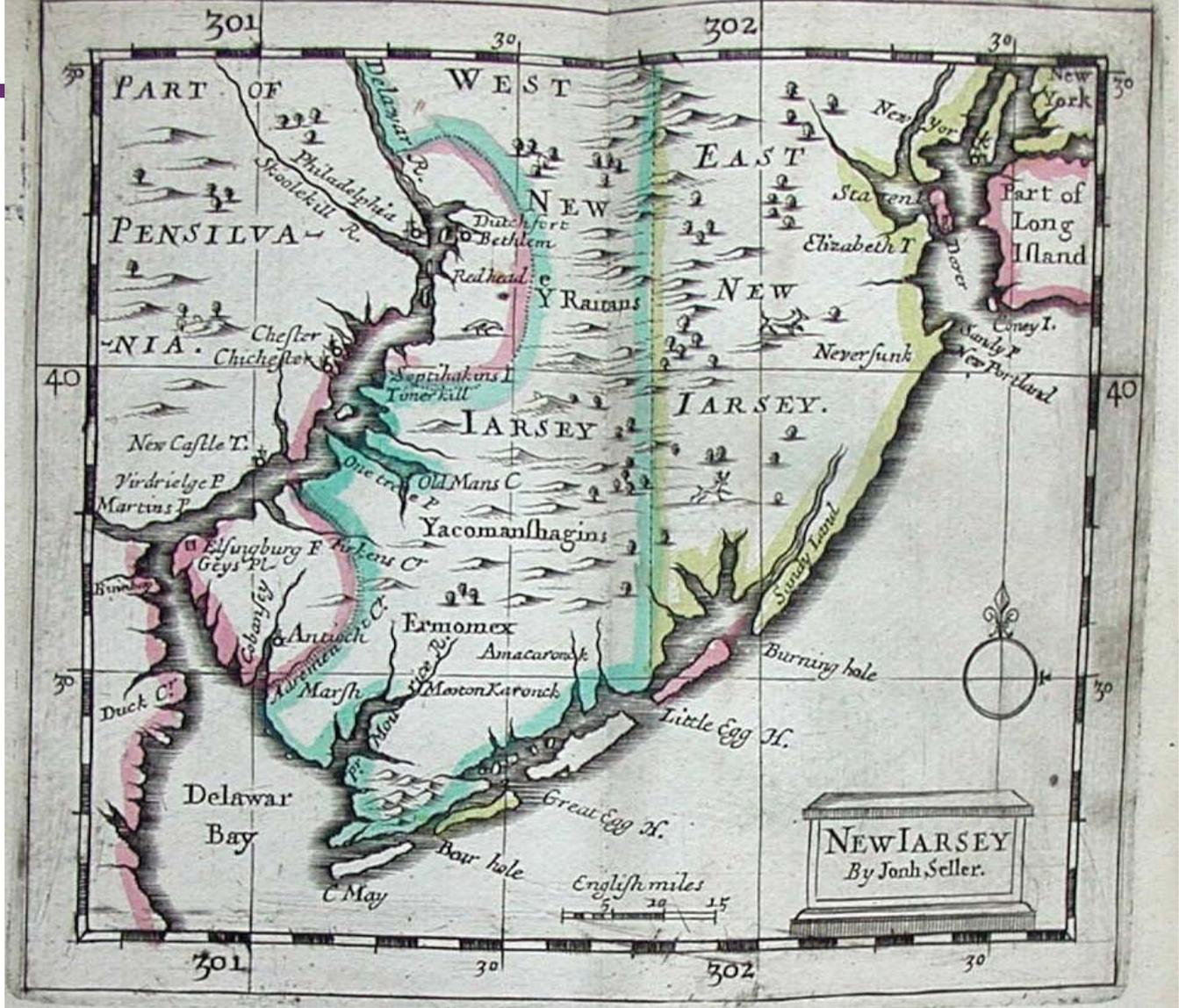
so that other countries, specifically the English, would not try to claim ownership based on earlier discoveries of John Cabot. At this time the English had already settled Jamestown in Virginia and the Puritans were in New England and spreading into Connecticut.

The early attempts to interest Dutch citizens in going to America were mostly met with apathy. Dutch families that lived in the Netherlands generally had a high standard of living and comfortable lives, and the prospect of moving to the wilderness to establish farms did not have great appeal.

The original settlers who went over to America for the West India Company were the Walloons, French-speaking Protestants. Thirty families left in 1624 for New Netherland, not as paid employees of the Company, but promising to stay for six years, and agreeing to sell whatever excess crops they grew to the Company. This first settlement was located in what is now Burlington Island, New Jersey on the Delaware River just north of present day Philadelphia. Others went further north and settled Fort Orange in present day Albany, New York.

The settlement in New Jersey was abandoned by 1626 and the settlers were relocated to New Amsterdam, whose center was present day Manhattan Island. At issue at the time was whether settlements made economic sense for the company. Many in charge in Amsterdam wanted to focus only on profits that could be obtained from the fur trade rather than investing in long term colonies. In 1626 the company established Fort Nassau in what is now Gloucester County, New Jersey. This was used as a trading center and a storage and transfer point for the furs, but was not a permanent settlement. It was under the purview of Peter Minuit who was the provisional director for the company located in New Amsterdam.

The Dutch soon began to realize that Fort Nassau was



Early map showing Delaware Bay and New Jarsey. Seller, John, *Atlas Maritimus, or a Sea Atlas, describing the Sea-Coasts in most of the known parts of the World*, printed by A. Godbid and J. Playford. In the public domain.

not in the prime location for obtaining the largest amount of animal pelts. As the supply of animals in the lower Delaware began to decline, they found that more abundant furs were available in the Susquehanna River Valley. This would require shifting their trading post to the western shore of the Delaware River, the territory of the Minqua Indians who were hostile to the Lenape. Fort Nassau on the eastern shore was inconvenient for the Minquas since they had to canoe across the Delaware River to trade their furs.

### First Delaware Settlement: Swanendael

The first settlement in the state of Delaware occurred in 1631 in present day Lewes. It was established by a Dutch financier, Samuel Godyn and other investors, who were known as patroons, private investors who were willing to finance a settlement in the new world. They were associated with the Dutch West India Company, but were not a part of it, and therefore the patroons were required to pay for all of the expenses associated with the colony they established. This would allow them to take the profit directly from whatever goods were produced by that settlement, not having to pay anything to the Dutch West India Company.

Godyn purchased land from the Sickonese Indians in lower Delaware and the settlement was called Swanendael (also spelled Zwaanendael), translated roughly as “valley of the swans”. The patroons believed that they could make a profit from a settlement focused on whaling (whales had been spotted off the coast and in the bay) with a side business of growing grain and tobacco for export. The settlers, when not engaged in whaling, would be encouraged to farm the land and raise crops - the West India Company did not allow fur trading for fear it would cut into their primary business in the colonies.

The group sponsored by the patroons arrived in the Lewes area and immediately undertook the building of a fort on what the Dutch called the Horenkil, today known as Lewes Creek. Within a year after the settlers arrived they had a misunderstanding with the Indians, and were the victims of a revenge killing by the Sickonese. All in the colony were killed. After this event, patroons were no longer involved in establishing settlements in America.

Ironically, this early Dutch settlement in lower Delaware, even though the colony only existed for a year, was essential in later proving that Lord Baltimore of Maryland did not have rights to this land and prevented lower Delaware from becoming incorporated into Maryland. This first settlement helped ensure the boundaries of the state of Delaware as we know them today.

## New Sweden

During this time, the countries of Sweden and the Netherlands enjoyed a strong alliance. This was manifested in the way people easily crossed back and forth between the two countries; as an example, Dutch soldiers served in the Swedish military, and Swedes often went to Holland to study in Dutch schools. In some Swedish cities both the Dutch and Swedish languages were spoken.

While the two countries maintained a harmonious relationship at home, in America they carried on a rivalry that lasted for decades. The story of early settlers in Delaware becomes a tale of this rivalry, and it is also based on the Dutch and the Swedes’ interests in keeping the English out of their territory, at all costs.

Peter Minuit, who had been Director General of the New Netherland settlement for the Dutch, and maintained an office in New Amsterdam, became a key player in the first Swedish settlement in Delaware. He had served the Dutch West India Company for six years in New Amsterdam, but in 1632 he was asked by the Company



The *Kalmar Nyckel* was one of two ships that brought the Swedes to America. The ship has been reconstructed and sails up and down the eastern seaboard. *Kalmar Nyckel* Foundation photo.

to return to Holland for questioning about a political matter.

When he left New Netherland, the settlement had a population of about 300 people. They were establishing crops, but still were not self-sufficient. The small number of settlers was attributed to the Company’s reluctance to focus on anything but the fur trade.

While it is not clear why Minuit left the Dutch West India Company, it is known that he then went to Sweden and helped establish the New Sweden Company. He was placed in charge of the first Swedish expedition to America, and played a pivotal role in outfitting two ships, the *Kalmar Nyckel* and the *Fogel Grip*, and hiring their crews.

The Swedes’ main objective was to compete with the Dutch for the fur trade in the Delaware Valley and also raise tobacco and grain for export. The difference between the New Sweden Company and the Dutch West India Company was that the Swedes planned to establish permanent outposts of Swedish civilization, as well as work to convert the Indians to their religion.

Minuit’s plan was to settle near the mouth of a river the Dutch called the Minquas Kill. This was a creek that the Minqua Indians used to travel from their territory further west to reach the Delaware and then move upriver to the Dutch trading post at Fort Nassau. By locating there the Swedes would have a competitive advantage over the Dutch when it came to fur trading with the Minquas. This location would also give the Swedes a better vantage point as they watched over river traffic on the Delaware River.

When the Swedes reached America in the spring of 1638 they sailed up the Delaware to the Minquas Kill (which they later named the Christina River)

and then went about two miles up river to a landing they called “the rocks”. This had been known to the Lenape as Hopokahacking “place of tobacco pipes”, and Pagahacking “land where it is flat”. After exploring further up river to assure there were no Europeans in the vicinity they met with the Indians to negotiate a land purchase.

The Lenape did not have the same concept of land ownership that the Europeans did. In the Indian tradition land could not actually be “owned” by someone the same way that air and water could not be owned. It was a resource necessary for everyone’s survival. In all likelihood, the Lenape assumed that the Europeans were just paying them so they could make use of the land. This arrangement, according to the Indians, did not prevent them from continuing their own hunting and other uses of the land. That is also why some lands were continually being “resold” as new groups of Europeans occupied the Delaware Valley. The Europeans paid the Indians in a variety of goods that they could not get otherwise, but these payments would have been seen as rent, rather than the sale price. It would take a number of decades before the Indians understood the European concept of land purchase and ownership.

Minuit quickly started work on building a stronghold at the site which he named Fort Christina after the young Queen of Sweden who was only 12 years old at the time. It was meant to be a residence for the 24 men who would live there, and it was a perfect location for trading with both the Lenape and Minquas. The disadvantage was that it was not located on the Delaware, and could not provide good protection from attackers coming up the river.

The Director General of New Amsterdam, Willem Kieft, who was Minuit’s successor, sent a threatening message to Minuit when he heard that the Swedish had landed and



Portrait of Queen Christina of Sweden.  
[www.about.com](http://www.about.com).

were in the process of building a fort on what, he assumed, was Dutch West India Company property. By the time the message was delivered to Minuit, construction on the fort was nearly complete. Minuit knew from his own experiences with the Dutch West India Company that Director Kieft had no authority to retaliate

against him since Sweden and Holland maintained a strong alliance at home. Minuit thought it unlikely that retaliation would be supported by the Company.

In May 1638 both the *Fogel Grip* and *Kalmar Nyckel* sailed to the Caribbean to determine if supplies could be obtained. While there, Peter Minuit was lost in a hurricane aboard another ship. As a result of this misfortune the *Kalmar Nyckel* returned to Sweden immediately, and the *Fogel Grip* came back to Fort Christina, but it too sailed home to Sweden in April of 1639. The next expedition from the home country did not arrive until the following spring, which meant the inhabitants of Fort Christina had no direct contact with Sweden for two long years.

Even though the New Sweden Company encouraged establishing a settlement, the population of New Sweden remained small. In Sweden, like in Holland, there was little incentive for residents to leave their comfortable lives to strike out in this unknown wilderness. In fact, over fifty percent of the population in the colony consisted of people who originated in Finland, had emigrated to Sweden, only to be forcibly sent to America.

Because of Minuit's untimely death he was replaced by Peter Ridder as Director of New Sweden. Ridder realized

that Fort Christina was not strategically located and appealed to the New Sweden Company for resources to build a new fort. While he waited for an approval he purchased more land from the Indians, in Delaware down to Cape Henlopen and up to the Schuylkill, as well as land on the eastern side of the river in present day New Jersey.

This was in sharp contrast to the actions of the Dutch West India Company which never made any effort to purchase land rights from the Indians in the Delaware River Valley, or sign deeds. Up until that time, the only land purchase on record by the Dutch was for the 32 mile stretch of land purchased as part of Swanendael in 1631.

In 1643 Lieutenant-Colonel Johan Printz was sent from Sweden to replace Ridder as governor. The Swedish government finally had become interested in the success of the new settlement, and decided to cover the cost of his salary. Queen Christina, the namesake of the fort, was 17 at this time.

Printz was also dissatisfied with the location of Fort Christina and decided to build two new forts. One was located on the east side of the river in what is now Salem, New Jersey. The other was on Tinicum Island, across from the present day Philadelphia Airport. The latter became Printz's residence – the "Prinzhof." The fortress here was named "New Gothenburg" after a famous fortification in Gothenburg, Sweden. Printz also made repairs to Fort Christina. From here, he ruled his often struggling colony with an iron hand.

For a number of years Printz and the Dutch Governor at New Amsterdam, Willem Kieft, maintained a good relationship. They were united in their desire to keep the English away from their settlements. They both traded heavily with the Indians for furs, but overall stayed away from one another's territories, and Sweden and Holland

continued to have amicable relations.

It was not until 1645 that the Dutch began to compete for the fur trade, now controlled by the Swedes, with the Minqua Indians. In that year Director Kieft authorized the construction of Dutch settlements in what is now greater Philadelphia. These were to be inhabited by private settlers, not employees of the Company, and the Dutch for the first time proceeded to purchase lands from the Indians and sign papers for them. This action met with protest from Swedish Director Printz whose settlers had dominated the fur trading business in the region.

In the spring of 1667, Peter Stuyvesant became the Director General for the settlement for the Dutch West India Company in America. He had been in Europe, Brazil and the Caribbean before then, and now would be residing in New Amsterdam. At the time that Stuyvesant took over, the Swedish settlement consisted of less than 200 people. Stuyvesant immediately began to scheme of ways to remove the Swedes from land that he assumed belonged to the Dutch because of the right of first discovery. He ordered that a palisade be built along the Delaware in what is now the Passyunk area of Philadelphia, and gave orders to improve the fortifications at Fort Nassau, which included building houses to support the community there.

Stuyvesant saw to the construction of a trading post on the Schuylkill River to facilitate better trade with the Indians in conjunction with the settlement. The Swedes grew increasingly hostile to the advances of the Dutch, and proceeded to tear down and burn the buildings they had recently assembled. It was a delicate situation because the Dutch and Swedes were still allies in their home countries, and neither side felt at liberty to act with overwhelming aggression. The Dutch had on their side numbers and support. The Swedes had operated with very little resources from Sweden for many years.



Portrait of Peter Stuyvesant c. 1660. [www.answers.com](http://www.answers.com).

In June of 1651, Stuyvesant decided to alter the balance of power, and launched a combined ground and water attack on the Swedes. With a combination of a 120-man military force marching down from New Amsterdam, and 11 ships that sailed up the Delaware River, he set out to take over lands that he claimed

were owned by the Dutch. He did this without the consent of the Dutch West India Company. The “attack” was mostly a bluff, and involved shooting off cannons and making noise. Because Printz had an inadequate army to defend the fort and settlement, he gave up without a fight and relinquished the lands to the Dutch.

### Fort Casimir

During or soon after this battle, Stuyvesant discovered the location of what is now New Castle, Delaware, which at the time was known as “Santhoeck.” This roughly translated as “sandy hook”, a name that described the sandy spit of land which made for a natural landing point for boats on the river. The Dutch ultimately renamed the place “New Amstel.” In the European system of “new world” land ownership, it was thought that claims to new land could be acquired in three ways: by discovery; permanent occupation; and, by conquest.

Relying on evidence that the Dutch had “discovered” these lands prior to the Swedes, and that the Swedes had not really been occupying the lands since purchasing them, Stuyvesant proceeded to repurchase the lands there even though the Swedes had previously bought this and other lands all the way down to Cape Henlopen. Stuyvesant thought that he could overcome the Swedes’

claims to these lands by purchasing them for the Dutch directly from the Indians. He convened a group of Lenape chiefs, paid them with coats of duffel, axes, adzes, knives, lead bars, and four guns with powder. They then all signed an agreement for the lands from Minquas Kill south to Bombay Hook. It was not clear if the Lenape chiefs understood the underlying motive for this “sale,” or even if they were the ones who should be undertaking the negotiations.

Soon afterward, much to the dismay of Printz, Stuyvesant ordered a fort to be built at Santhoeck to be named “Fort Casimir.” The Fort was located in an excellent position to prevent supplies from reaching the Swedes at Fort Christina and other settlements along the Delaware. Thus, the Dutch West India Company secured the region by controlling commerce through the collection of tolls and custom duties on all foreign vessels. By 1653, there were 26 Dutch families settled around Fort Casimir.



Map of Delaware Bay, detail of Pieter Goos Map of Nieuw Nederlandt, 1667.

Many Swedes grew impatient with the autocratic rule of Printz. At the same time Stuyvesant was having his own problems in New Amsterdam. Back on the Continent, the Dutch had gone to war with England, and Swedish generals had led victorious armies over much of Europe, proving that their military system was the best on the continent.

Governor Printz was eager to leave New Sweden and return to his home country, but the Queen had ordered him to stay in place and he did so for a total of nine years. When he was preparing to leave, Queen Christina decided to send over ships with 300 new colonists and supplies. This was a surprising development because up until this time she had shown little interest in the New Sweden colony. Printz left for Sweden in 1653.

## Swedish Occupation of Fort Casimir

The Swedish government appointed Johan Rising who was an authority on commerce, trade and agriculture, to be the head of the next expedition to New Sweden. Rising was instructed to encourage the Dutch to vacate Fort Casimir, but he was to avoid hostility. In the event that he could not persuade the Dutch to leave, he was told to establish a new fort just south of Fort Casimir so that the Swedes would then dominate the river traffic on the Delaware. The primary objective was as before; to prevent the English from taking over Swedish settlements in the Delaware Valley.

The Dutch maintained a minimal group of soldiers at Fort Casimir, less than a dozen men, and no gunpowder for their cannons. The Dutch West India Company was struggling to maintain its presence elsewhere, and resources were limited. As a result, when the Swedish ship arrived in the river off of Fort Casimir, the Swedes took over the fort without a fight. They immediately

re-named the town Fort Trinity, and Rising then sailed to Fort Christina to disembark. Fort Christina had only about 70 people in residence; many had deserted due to the tyranny of Governor Printz.

About 300 people arrived on the ship with Rising in the spring of 1654. The Dutch who had been living at Fort Casimir (comprising 60 men, women and children) were told they could stay if they took an oath to Queen Christina of Sweden, which they did. Once again, the Swedes occupied and were in control of the entire coast of Delaware down to Cape Henlopen.

Rising attempted to reunite New Sweden. He ordered the rebuilding of Fort Christina and Fort Trinity, sent surveyors out to map the region, and improved relations with the Lenape and the Minquas. But there were other events that he could not control. A second supply ship from Sweden never arrived. There was also terrible weather during the winter of 1654, and land disputes with Lord Baltimore, who claimed that most of Delaware belonged to Maryland. At the same time, a group of English colonists from Connecticut claimed that property in the Delaware Valley had been previously purchased by the English.

In 1655, the Dutch, who had occupied Fort Trinity and pledged their allegiance to Sweden, all moved to New Amsterdam. The news of peace between England and the Dutch was announced which meant that Governor Peter Stuyvesant could retaliate against the Swedes for taking over Dutch property and Fort Casimir.

## Revenge of the Dutch

Once the directors of the Dutch West India Company found out about the Swedish take-over of Fort Casimir, they directed Stuyvesant to restore the fort to Dutch ownership, and suggested that he drive the Swedes

from the entire Delaware River Valley. Rising learned of Stuyvesant's plans to recapture the fort, but did not suspect that he also planned to remove the Swedes from the region. Stuyvesant assembled a fleet of seven armed ships with a company of about 300 men. In August of 1655 the fleet left New Amsterdam, stopping first at Fort Elfsborg, near Salem, New Jersey, which had been abandoned under Rising's rule. Hearing of the potential attack on Fort Trinity, Rising moved troops from Fort Christina and equipped them to fend off an assault. This left only 30 men at Fort Christina.

Stuyvesant essentially captured Fort Trinity (again renamed Fort Casimir) without a fight. The Commander in charge, Swedish Captain Sven Skute, seeing that he was severely out-numbered, surrendered within hours. The Dutch treated the officers of the fort fairly, and did not imprison them. The settlers living in the town were also treated well. Stuyvesant then moved up river to Fort Christina and forced the Swedes to surrender. Soon after these engagements, Stuyvesant was called back to New Amsterdam because Indian tribes were attacking citizens, and there was no militia in place to protect them.

Because Stuyvesant was needed in New Amsterdam, he offered to return Fort Christina to Rising, but the Swedish Director refused. Instead, the Swedes and Finns continued to live as they had, but pledged allegiance to the Dutch government. Dutch troops were put in place at the more strategically located Fort Casimir, thus leaving Fort Christina mostly abandoned.

In November 1655, Stuyvesant appointed Jean Paul Jacquet as Vice Director of the Delaware with instructions to keep the peace and "look well after the Swedes."<sup>2</sup> Under his administration, a court was located in Fort Casimir and the population at its peak reached about 150 people. Income was derived from growing tobacco, corn, wheat, rye, barley and peas and raising hogs, pigs and goats.

While the Dutch were in charge of the settlement, Swedes and Finns maintained their lifestyle much as they had before. They were allowed to practice their religious beliefs, conduct their own court system, and keep their farms. By this time the Dutch had implemented a free trading policy with the Indians, which meant that everyone was allowed to trade for furs as long as they paid a minimal tax to the Dutch West India Company.

## An American Colony Owned by a European City

In 1656 the Dutch West India Company deeded a part of the New Netherland settlement to the city of Amsterdam. The Company, unable to make the colony sustainable, had been consistently losing money in America. This, along with problems in its other settlements, and investments in Brazil and Africa, caused Company stock to decline in 1654-55, and inspired a rethinking of its worldwide trading strategy.

Because of close connections between the Company and the city, and the continual fear that New Amsterdam might be taken over by the English, which would be an affront to the Netherland's national pride, the city's burgomeisters agreed to finance a part of the settlement in New Amsterdam. They became the "owners" of Fort Casimir, which was renamed "New Amstel," and were deeded the lands from south of the Christina River down to Bombay Hook. Fort Christina was renamed "Fort Altena."

The advantage to Amsterdam, a city of 200,000, was that a new world colony could supply grain and lumber which would lessen its dependence on similar markets in Europe and the Baltic. Amsterdam had become a successful major metropolis and an important center for trade for all of Europe.

The arrangement was that Amsterdam would have a partnership agreement with the Dutch West India Company. Amsterdam would fund and manage these properties and provide a Director, Jacob Alrichs. They also agreed to pay a tariff to the Company for both imported and exported goods. Peter Stuyvesant remained in charge of the lands belonging to the Dutch West India Company, which he administered from New Amsterdam.

Under the purview of the city, colonists were encouraged to settle in New Amstel and other parts of the colony. They were free to farm, trade with the Indians, and make a direct profit from their hard work. The city paid for the settlers' passage to the colony and helped them to get established there, agreeing to take just a small percentage of their income.

This was a significant change from how the Dutch West India Company had been managing the settlement. When Alrichs took over New Amstel in April 1657 he found only about 20 families living there – mostly Swedes and Finns. He also discovered that the fort was in terrible shape and much of the other facilities and structures had rotted or been damaged by storms.

There were about three to four hundred settlers who came over on the first ship sponsored by the city of Amsterdam. Alrichs quickly encouraged people to build, plant crops, and get ready for the following winter. New Amstel began to thrive under the new Director's leadership and with the infusion of funds from their Dutch landlord.

By 1659 New Amstel had increased to 110 houses, but over the years the settlers were still unable to sustain themselves with products they grew. Part of the problem was that those who had immigrated were artisans, clerks and craftsmen rather than traditional farmers. Added to this were some seasons of poor weather in which rain ruined the crops. Many of those who had pledged to

remain for four years abandoned their contracts and moved to New Amsterdam. Amsterdam, which had entered this venture expecting to make money on grain and the fur trade from America, was finding that it was incurring greater and greater financial losses.

The city had to continually invest more money to keep the colony going. What had seemed like a modest investment to start grew to 150,000 guilders, a few million dollars in today's economy. Additionally, relations between the colony and the Company had begun to deteriorate. The Company complained that it was not being paid the proper amount of tariffs for goods that were brought in, nor did it receive payment for those that were sold in Amsterdam. Ships would try to sneak into port to avoid these expenses, and were accused of smuggling.

In this same period, Peter Stuyvesant visited the settlements along the Delaware and decided that the Swedes in Fort Christina would be better off governing themselves. He permitted them to have their own magistrates and militia. This action was met with great opposition in Amsterdam. Stuyvesant was instructed not to give the Swedes more autonomy, and encouraged to scatter the families.

Also at this time, Stuyvesant and his council decided to put a Company employee in place in New Amstel, Willem Beeckman, who would double as both a customs inspector and an administrator of the Company's economic and political affairs. Beeckman was instructed to proceed with purchasing the lands south of Bombay Hook down to Cape Henlopen from the Indians. This land was purchased in 1659 and then deeded to Amsterdam. This was part of the continuing effort to prevent the English from trying to take over Dutch settlements and claim them as their own.

The Governor of Maryland was making an attempt to grab what he determined was the land belonging to Lord Baltimore under the terms of the Maryland Charter. It was his interpretation that the territory that the Dutch claimed as Delaware had been part of the grant that James I made to the Calverts. This would include the city's colony at New Amstel, the fort at the Horekil, and the Company's Fort Christina. The Governor sent Colonel Utie to New Amstel to demand that the Dutch turn over the land or prepare for battle with the English.

Alrichs delayed the conference with Utie, believing it was the responsibility of the Dutch West India Company to protect the colonies of the city of Amsterdam from European conquests. Stuyvesant refused to meet with the British, stating they had no right to make such demands. At this point things were falling apart in the management of the settlement and the arrangement between the city and the Dutch West India Company. In December 1659, Alrichs died from an unexplained disease which had taken the lives of many others in the settlement.

The next governor of New Amstel was a young lieutenant named Alexander D'Hinoyossa who developed a free trading system with the English in Maryland. The Dutch began trading for tobacco from the English and in return provided strong Dutch beer brewed in New Amstel and slaves from Africa for labor on the tobacco plantations.

D'Hinoyossa sailed back to Holland and recommended that all of the lands in Delaware be transferred to the city of Amsterdam. Stuyvesant supported this decision. For a brief period, everything was going well with the colony. Goods were being sent to Amsterdam and the size of the colony increased. A trading post was established in present day Odessa as a commercial point between the Delaware River and the Chesapeake Bay. Ships traveled up the Appoquinimink River where the goods would make a short land crossing and then be loaded on ships

that sailed down the Bohemian River to the Chesapeake Bay.

At the end of 1663, the population of the settlement had increased to 1,000, and it appeared as if the city's investment in America was going to pay off.

## The British Gain Control of Delaware Bay

Warships from England approached New Amstel in October 1664. The English had just peacefully taken New Amsterdam from the Dutch; and Peter Stuyvesant surrendered without a fight. Now a part of England's army, consisting of over 100 men and two armed ships, was preparing to do battle in the Delaware River Valley. The fort at New Amstel was not in fighting shape after years of neglect and peaceful times.

The captain of one of the English ships, Sir Robert Carr, met with D'Hinoyossa and other Dutch settlers and told them he had come to take possession of the country for the King of England, either by force or agreement. D'Hinoyossa and a contingent of his men attempted to put up a fight, but the English soldiers had no difficulty taking the fort.

Once the English took over, conditions did not change for the people who had been living in the colony. As long as the inhabitants, Swedes, Finns and Dutch, took an oath of allegiance to the King of England, they were as free as Englishmen to live peacefully in the colony of the Duke of York. At first the English renamed New Amstel "Dellawarr Fort," but by April of the following year the name "New Castle" appeared in correspondence. Under English rule, Delaware was first governed as a part of the colony of New York. In 1664, King Charles II of England endowed his brother, the Duke of York, with a vast tract of land in America. This endowment included

New York, previously known as New Amsterdam, as well as parts of Connecticut and New Jersey. In 1672 the English determined that Delaware should be run more under the English system of government since it had continued to function in the model of Dutch government, with Dutch being the primary language in the colony.

The Dutch regained control of Delaware for a brief period between 1673 and 1674, but the colony reverted back to the English when a peace treaty terminated the Third Dutch- Anglo War and provided for a restitution of conquests. New Netherland was returned to the English in exchange for Surinam (Dutch Guiana).

The English ruled Delaware under the Duke of York, governing it as part of the New York colony. New Castle grew in importance during these years as a secondary capital to New York. Courts were established further south in Lewes, and to the north in present day Chester, Pennsylvania.

## In the Times of William Penn

King Charles II, the brother of the Duke of York, determined the northern boundary of the state of Delaware in 1681 when he created a province called "Penn's Woods" (Pennsylvania) and deeded it to William Penn, son of Sir Admiral William Penn. Admiral Penn had been instrumental in restoring King Charles to power in 1660, and the King felt obligated to him. The King, not wanting to disturb the land owned by his brother, the Duke of York, determined that the southern boundary of Pennsylvania would be 12 miles from New Castle.

William Penn was a member of the Society of Friends (Quakers) and interested in setting up a colony where others of his faith could settle and gain refuge from persecution they had been subjected to in England.



William Penn etching. Library of Congress.

When Penn realized he would not have direct access to the ocean in his colony of Penn's Woods, he appealed to the Duke of York to give him the land along the Delaware River down to the Atlantic Ocean. The Duke agreed to this and conveyed the Delaware counties in separate documents which divided the land into the 12 miles around New Castle, and the land beyond that boundary down to Cape Henlopen.

Penn arrived in America, landing in New Castle in October 1682 from the ship *Welcome*, and took possession of the city; shortly after claiming the lower counties in the town of Cantwell's Bridge (Odessa). Penn renamed the three counties Kent, Sussex, and New Castle, and from then on they were known as the "Lower Counties of Pennsylvania." He called on the three Delaware Counties to elect representatives to meet in assembly in Chester. When the elected delegates met in 1682, it marked the beginning of a representative

government for Pennsylvania and Delaware. The delegates adopted a written constitution as well as a series of bylaws establishing a humane tolerant government that would represent the people who lived there.

Penn decided to allow the Assembly of the Three Lower Counties to meet separately from the Assembly for Pennsylvania in 1704. Penn's approval enabled Delaware's colonial assembly to establish and regulate courts in the counties of New Castle, Kent, and Sussex. This decision to create Delaware's General Assembly led to the eventual development of Delaware as a separate state.

## Delaware and Independence

### The Lower Three Counties

Of the British colonies in America, Delaware, known as the “Lower Three Counties,” probably enjoyed the greatest degree of autonomy. The period between 1700 and 1750 was marked by a series of disagreements between Delaware’s General Assembly and that of the Quaker dominated assembly in Philadelphia. This continued after William Penn sailed to England in the fall of 1701, never to return to America.

More and more, Delaware favored the Proprietary over direct royal government. A major reason was Delaware’s shared interest with the Proprietary for the military defense of the Delaware River, an interest not shared by the Quakers in Philadelphia. Delaware was subjected to attacks by pirates and French and Spanish ships.

In 1732 an agreement was reached with Lord Baltimore on surveying the southern boundary of Delaware. The western boundary was surveyed by Mason and Dixon who had been brought from England for this purpose. After much disagreement, royal approval of the boundaries was received in 1769.

By 1720, Delaware experienced an influx of Scots-Irish dissatisfied with conditions in Ireland. Many of these settlers came as indentured servants. They added to the diversity of New Castle which already had populations of Dutch and Swedes. The largest minority group, however, was African, most enslaved. Many of these people came with settlers moving from Maryland into Delaware. Among the latter was Samuel Dickinson, who gave up his lands in Talbot County, Maryland to purchase land at Jones Neck, southeast of present day Dover.

In 1731, Thomas Willing, an English merchant, recognized the commercial value of locating a city on

the Christina River near the site of the older Swedish village. He sold lots and the city grew to ultimately surpass New Castle in size and commercial importance. Originally named “Wilmington,” the city was renamed “Wilmington” after the Earl of Wilmington.

### 1760 to 1776—Leading up to the Revolution

The French and Indian War (also known as the “Seven Year War”) began in North America as a conflict over land rights and ended there in 1760. It continued on until 1763 in Europe. Once the war was over, Great Britain had large debts, and in an effort to replenish the country’s supply of money decided to levy taxes on its American colonists.

Taxation began with the Sugar Act of 1764 which strengthened parliamentary control over colonial commerce. It was followed the next year by the Stamp Act passed by the British Parliament in 1765 which required that stamps be purchased in the colonies for use on legal documents, licenses and newspapers. The new tax was met with an immediate outcry from the colonists.

Soon after, the colonists organized a Stamp Act Congress which assembled in New York City in October 1765. Each state was encouraged to send representatives, nine out of the 13 colonies did so. Caesar Rodney and Thomas McKean represented Delaware, and both played an active role in framing protests to the British government in opposition to the Act. The assertion was that the British government did not have the right to tax the colonies without the colonist’s consent (and without representation in parliament). The proceedings of the Stamp Act Congress were conducted in secret. Nothing about the debates or opinions was recorded, nor any set of minutes of the proceedings produced.

On October 19, 1765 the delegates adopted a

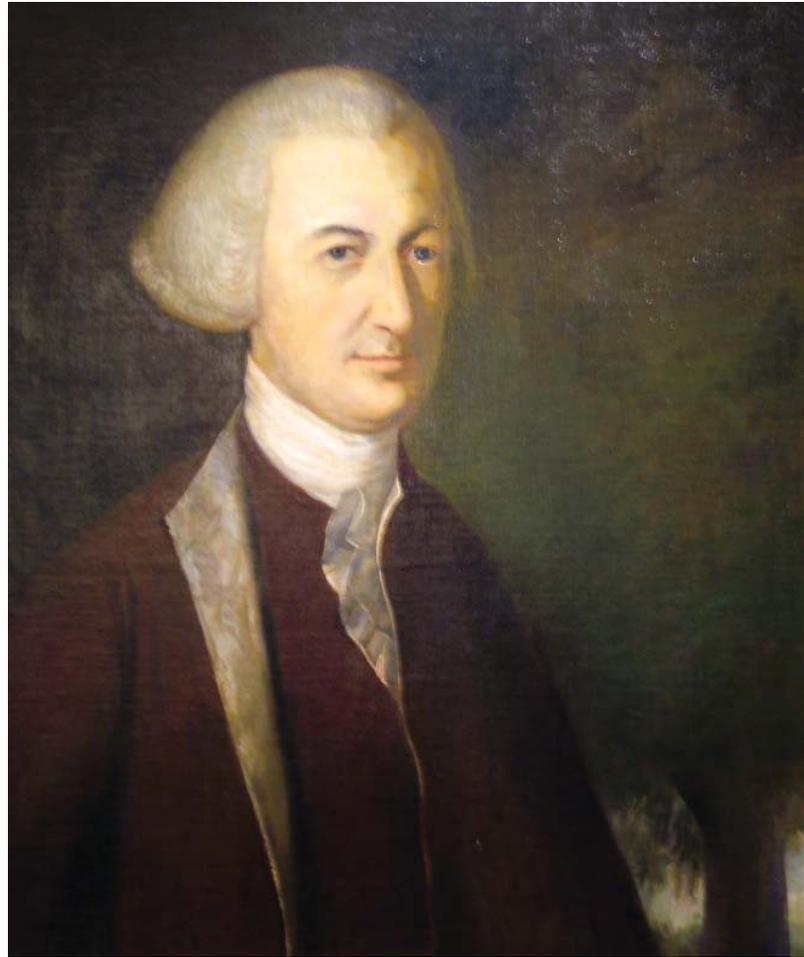
Declaration of Rights and Grievances. The delegates could not be convinced to affix their names to the document and only one signature appeared, the clerk of the Congress. During the next few days, the resolutions were redrafted into three petitions to the King, the Lords, and the Commons. Only six of the colonies agreed to adopt these petitions. McKean and Rodney reported back to the Delaware Assembly from the Congress in May 1766. In the meantime the Stamp Act was repealed, but the Delaware Assembly sent its resolutions to the King expressing its concern with the nature of the taxes.

In 1767 the British Parliament again tried to tax the colonies by creating the Townshend Acts. These laws placed a tax on common products imported into the American Colonies, such as lead, paper, paint, glass and tea. Once again, the Delaware Assembly drafted a protest and forwarded it to England. Delawareans decided to join with the other colonies in supporting a boycott, and stopped purchasing British goods.

### **John Dickinson's *Letters from a Farmer in Pennsylvania***

John Dickinson, son of Samuel Dickinson, had moved from Delaware to Pennsylvania, and wrote a series of 12 essays entitled "*Letters from a Farmer in Pennsylvania*" which helped raise support to repeal the Revenue Acts. Dickinson still maintained his property in Kent County, Poplar Hall, but only lived there for extended periods during 1776 and 1777, and 1781 and 1782, although he kept up a keen interest in the property and often visited.

Until his death in 1808, John Dickinson split his time between this country plantation that he inherited from his father, and his city homes in Philadelphia and later, Wilmington. Throughout that time, he played a key role in the birth of a new nation, the United States of America.



Portrait of John Dickinson. Delaware Division of Historical and Cultural Affairs.

Dickinson, who began practicing law in Philadelphia in 1757, was active in the Pennsylvania Assembly, and later attended the Stamp Act Congress where his suggested resolutions were adopted with few changes. His *Letters From a Farmer in Pennsylvania*, written in 1767, eloquently argued the cause of American liberty and brought him fame. As a result, Dickinson was called upon for advice and inspiration in the years before the First Continental Congress. Although refusing to vote in favor of the Declaration of Independence in 1776 as a member of the Second Continental Congress, believing that the colonies should secure a foreign alliance first, he supported the establishment of the new government during the American Revolution. He was a delegate

to the U.S. Constitutional Convention of 1787, and subsequently elected President of Delaware, and President of Pennsylvania by their respective assemblies. The term was equivalent to that of governor. Among the wealthiest men in the American colonies, he became known as the “Penman of the Revolution.”

## Before the Revolution

The Townshend Acts were repealed in 1770 except for a continuing tax on imported tea. Smugglers, such as John Hancock of Boston, had profited by importing tea from Holland and avoiding the tax. But in 1773 the British Parliament removed the tea tax for the British East India Company so that it could undersell the smugglers and sell off the large stock of tea that had been building up in warehouses. The colonists saw this as a way to squash their freedom. In 1773 a ship loaded with tea traveled up the Delaware River to Chester, but when the captain witnessed the large demonstration of protestors, he turned around and returned to Britain without unloading.

In Boston the reaction to an incoming tea ship was more extreme. In December 1773 an assembly led by Samuel Adams gathered to rebel against a shipment of tea that was going to be unloaded at the harbor. A few people from the group dressed as Indians, attacked the tea ship and threw the cargo into the bay. This “Boston Tea Party” was one of the first rebellious acts that influenced the onset of the American Revolution.

Britain reacted by passing retaliatory acts, and demanded that the tea be paid for. These were labeled “Intolerable Acts” by the colonists, and in Delaware were eventually debated in the legislature. At the meetings, resolutions were passed condemning the “Intolerable Acts”, although many Delawareans continued to express loyalty to Great Britain.

The First Continental Congress was formed to coordinate the American response to the “Intolerable Acts” and met from September to October 1774. The Delaware Assembly which was meeting in New Castle chose George Read, Thomas McKean and Caesar Rodney to represent the Three Lower Counties at the Congress. The Declaration and Resolves of the First Continental Congress, also known as the “Declaration of Colonial Rights” outlined colonial objections to the Intolerable Acts, listed a colonial bill of rights, and provided a detailed list of grievances.

The Declaration concluded with an outline of Congress’s future plans: *to enter into a boycott of British trade until their grievances were redressed, to publish addresses to the people of Great Britain and British America, and to send a petition to the King.* Vigilance committees were formed to enforce the boycott on trade with England. These “Committees of Inspection and Observation” were created in each of the three counties in Delaware.

When the Second Continental Congress was called in Philadelphia in March 1775, Read, McKean and Rodney were again appointed delegates. Fighting between the colonists and the British had already begun at Lexington and Concord in Massachusetts.

*The Declaration of the Causes and Necessity of Taking Up Arms* was a document prepared by the Second Continental Congress to explain to the world why the colonies took up arms against Great Britain. It was a combination of the work of Thomas Jefferson and John Dickinson. Jefferson completed the first draft, but it was perceived by the Continental Congress as too harsh and militant; Dickinson prepared the second. The final document combined the work of both men.

Frowned upon by many leaders, the Declaration described the actions of the British government that

angered the colonists, and justified the need to resist with arms. It did not proclaim a desire to break with the mother country, instead expressing the need to conserve old liberties and the old order *“in defence of the freedom that is our birth right and which we ever enjoyed until the late violation of it.”*

On June 14, 1775, Congress voted to create the Continental Army out of the militia units around Boston and quickly appointed George Washington of Virginia over John Hancock of Massachusetts as commanding general of the Continental Army. On July 6, 1775 Congress approved *“A Declaration by the Representatives of the United Colonies of North America, now met in Congress at Philadelphia, setting forth the causes and necessity of their taking up Arms.”*

On July 8, Congress extended the “Olive Branch Petition,” a letter to the Royal Crown appealing to King George III to redress colonial grievances and prevent future bloodshed. John Dickinson rewrote an original draft by Thomas Jefferson. It was his hope, as a Quaker having a moral obligation to peaceful negotiations, that the colonies would reconcile their differences and the King would be inspired to negotiate with the colonists. The King rejected the petition, instead inspiring John Adams to rally his fellow radicals and push for independence.

Although it had no explicit legal authority to govern, the Continental Congress assumed all the functions of a national government, appointing ambassadors, signing treaties, raising armies, appointing generals, obtaining loans from Europe, issuing paper money (called “Continental”), and disbursing funds. The Congress had no authority to levy taxes, and was required to request money, supplies, and troops from the colonies to support the war effort.

In spring of 1776 British boats appeared in the Delaware Bay and began to harass other ships coming to and from the colonies. Two war ships, *Roebuck* and *Liverpool*, both heavily armed, sailed to the mouth of the Christina River. The Pennsylvania Committee of Safety assembled ships and a floating battery, and companies of the New Castle County militia gathered on shore. There was brief fighting, but the British ships withdrew without sailing to Philadelphia.

In Philadelphia, the Continental Congress voted on May 10 to recommend the formation of a new government in the colonies. On June 7, 1776, Richard Henry Lee, a Virginia delegate, introduced a resolution for independence in the Continental Congress. On June 11, the Congress elected five men to write the declaration. Other delegates were encouraged to go home and consult with their respective legislatures.

In Delaware, the Committee of Inspection and Observation met at Dover on June 8, 1776. The Committee approved the recommendation by Congress to form a new state government, but rejected the proposal to put it into effect immediately.

The Delaware Assembly met on June 15 in New Castle and voted to sever ties with the crown. Until a new government was formed it was suggested that business could be directed by all three county representatives rather than in the name of the king. This made June 15th the official birth date of “Delaware State” or “separation day.” Also at that meeting the three lower counties recommended that the delegates to the Continental Congress should no longer work toward reconciliation with Britain. They were committed to gaining independence for the American people and the colonies. The following day, June 16 became the official day that Delaware separated from the state of Pennsylvania.

## Independence

On July 1, 1776 the Continental Congress reconvened to discuss and sign the Declaration of Independence. Attending from Delaware were representatives Thomas McKean and George Read.

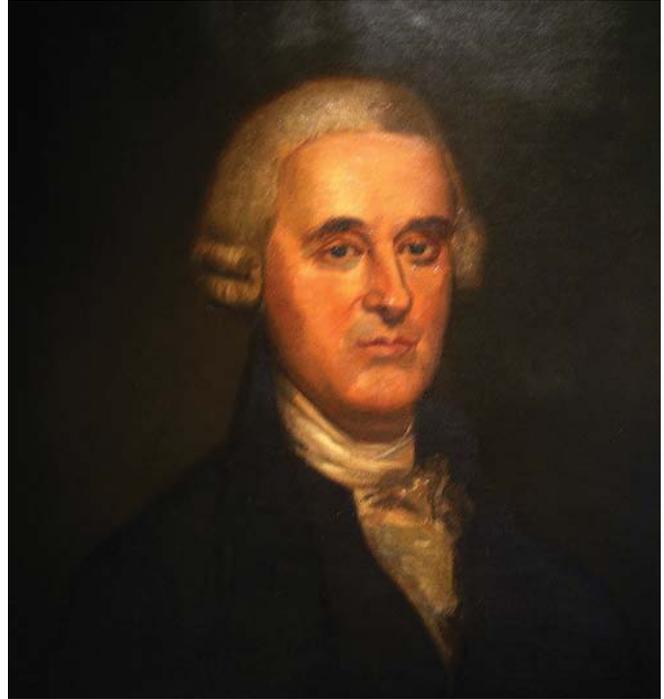
McKean who embraced the idea of independence, and was more radical in his philosophy, was ready to sign the document. Read, who was a conservative and had been influenced by his good friend John Dickinson (at that point a delegate from Pennsylvania), was not ready to commit to what he knew might be a long war.

Thomas McKean sensed that the only way to get a majority delegation vote for independence was to send for Caesar Rodney in Dover. Rodney, a brigadier general of the Delaware militia, was in the midst of an expedition to Sussex where loyalists had gathered under arms. Rodney was able to convince them to disband.

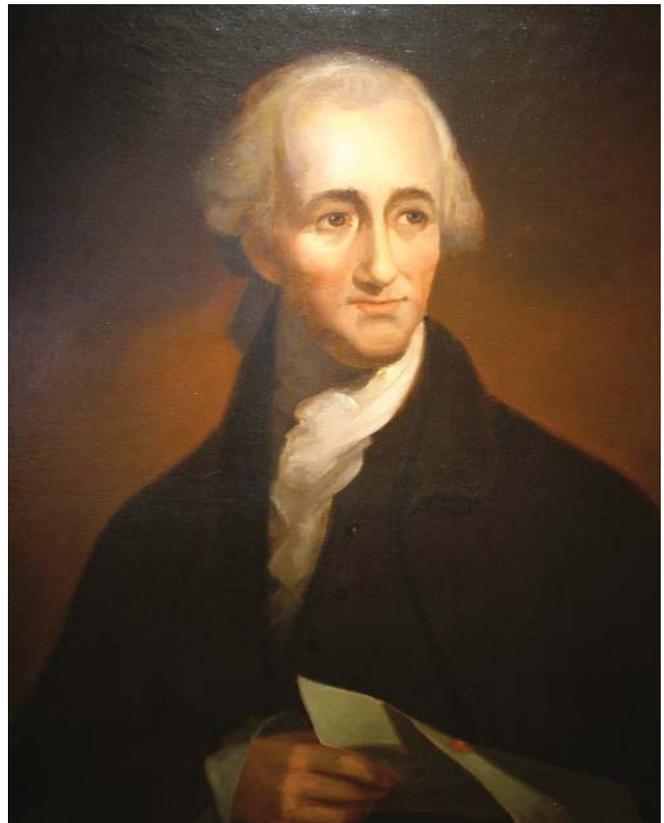
On the night of July 1st Rodney rode through the night and arrived in Philadelphia on the morning of July 2nd so that Delaware could have a majority to support and sign the Declaration of Independence. This legendary night time ride has become part of the annals of American history. The Declaration would have passed without Delaware's vote, but it would not have been unanimous.

Two more days were taken to approve the wording of the document, and the official approval took place on July 4th. The first celebration of independence in Delaware was in New Castle. That day, after the militia removed all of the insignias and "baubles of Royalty" and made a pile of them, they were burned in front of the Court House.

The Declaration of Independence was read to a crowd on July 24 in New Castle followed by the burning of a portrait of King George III. The state Constitutional Convention was scheduled for later that year in New Castle. Caesar Rodney, Speaker of the Assembly, urged



Portrait of Thomas McKean. Delaware Division of Historical and Cultural Affairs.



Portrait of George Read. Delaware Division of Historical and Cultural Affairs.



Caesar Rodney by Ole Erekson, Engraver, c. 1876. Library of Congress.

each county to appoint ten delegates to attend.

That August at the New Castle Courthouse the Assembly met, and George Read was chosen as President. A committee prepared a Bill of Rights based on similar bills written in Maryland and Pennsylvania. The Constitution was written quickly and the convention deliberated over it for less than a month. The Delaware State Constitution was approved and adopted on September 20th. From that point onward September 20 has been celebrated as “Constitution Day” in the state.

The committee created a bicameral body with an upper house of nine members, the Legislative Council, and a lower house of 21 members, the House of Assembly. The two houses chose a president. This position was preferred over Governor because it was determined that a leader

would be *presiding* rather than *governing*, and would have no veto power. The president shared his power with a four-man privy council.

Additionally, there was a provision urging the banning of the importation of slaves from other countries. A bill of rights guaranteed freedom of the press and of religion, although only Christians were promised the right to participate in government. There was nothing said about freedom of speech.

### The Revolutionary War in Delaware— Battle of Cooch’s Bridge

The only revolutionary battle that occurred in the state of Delaware was fought on September 3, 1777 near Newark. General William Howe’s forces were on their way to Philadelphia and met a small band of rebels at Cooch’s Bridge. After this skirmish Howe’s troops fought and won the battle at Brandywine in Pennsylvania, and eventually went on to occupy Wilmington and then Philadelphia.

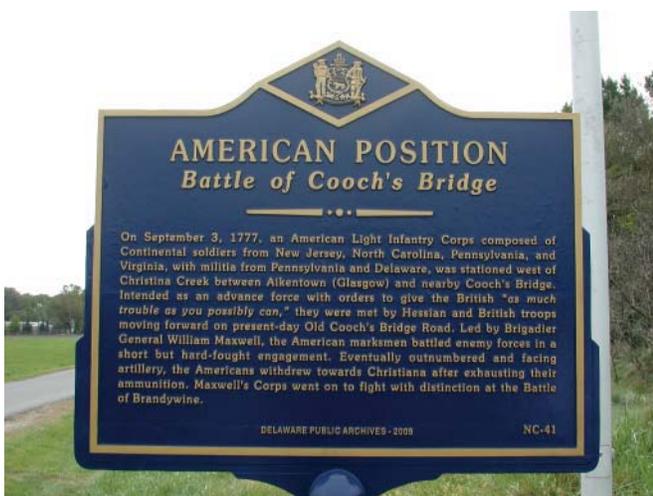
Earlier in the year General Howe had been repulsed by General George Washington at Trenton and Princeton in an effort to take Philadelphia. In the summer of 1777 he moved 15,000 men on 260 ships to Cecil County, Maryland. His plan was to approach Philadelphia by way of the Chesapeake since it was not as well protected as the Delaware. His troops disembarked on Elk Neck peninsula, then broke into two divisions and met up at present day Glasgow, Delaware.

The militia, which had 720 troops in the region led by William Maxwell, was instructed by General Washington “*to give them as much trouble as you possibly can.*”

The engagement began August 30th, two miles south of the bridge. The militia used guerrilla tactics learned from



The Cooch house. NPS photo.



Delaware State sign commemorating the famous battle of Cooch's Bridge. NPS photo.

the Indians. However, the Colonials, greatly outmanned and outgunned, were driven back by the advancing British. Howe's troops moved up the Newark/Glasgow road when "pretty smart skirmishing" occurred with the Americans. British and Hessian armies progressed until their lines extended from Aiken's Tavern (Glasgow) to Iron Hill and across the Christina River. They remained there for five days, and met the American troops at Cooch's Bridge on September 3rd.

It was there that a handpicked regiment of 100 marksmen under General William Maxwell laid an ambush in the

surrounding cover. During the ensuing battle, several British and Hessian charges were repelled, but the Americans soon depleted their ammunition and called a retreat.

Other sites where severe fighting occurred included Cooch's Mill (since demolished) which stood on the west side of Christina Creek, and served as a post. Howe's troops stayed in the area until September 6th and then moved northward. Property was taken by the British and several buildings were burned. General Cornwallis used the Cooch house, adjacent to the bridge and still standing today, as his headquarters for the next week as the British regrouped. There were approximately thirty American casualties.

Shortly after General Howe moved his troops out on September 11th, he defeated the Colonials in the Battle of Brandywine and then marched into Wilmington and occupied the city from mid-September until October 16, 1777. Meanwhile the British fleet sailed up the Delaware and reached Philadelphia, the rebel capital, in mid-November. The British occupied Philadelphia until June 1778. Even after they evacuated the city, a British ship remained off the coast of Cape Henlopen for many months.

The 1st Delaware Regiment was raised in 1775 for service with the continental army under the command of Colonel John Haslet. The regiment would see action in battles in New York, Trenton, Princeton, Brandywine and Germantown. The Delaware Regiment developed the name the "Blue Hens' Chickens," after the gamecocks known for their persistent fighting qualities.

### The Articles of Confederation

Two committees were established in May of 1776; one to write the Articles of Confederation, and the other to write the Declaration of Independence. John

Dickinson, as chairman of the committee for the articles of confederation drafted the first version, and afterward Congress decided to revise it. It was not distributed to the states until 1777.

The final draft of the Articles was written in the summer of 1777 and adopted by the Second Continental Congress on November 15, 1777 in York, Pennsylvania after a year of debate. In practice it served as the de facto system of government used by the Congress (*“the United States in Congress assembled”*) until it became law by final ratification on March 1, 1781. At that point Congress became the Congress of the Confederation. The Articles set the rules for operations of the *“United States”* confederation. The government was empowered to make war, negotiate diplomatic agreements, and resolve issues regarding the western territories; it could mint coins and borrow money inside and outside the United States.

The document would not become official until it was ratified by all thirteen colonies. The first state to ratify was Virginia on December 16, 1777. The ratification process dragged on for several years, stalled by the refusal of some states to rescind their claims to land in the West. The main concern with the Articles was that landless states (ones without extensive western claims) would have less influence in the new government. Because of the land claim issues, New Jersey and Delaware did not sign the articles of Confederation until 1779. Almost another three years passed before Maryland’s ratification on March 1, 1781. Confederation did not provide the government with the power to raise money by taxation or to control commerce.

In Delaware, the state assembly moved from New Castle in the spring of 1777 to Dover. Beginning in 1779 they moved around to different sites for two years until permanently locating in Dover, which in 1781 became the state capital.

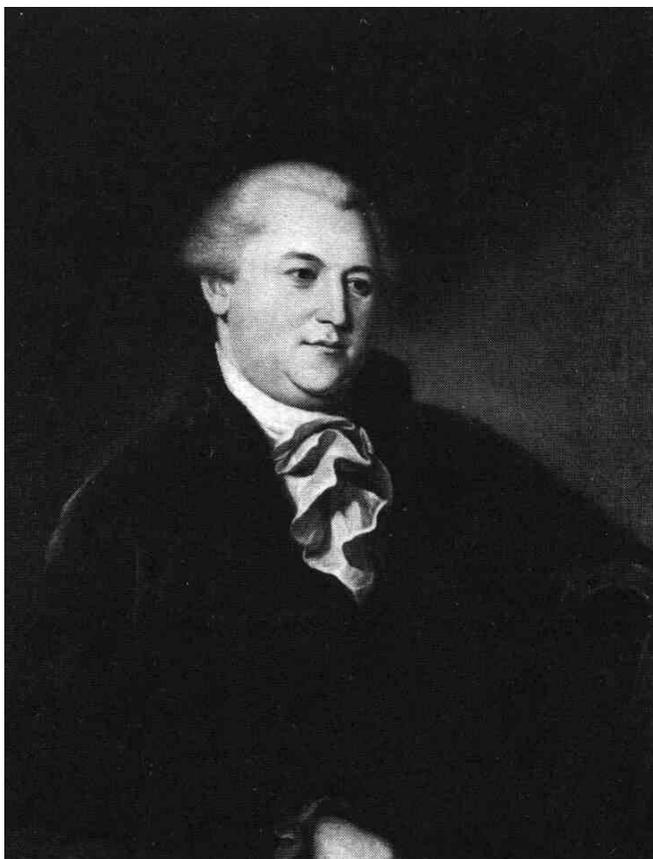
## The Constitution

The Philadelphia Convention of 1787, commonly known as the *“Constitutional Convention,”* took place from May 25 to September 17. It was intended as a meeting to revise the Articles of Confederation, but the objective of many of the Convention’s proponents, chief among them James Madison and Alexander Hamilton, was to create a new government rather than “fix” the existing one. The delegates elected George Washington to preside over the sessions.

Five delegates were chosen from Delaware, including John Dickinson, who was probably the most famous of the group and who had already been instrumental in drafting many important documents; George Read, who had served as the chairman of the Delaware Assembly and was the most insistent on equal representation; Richard Bassett, a wealthy landowner and lawyer; Gunning Bedford Jr., a graduate of the College of New Jersey (now Princeton) and Delaware’s Attorney General; and Jacob Broom, a young manufacturer from Wilmington.

The central controversy at the Convention was how states would be represented in Congress. Virginia, the state with the largest land mass and population, was pushing for proportional representation. Delaware and other small states resisted this vehemently.

Gunning Bedford, Jr. was among the most vocal proponents of the need to provide equal representation to the states, and in limiting the authority of the government. He strongly supported the New Jersey Plan, authored by that state’s governor William Paterson, which provided for equal representation. Bedford threatened other delegates by stating that small states may have to seek foreign alliances for their own protection. As the conflict over representation continued, however, Bedford realized that his position threatened the potential for a union. He agreed to participate on the committee that



Gunning Bedford Jr. NPS photo.

ultimately drafted the Great Compromise whereby the House of Representatives would represent each state's population, the Senate would represent states equally, and a strong executive role would be given to the President.

Bedford resigned his Attorney General's position in 1789, but remained active in work for educational improvements in Delaware and served as President of Wilmington College. He was also the first Grand Master of the Delaware Masonic Lodge.

George Read, on the other hand, argued for a new national government and led the fight for a strong central government, even advocating the abolition of the states. He proclaimed, "Let no one fear the states, the people are with us." Lacking support for his position, Read joined those advocating for the protection of small states.

He threatened to lead the Delaware delegation from the convention if the rights of small states were not included. Once the Great Compromise was agreed to, Read became the leader of the ratification movement in Delaware. He served as one of Delaware's first United States senators.

As a Senator, Read continued to support the notion of a strong central government concurring with assumption of state debts, establishment of a national bank, and the assessing of excise taxes. He resigned his Senate seat to become Chief Justice of the Delaware Supreme Court and served in that office until his death in New Castle on September 21, 1798.

Jacob Broom, who had not been previously involved in government, like Read was a proponent of a strong central government. In 1783, he advised George Washington, who was visiting Wilmington, to "contribute your advice and influence to promote that harmony and union of our infant governments which are so essential to the permanent establishment of our freedom, happiness and prosperity." During the convention, Broom supported actions that would create an effective central government. He advocated a nine-year term for members of the Senate with equal representation from each state, and a life term of office for the President.

On September 17, 1787 the Constitution was completed in Philadelphia. Article VII of the Constitution and resolutions adopted by the convention detailed a four-stage ratification process:

- 1) submission of the Constitution to the Confederation Congress,
- 2) transmission of the Constitution by that Congress to the state legislatures,
- 3) election of delegates to conventions in each state to consider the Constitution, and
- 4) ratification by the conventions of at least nine of the thirteen states.

On September 28, 1787, after three days of bitter debate, the Confederation Congress sent the Constitution to the states with neither an endorsement nor a condemnation. After the convention John Dickinson wrote a series of nine essays promoting the ratification of the Constitution under the pen name, Fabius. The states nearest to Philadelphia obviously had the advantage of deliberating the new Constitution sooner than those who needed to travel a lengthy distance.

The Golden Fleece Tavern in Dover, Delaware, built in 1730 on Dover Green, was a center for community and government activities. It was a place of great importance during the American Revolution. Also known as Battell's Tavern, it hosted the meetings of the Committee of Inspection and Observation charged with enforcing the English trade boycott, and was a vital point for the exchange of wartime communications.

With the transfer of state government from New Castle to Dover in 1777, the Golden Fleece became the meeting place of the Assembly's Upper House, the Legislative Council. It was the home of that body until the Delaware State House was completed in 1791. In September 1787, when the constitution was sent to the



Site of the Golden Fleece Tavern on the Dover Green. NPS photo.

states for consideration, thirty delegates were elected in Delaware to meet and review the document. The meeting was convened on December 3. Approval was unanimous, and on December 7, 1787, Delaware became the first state in the new nation to ratify the Federal Constitution. Pennsylvania was the second state to ratify, and New Jersey the third.

The new national government was inaugurated in 1789, and the Delaware Assembly called for the election of a convention to rewrite its own state constitution. When it was completed in 1792 the name changed from the Delaware State to the state of Delaware. The two houses became the Senate and the House of Representatives, the former title of "President" became "Governor."

## Early Settlement and Statehood Resources

Delaware is fortunate to have a number of nationally significant and important resources associated with its period of European settlement and its role as the first state of the nation. Together, these resources have the potential for providing increased public understanding and appreciation of Delaware's contributions to the history of the United States.

### The New Castle National Historic Landmark District <sup>3</sup>

New Castle on the Delaware, six miles south of Wilmington, is the oldest town in the Delaware River Valley. Once possessing a fine natural harbor for large vessels, the town was situated in a commanding position with a sweeping view of the Delaware River. Founded in 1651 by Peter Stuyvesant as the seat of the New Netherland government on the Delaware River, it received its present name in 1664 when it was seized by the British. The street patterns from the original Dutch layout can be found today. Potentially within the District



Aerial view of current day New Castle. NPS photo.

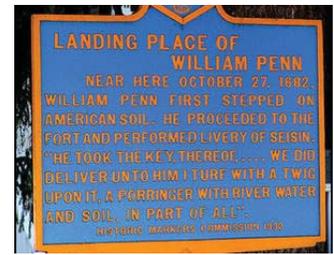
are the archeological remains of Fort Casimir.<sup>4</sup>

William Penn received the colony in 1682 and it was here that he first arrived in America. New Castle was the colonial capital until 1776, and very briefly, in 1776-77, the state capital of Delaware. The many historic buildings illustrate a broad range of architectural history, extending from Colonial through the Federal era. A large number of well-preserved original buildings survive, set in a historic scene that has almost no modern intrusions. The streets and the broad green preserve the work of seventeenth, eighteenth and early nineteenth-century builders, maintaining the atmosphere and character of a mid-eighteenth century town.

New Castle contains a large number of surviving historic houses in a geographically confined space. Nearly all of the structures are well preserved and being used for purposes in keeping with their historical character as residences and small shops. The Green, bounded by Delaware, Market, Harmony, and 3rd Streets, was originally the Public Square laid out during the Dutch period. Beyond the dense nucleus of historic buildings bounded by The Strand, Harmony Street, Third Street and Delaware Street, there are a number of buildings typical of the early and mid-19th centuries which continue the historic and residential character of the district.

*The Colonial State House and Courthouse* still dominates the Green and the old town. Built of brick in various stages during two centuries, the building has recently undergone restoration (see description below.)

The arcaded octagonal cupola of this building formed the center of the twelve mile circle which determined the arc of the northern boundary of the colony and state of Delaware.



Commemorative Plaque at site of William Penn's landing site, New Castle. NPS photo.

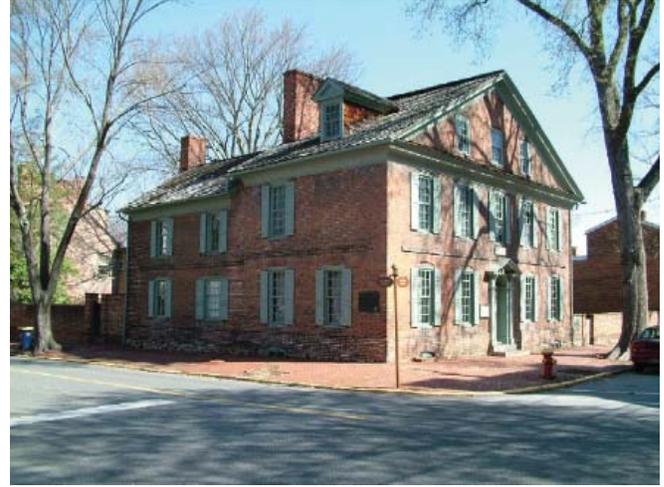
*The George Read House*, Number 30 the Strand, erected in 1797-1801, is an outstanding example of late Georgian-early Federal dwelling. Read was the son of George Read, Sr., who participated in the Constitutional Convention. The monumental entrance doorway with its great fanlight above and glazed panels at the sides, and the Palladian window above the entrance doorway create an imposing brick edifice of great distinction. A curved balcony of delicate ironwork and the fine carving on much of the exterior woodwork add refinement of detail which gives special elegance to this building. The secondary and tertiary facades are equally impressive. At the time of its



The New Castle Green. NPS photo.



The Arsenal Building in New Castle. NPS photo.



The Amstel House, New Castle. NPS photo.



The George Read House, New Castle. NPS photo.



Old Dutch House, New Castle. NPS photo.

construction, the 22 room, 14,000 square-foot mansion was the largest house in Delaware. It is considered one of the most superb examples of its type to be found in the Middle Colonies.

*The Amstel House*, erected in two steps between 1706 and 1738 and made of local brick laid in Flemish bond with a belt course and water table, is a well-preserved example of a typical early Georgian mansion. It contains original woodwork and fine architectural details. The mansion served as the home of Delaware Governor Nicholas

Van Dyke in the 1780s. It was frequented by visitors including signers of the Declaration of Independence and General George Washington. The Amstel House interprets 18th and 19th century life in New Castle, and exhibits many artifacts and antiques associated with the town's early history.

*The Old Dutch House*, constructed sometime between 1698 and 1704, is a fine example of a restored Dutch Colonial with low pent eaves and an overlarge central chimney. Probably built by Powell Barends, the walls on



New Castle Court House. NPS photo.

the ground floor are brick, while the upper floor is of timber construction.

There are many fine structures which line The Strand, some of which were inns at the time when it was a busy waterfront street. The street was lowered in 1803 and the additions of steps and porches can be seen on several of the houses. Opening off The Strand is Packet Alley. A wharf once existed there to service packet boats that would dock when New Castle was a link between Washington, D.C. and points north.

Other notable period structures within the district include:

- Van Leuvenigh House, built in 1765 in the Georgian style, altered about 1840 to include Greek Revival features.
- Booth House, a brick and frame house built in three stages between 1720 and 1795, with many early Georgian characteristics.
- “William Penn” House, a three-story structure built circa 1682 and altered in the 18th century.
- Colby or Rosemont House, a small two-story with attic brick residence built circa 1675.
- Gunning Bedford house, built by Dutch settler Jon Van Gezel circa 1730, was home to

Delaware’s 11th governor, Gunning Bedford, cousin of Gunning Bedford, Jr.

- McIntire or Williams House, a small two-story brick house built circa 1690.
- Presbyterian Church built in 1707.
- Immanuel Church, built between 1703-10 with tower and spire added in 1820-22.

*New Castle Court House*,<sup>5</sup> located in the heart of the New Castle Historic District, is one of the oldest surviving court houses in the United States and a National Historic Landmark. The original, central section of the building was constructed in 1732 over the remains of Delaware’s first court house (first constructed in 1689). In that same year, the building’s cupola was designated as the center of a 12-mile radial circular boundary, creating Delaware’s unique curved northern border. Additions and modifications were made to the building throughout the 18th and 19th centuries including the addition of the left and right wings.

From 1704 until May 1777, the first and second courthouses served as the seat of government of the Lower Three Counties of Delaware. In the court house’s Assembly Room, legislators passed a resolution on June 15, 1776 separating from Great Britain and Pennsylvania, creating the Delaware State. Two months later on September 20, 1776, the first Constitution for the “Delaware State” was adopted. The building continued to serve as the state capitol until 1777 when governmental functions were transferred to Dover as a precaution against attack from British warships in the Delaware River.

Located on the southeast corner of the New Castle Common, facing Delaware Street, the New Castle Court House is a two and one half story, early Georgian style brick building. The building is composed of three sections built between circa 1730 and 1845. The oldest

section of the building is the central, five bay block which was built between 1730 and 1731. The four bay wide east wing section was built in two stages, 1765 and 1802. The west wing was constructed in 1845. The building has been modified for several different uses since the State and Federal Court system left the building in 1881. It currently is open for visitation and has been recently restored.



Restored court room in the New Castle Court House. NPS photo.

The deck-on-gable roof is surmounted by an eight-sided frame cupola detailed with a dome that is supported by an open arcade of round arches with keystones and springers. The roof deck has a wood balustrade across the full width that terminates in brick piers. A tall thin metal spire with an orb and arrow weathervane caps the cupola.

Facing southwest, the facade of the court house is composed of three sections. The central projecting five bay section is the earliest portion of the building. The brickwork of the central section is laid in Flemish bond. The openings are symmetrically arranged with a central entry flanked by two 16/16 wood windows on either

side on the first floor. The windows on the first floor display radiating jack arch lintels while the second floor window lintels are a simple row lock. Three marble steps provide access to the entrance frontispiece. The surround consists of half-round Doric pilasters supporting a full entablature and pediment. The paneled double leaf door is surmounted by a ten pane transom. On the second floor, a Juliette balcony in the central bay has a balustrade similarly detailed to the one at the roof line. It is accessed by a single-leaf paneled door and is flanked by two 12/12 wood windows on either side. An unusual decorative corbeled belt course occurs between the floor levels. This single course runs horizontally at the upper level of the lintels on the first floor windows.

Until the removal of the courts to Wilmington in 1881 as a result of the changing of the county seat, all jurisdictions of Delaware's courts, including the Federal Court, had met in the New Castle Court House.

### Fort Christina, Wilmington<sup>6</sup>

The wharf of rocks which was the site of the first landing and the heart of the first Swedish settlement in North America is preserved in the two acres comprising Fort Christina State Park. The ledge of rocks is still partially visible although much of the natural formation is covered by a plaza surrounding the monument commemorating the first Swedish settlement.

The monument, of black Swedish granite, consists of a shaft designed by the late Swedish sculptor Carl Milles, and is surmounted by a stylized representation of the *Kalmar Nyckel*, one of the two ships that first brought the Swedes to Delaware. The treatment of the park is formal, with high brick walls on two sides, an iron fence and an ornamental iron gateway on the third, and with the Christina River forming the boundary of the fourth side. There is also a re-created log cabin located within the park representing the Swedish settlement. Archeological



The "landing site" at Fort Christina State Park, Wilmington. NPS photo.



The monument designed by Carl Milles at Fort Christina State Park. NPS photo.

investigations have not been undertaken at this point to determine the actual location of the fort and other structures related to the New Sweden complex.

Historically and geographically, Fort Christina was the heart of New Sweden, and its site is the most important physical link with the time more than three centuries ago when Swedes settled on the "South River". Although not situated directly on the Delaware, Fort Christina remained a principal center of Swedish settlement, even during the 10-year period when Governor Printz ruled from his headquarters on Tinicum Island, some 15 miles north on the Delaware River. When New Sweden fell to the Dutch in the bloodless conquest of 1655 a few of New Netherland's soldiers were posted at Fort Christina, called by then "Fort Altena" by the Dutch.

### **Holy Trinity (Old Swedes') Church, Wilmington<sup>7</sup>**

Although largely English in architectural design, Holy Trinity Church, erected 1698-99, is the oldest surviving church built by and for a Swedish congregation in the Delaware Valley, and the oldest church building standing as originally built in the United States. No other structure is so closely related historically and geographically to the pioneer Swedish settlement on the Christina River, and none has retained its architectural integrity to such a degree. Although its construction postdates by many years the fall of New Sweden in 1655, the church was built while Swedish heritage was still a dominant influence in Delaware.

The cornerstone of the present church was laid on May 28, 1698. John Yard, assisted by his sons, Joseph, William and John, contracted to do the masonry; the carpenter was John Smart and the joiner, John Harrison, all from Philadelphia. On June 4, 1699, the Reverend Eric Bjork, a Swedish Lutheran missionary, consecrated the completed building.



Old Swedes Church, Wilmington. NPS photo.

The church, measuring 66 by 36 feet, was originally a rectangular structure with hooded gable ends. Built of native graystone and plain on the exterior, the walls were 3 feet thick and 20 feet high. The doors were located at the middle of each side and the walls were also pierced by one large and four smaller arched windows, which were glazed by a Hollander named Lenard Osterson. All four exterior walls were adorned by inscriptions, in unusual Latin abbreviations, set in iron letters made by Matthias de Foss. The steep-gabled roof was concealed inside by a hung ceiling of low segmental shape, with lath nailed to the arch of the roof. A smooth coat of plaster covered both the interior walls and vault. Both pews and a red brick floor, herringboned to form a central aisle, complete this simple interior. The site contains a burial ground used since the Swedes landed in the area in 1638. Portions of the original burial ground lie beneath the church structure.

### John Dickinson House, Dover<sup>8</sup>

The John Dickinson House, generally known as *Poplar Hall*, is located on the John Dickinson Plantation and was built on a 13,000 acre farm in 1739 to 1740 by Judge Samuel Dickinson, the father of John Dickinson. It is an excellent restored example of an Early Georgian residence, and eventually became the dwelling of the adult John Dickinson, the “Penman of the Revolution.” The house faced a nearby bend of the St. Jones River which disappeared later when the river was straightened. This house illustrates what may be called the “telescope” type of planning, in which a series of smaller wings are added to the main house at later dates. This mansion is a five-bay two-story structure and is built of Flemish bond with black glazed headers. There is a wide central hall with a large parlor to the east and two smaller rooms each with an angle fireplace to the left or west. The cellar of the main house, which is almost ground level and well lighted, originally contained a large storage room to the east, a wine cellar under the front door, and scullery and kitchen at the west end. To the west the lower wings step down from the main house on the same axis. The first of these wings was added in 1752 and contained a dining room with a bedroom above. The smallest and westernmost wing was added in 1754. With whitewashed walls and a brick-columned arcade, this



John Dickinson House. NPS photo.



John Dickinson Plantation. NPS photo.

section contained a kitchen and quarters for an enslaved household servant above it.

The mansion faces directly south and though well lighted, has only three windows on the north side. This arrangement was planned to conserve heat in the winter. The main house, as Judge Dickinson built it, was three stories in height over a high basement, and had a hipped roof. The first floor windows, which are unusually tall, still reflect the original design that was proper for such a Georgian three-story house.

In 1804 a disastrous fire occurred, which partially destroyed the fine original interior woodwork and paneling. When John Dickinson repaired the damage, he reduced the main house to its present two stories and covered it with a gabled roof. The original interior woodwork was also replaced in 1806 by substantial, but plain, material that was in keeping with its intended use as a tenant house.

### **Stonum (George Read House), New Castle<sup>9</sup>**

George Read, born in Maryland and educated in Philadelphia, became one of two or three of the most significant figures in Delaware political affairs from



Stonum-George Read House. NPS photo.

the late 1760s until the 1790s. He served Delaware in a variety of ways during the Revolutionary period. He attended the Constitutional Convention of 1787. Following the establishment of the new national government, Read served four years in the United States Senate, then returned to Delaware to become the state's Chief Justice. A resident of the New Castle vicinity for almost 45 years, Read's only extant home is Stonum which served as his country retreat in the 1750s and 60s.

The structure has been subdivided into apartments since the NHL nomination was completed and the study team was unable to gain access to verify if all interior elements of the nomination remain current. The present owners of the house have indicated that the structural improvements for apartment units have not impacted the integrity of the interior and are fully removable. They are soon to restore the house as a single family dwelling.

The 1973 nomination described the resource as follows: the oldest portion of Stonum, the part to the right-rear which is now occupied by the kitchen, dates from around 1730. There is a nine-foot door connecting with the main wing in front, probably the original entrance. It is situated in a direct line with the present front door. The front portion of the house was built sometime

prior to 1769 when George Read sold his country property, though whether during or prior to his period of ownership is not certain.

The country place commanded a fine view of the Delaware (a view long since screened out by development along the river). A two and one-half story house with a four-bay facade, the plan was basically L-shaped, though with a rather unconventional floor plan. There is no staircase in the axial hall, perhaps because it is uncommonly narrow. Instead, the stairs run on the inner wall of the east corner room, the foot being to the right of the original front door. These stairs have an open stringer, molded handrail and balusters and paneled wainscoting.

In 1850, a room was added in the northwest corner, in the crook of the L. The wall abutting on the main wing has an unusual “bite” taken out of it, in order to avoid blocking the corner rear window of the main wing. Besides the 1850 addition, there are other obvious impositions on the integrity. Most of the original brick superstructure was stuccoed and painted, the roofs are of sheet metal, and there is a large cinder-block front porch which was added in the 1920s. Yet in many ways Stonum is remarkably unchanged.

Noteworthy original features of the main wing are the corner fireplaces, the detailed woodwork and elegant mantles, the 1-1/2-inch red pine flooring, the wooden cornice with its modillion course, and the exceptionally high 9 over 9 windows of the façade. Only one significant structural change has been made inside, the removal of the wall between the hall and the right-hand room on the first floor of the main wing.

Since the foremost house associated with Read (the house on The Strand in New Castle) was destroyed 150 years ago, Stonum stands as the most significant structure commemorating his life.

### Lombardy Hall (Gunning Bedford, Jr. House), Wilmington<sup>10</sup>

In 1785, Gunning Bedford, Jr. purchased a 250-acre farm named “Pizgah” from Charles Robinson, a great-grandson of the grantee of William Penn’s “Manor of Rocklands.” A small stone house stood on the farm dating from 1750 or shortly before. It consisted of four rooms, two on each floor, with a right-side entrance and a hallway connecting the front and rear doors. Behind a wall cupboard in a rear room on the ground floor there remains the lintel of an old doorway, which suggests that the interior originally lacked paneling. As for the severely plain exterior, Eherlein and Hubbard have noted that *“the absence of outside architectural amenities on a presumably Georgian body is suggestive of a prevalent Quaker influence.”*<sup>11</sup>

Bedford occupied the house in 1793, renaming it Lombardy Hall. Although he kept his town house at 606 Market Street in Wilmington he resided at Lombardy periodically for the remainder of his life. He effected one major change, the southern addition consisting of a ballroom downstairs and two bedrooms above, thereby creating a symmetrical five-bay facade. The Brandywine gabbro stone in the “Bedford section” was skillfully matched to the older portion, although the location of



Lombardy Hall, House of Gunning Bedford, Jr. Lombardy Hall Foundation photo.

the original south wall is evident from the vertical line of mortar in both the facade and in the fieldstone north wall. The exterior dimensions of the house are 30 by 46 feet, and the entire tract now comprises about one and one half acres.

Since 1968 Lombardy Hall has been owned by the Lombardy Hall Foundation, an affiliate of the Wilmington Masonic Order, whose interest in Bedford stems from his having been the first Grand Master of the Delaware Masons. The exterior has been restored to much the way it looked in Bedford's time (except for a lodge meeting hall addition to the south side attached to the ballroom). Chimneys have been repaired and seven new flues installed. The slate roof has been replaced, as have the front door, most of the 3 over 9 windows, and the shutters. The modillions have been restored, and two non-original windows of the north wall filled in. The original chair rails, cornice moldings, stairs, banisters, and much of the paneling are in good condition. In the ballroom there is a mantel that is delicately carved and shelved at each end. The only significant interior alteration is the addition of a bathroom off one of the second floor rooms. The basement has been rehabilitated for meeting and social occasion space.

The Foundation restored the structure in 1986, and continues to restore sections as funds are available. The structure is open to the public by appointment and serves as a museum of Delaware Masonic history, as well as Bedford memorabilia.

### **Jacob Broom House, Montchanin<sup>12</sup>**

Jacob Broom was one of Delaware's leading entrepreneurs of the late 18th and early 19th centuries, being especially active in real estate, construction, and commerce. He was also a pioneer industrialist in the Wilmington area, establishing the first mill on the Brandywine in 1795. In addition, Broom participated in local and state politics,



Jacob Broom House at Hagley. NPS photo.

and as a member of the five-man Delaware contingent which attended the Philadelphia Convention of 1787 and signed the Federal Constitution.

The house Jacob Broom built in 1795 about a quarter-mile west of the Brandywine River still comprises part of the mansion called "Hagley" in the community of Montchanin. It is the last extant structure significantly associated with Broom. In 1802, Broom sold his Brandywine property, including this house, to E.I. du Pont, founder of the du Pont chemical empire in the state of Delaware, and it has been in the du Pont family ever since. The Broom section, four bays and two-and-one-half stories, now comprises the left-hand portion of the house including, the main entrance.

During the 19th century, a large wing was added on the north side, and photographs taken towards the end of that century show the house with ornate decorations and gaudy embellishments on the dormers of the Broom section. Though the latter could still be easily identified, it was virtually submerged in these adaptations to contemporary taste. Subsequently, the adornments and the entire left-hand wing were removed, and a substantial wing added on the south side. This was clearly designed to harmonize with the original structure, and, while the

overall aspect of the house is unmistakably elegant, the style remains the plain vernacular of Jacob Broom's initial concept. The home is maintained as a private residence.

### Dover Green, Dover

In 1697, a court house was built at the site of the current day Dover Green, but it was not until 1717 that Dover was plotted around this central space. It was laid out in accordance with William Penn's 1683 orders. Craftsmen and artisans such as cabinet makers, shoemakers, carpenters, tailors, and hatters shared the green with government officials and residents, as well as several inns and taverns. An Act of Assembly in 1742 provided for the establishment of a market square.

In 1777, Dover became the capital of Delaware, largely because it was deemed safer from attack than the old capital, New Castle. Ten years later, in the Golden Fleece Tavern on the Green, a Delaware convention ratified the Federal Constitution. Because it was the first to ratify, Delaware became known as "the First State." Also on the Green, Delaware mustered a Continental Regiment during the Revolution, and celebrated the reading of the Declaration of Independence in 1776. The Dover Green Historic District is listed on the National Register of Historic Places.



The Dover Green. NPS photo.

### Endnotes

- 1 Jenkins, Howard M. (Ed.), *Pennsylvania: Colonial and Federal: A History 1608-1903*, Pennsylvania Historical Publishing Association, Philadelphia 1903.
- 2 Johnson, Amandus, *The Swedes on the Delaware, 1638-1664*. Lenape Press, 1915. Original from Harvard University.
- 3 Discussions on resources are primarily drawn from the *National Historic Landmark Statement of Significance, 1967* with modifications or additions.
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- 5 Discussions on resources are primarily drawn from the *National Historic Landmark Statement of Significance, 1967*, updated to 2001, with modifications or additions.
- 6 Discussions on resources are primarily drawn from the *National Historic Landmark Statement of Significance, 1961*, with modifications or additions.
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- 10 Discussions on resources are primarily drawn from the *National Historic Landmark Statement of Significance, 1974*, with modifications or additions.
- 11 Eberlein, H.D., and C.V.D. Hubbard, *Historic Houses and Buildings of Delaware, Dover*, 1963.
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# **Chapter Three**

## **Analysis of National Significance, Suitability, Feasibility and Need for NPS Management**

**THREE**

**Introduction**

**National Significance Criteria**

**Summary of Reconnaissance Analyses**

**Application of National Significance Criterion to Resources Related  
to Remaining Study Themes**

**Determination of Suitability**

**Feasibility Analysis**

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**THREE**

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## Introduction

For a determination to be made as to whether a resource should be considered for potential designation as a unit of the national park system, analyses are conducted based on criteria established by Congress in Title III of Public Law 105-39, and in accordance with NPS Management Policies. To be eligible for consideration, an area must:

- 1) possess nationally significant natural or cultural resources;
- 2) be a suitable addition to the system;
- 3) be a feasible addition to the system; and
- 4) require direct NPS management instead of alternative protection by other public agencies or the private sector.

This chapter evaluates the resources of the state of Delaware related to early settlement and the role of the state in the founding of this nation and applies the criteria for designation as a potential unit of the national park system cited above. It also summarizes the results of a reconnaissance analysis of resources related to six of the eight themes contained in the study legislation.

## National Significance Criteria

NPS Management Policies provide that a resource will be considered nationally significant if it meets all of the following criteria:

- 1) is an outstanding example of a particular type of resource;
- 2) possesses exceptional value or quality in illustrating or interpreting the natural or cultural themes of our nation's heritage;
- 3) offers superlative opportunities for public enjoyment, or for scientific study; and,
- 4) retains a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

National significance for cultural resources is evaluated by applying the National Historic Landmarks (NHL) criteria contained in 36 CFR Part 65. National significance is ascribed to districts, sites, buildings, structures and objects that possess exceptional value or quality in illustrating or interpreting the heritage of the United States in history, architecture, archeology, engineering, and culture, and that possess a high degree of integrity of location, design, setting, materials, workmanship, feeling and association, and that:

- 1) are associated with events that have made a significant contribution to, and are identified with, or that outstandingly represent, the broad national patterns of United States history and from which an understanding and appreciation of those patterns may be gained; or
- 2) are associated importantly with the lives of persons nationally significant in the history of the United States; or
- 3) represent some great idea or ideal of the American people; or
- 4) embody the distinguishing characteristics of an architectural type specimen exceptionally valuable for the study of a period, style or method of construction, or that represent a significant, distinctive and exceptional entity whose components may lack individual distinction; or
- 5) are composed of integral parts of the environment not sufficiently significant by reason of historical association or artistic merit to warrant individual recognition, but collectively compose an entity of exceptional historical or artistic significance, or outstandingly commemorate or illustrate a way of life or culture; or
- 6) have yielded or may be likely to yield information of major scientific importance by revealing new cultures, or by shedding light upon

periods of occupation over large areas of the United States. Such sites are those which have yielded, or which may reasonably be expected to yield, data affecting theories, concepts and ideas to a major degree.

National significance for natural resources can be evaluated by applying the National Natural Landmarks (NNL) criteria contained in 36 Code of Federal Regulations Part 62. Within the NNL Program, national significance describes an area that is one of the best examples of a biological or geological feature known to be characteristic of a given natural region. Such features include terrestrial and aquatic ecosystems; geologic structures, exposures and landforms that record active geologic processes or portions of earth history; and fossil evidence of biological evolution.

When evaluating national significance in congressionally authorized special resource studies, resources that have been designated as NHLs or NNLs are considered to already have been determined to be nationally significant and require no further analysis.

## Summary of Reconnaissance Analyses

Because of the extensive number of themes provided in the study legislation and the numerous resources they represent, the study team performed an initial reconnaissance analysis of theme-related resources. A reconnaissance analysis provides for a preliminary investigation of resources to determine if they are likely or unlikely to meet the criteria for national significance, suitability, feasibility, and the need for NPS management. This permits the study team to focus on resources that

have the greatest potential for congressional consideration as a unit of the national park system. As the reconnaissance analysis proceeds, the study team is able to “filter out” resources that require no further study. The process results in a theme framework and list of resources that merit further investigation because of their potential to meet national significance and suitability criteria.

Resources related to all of the eight themes contained in Public Law 109-338 were investigated by the study team through on-site visits and the review of relevant literature to determine the likelihood of these resources meeting criteria for potential designation as a unit of the national park system. The results of this analysis indicated that among these resources those with the most potential for further study related to two themes:

- 1) the colonization and establishment of the frontier, which would chronicle the first European settlers in the Delaware Valley who built fortifications for the protection of settlers, such as Fort Christina; and
- 2) the founding of a nation, which would document the contributions of Delaware to the development of our constitutional republic.

## Resources and Themes Found to be Unlikely to Meet Criteria

Resources and themes that were found unlikely to meet one or more of the criteria include: History of Indigenous Peoples, Industrial Development, Transportation, Coastal Defense, The Last Stop to Freedom—Underground Railroad, and the Coastal Environment.

### Indigenous Peoples

*Explores the history of indigenous peoples of the area including the tribes of Delaware, such as the Nanticoke and Leni Lenape.*

In researching the resources relating to pre and post-European contact in the coastal areas of the state there was ample proof that there is an important history associated with the first inhabitants of these lands. That occupation goes beyond the borders of Delaware into the bordering states of Maryland, Pennsylvania and New Jersey. This history is especially interesting relative to the relationships that were developed between the tribes and the early settlers in the early to mid-seventeenth century. Resources associated with this period of history are archeological sites. While some of these have been entered onto the National Register of Historic Places, there is no evidence currently that there are any extant resources that would rise to the level of national significance required by NHL criteria. As a result, the study team determined that the story of indigenous peoples would best be told in association with resources related to a larger European settlement theme.

### **Industrial Development**

*Investigates the exploitation of water power in Delaware with mill development on the Brandywine River.*

There is currently one site designated as an NHL associated with industrial development located on the Brandywine River. This is the Eleutherian Mills just north of Wilmington. It was the original black powder works and industrial center of the E.I. duPont Company and was first erected in 1802-1803. Today the mills and associated community are maintained by the Eleutherian Mills-Hagley Foundation Inc. and is operated as a non-profit museum and library dedicated to collecting, preserving and interpreting the history of American enterprise.

The operating foundation provides a very competent management entity for this site and maintains a successful operation that, with help from their existing endowment,

will remain sustainable into the future. While there is clearly no need for NPS management of this facility, the study team also considered the suitability issues associated with the industrial development theme. The NPS currently maintains a variety of park units focusing on and interpreting early industrial development. These include, but are not limited to: Lowell National Historical Park in Lowell, Massachusetts; Edison National Historic Site in Edison, New Jersey; Hopewell Furnace National Historic Site in Elverson, Pennsylvania; the Saugus Iron Works National Historic Site in Saugus, Massachusetts; the Springfield Armory National Historic Site in Springfield, Massachusetts; and Harpers Ferry National Historic Site in Harpers Ferry, West Virginia. Additionally, there is the Blackstone National Heritage Corridor which focuses primarily on 18<sup>th</sup> century industrialization in Rhode Island and Massachusetts. The study team concluded that the industrial theme would not be likely to meet potential designation criteria because of issues concerning suitability and need for NPS management.

### **Maritime Transportation**

*Explores how water served as the main transportation link, connecting Colonial Delaware with England, Europe, and other colonies.*

This theme would focus on locations in Delaware associated with early maritime travel. The study team did not find that there were any resources that would meet NHL criteria connected with this theme. Ports in Lewes, Delaware City, New Castle, Odessa, and Wilmington would be the most obvious locations for resources that explain the maritime theme. The Chesapeake and Delaware Canal might also be considered as a potential resource to explain how transportation and navigation was important to the history of the United States, although the earliest canal there was not completed until

1829 and does not relate to “colonial” Delaware which is specified in the legislation.

From the suitability perspective, the NPS has a number of maritime-focused units in the system. These include: Salem Maritime National Historic Site in Salem, Massachusetts; New Bedford National Historical Park in New Bedford, Massachusetts; and Colonial National Historical Park in Yorktown, Virginia. National Heritage Corridors such as Delaware & Lehigh in Pennsylvania and the Erie Canalway in New York State also relate to the early transportation theme. Because there are no resources associated with the maritime theme that were found to be nationally significant from an NHL perspective, or suitable, this theme did not produce viable resources for further study.

### Coastal Defense

*Documents the collection of fortifications spaced along the river and bay from Fort Delaware on Pea Patch Island to Fort Miles near Lewes.*

Delaware has an impressive collection of coastal fortifications. Included in this list of sites is: Fort Delaware, which is a third system fortification on Pea Patch Island and protected as a state park, Fort Dupont south of Delaware City and also currently protected by the state, Fort Saulsbury located in Sussex County and privately owned, and Fort Miles, a World War II fortification which is located in Cape Henlopen State Park and for which the state has plans to construct a World War II Museum. Besides the privately owned site, all of the fortification resources are protected through the Delaware State Park System. None of these sites have been nominated for designation as National Historic Landmark, although the study team suggests that Fort Delaware, particularly, should be considered by the state for an NHL nomination.

From a suitability perspective, the national park system has a significant array of first, second and third system fortifications with many of these on the eastern seaboard. They include among others: Fort Pulaski National Monument in Georgia; Fort Warren in the Boston Harbor; Castle Clinton, Castle Williams, Fort Jay, Fort Hancock and Fort Wadsworth in the New York Harbor; Fort Sumter National Monument in South Carolina; and Fort McHenry National Monument in Baltimore, Maryland. World War II fortifications include some of the aforementioned forts that were modernized to provide defense during the world wars. The NPS recently completed a reconnaissance analysis of Fort Monroe in Hampton, Virginia, the largest third system fort constructed. The analysis found that the fort, an NHL, was likely to be found suitable but infeasible to administer as a whole.

In summary, the study team determined that the resources associated with this theme, other than Fort Delaware, would be unlikely to meet NHL criteria for national significance, nor would they likely meet the suitability criterion.

### Underground Railroad—the Last Stop to Freedom

*Details the role Delaware has played in the history of the Underground Railroad network.*

Resources associated with the Underground Railroad (UGRR) theme include two Friends (Quaker) Meeting Houses, one in Odessa and the other in Wilmington, that were thought to play a role in the UGRR, the Corbit Sharp House in Odessa, an NHL (for reasons not related to the UGRR) and a possible UGRR safe house; and, the New Castle Court House where Thomas Garrett and John Hunn, both conductors on the UGRR, were tried for aiding freedom seekers. Additionally, there are various

sites that may have been used for aiding in the escape of enslaved persons, such as Wildcat Manor in Camden, Delaware which once belonged to the Hunn family, and is now a private residence.

The National Park Service manages the National Underground Railroad Network to Freedom Program which provides limited technical and financial assistance to eligible sites throughout the country. In Delaware, sites listed as part of the network include:

- Appoquinimink Friends Meeting House
- Corbit-Sharp House
- Delaware State House
- John Dickinson Plantation
- New Castle Courthouse
- The Rocks at Fort Christina State Park
- Thomas Garrett Home Site (home no longer extant)
- Tubman-Garrett Riverfront Park & Market St. Bridge
- Wilmington Friends Meeting House and Cemetery

Other than the New Castle Court House and the Corbit Sharp House, both of which are nationally significant for reasons beyond their role in the UGRR, the study team did not discover resources related to this theme that would potentially meet NHL criteria.

The NPS is currently completing a Special Resource Study of resources related to Harriet Tubman in Auburn, New York and the Eastern Shore of Maryland which have been found to be nationally significant using NHL criteria. While Harriet Tubman traversed Delaware in her escape from enslavement on Maryland's Eastern Shore and brought many others through the state from enslavement in the same region, the resources being investigated in that special resource study are clearly more associated with her birth, enslavement, assistance to other

freedom seekers, and her home in later life.

## Coastal Environment

*Examines natural resources of Delaware that provide resource-based recreational opportunities such as crabbing, fishing, swimming, and boating.*

Delaware has two U.S. Fish and Wildlife Service administered refuges—Bombay Hook National Wildlife Refuge in Kent County, and Prime Hook National Wildlife Refuge in Sussex County. In addition there are preserves that are managed by the state, counties, and nonprofit conservation organizations such as the Nature Conservancy. A partial list of these includes: Dragon Run Marsh, Thousand Acre Marsh, Woodland Beach Wildlife Area, Little Creek Wildlife Area, Beach Plum Island Nature Reserve, Cape Henlopen State Park, Pemberton Forest Preserve, and Port Mahon Preserve. The state, in total, manages 5,193 acres of seashore parks, providing exceptional protection of its coastal resources and superb recreational opportunities.

Because the state of Delaware more than adequately protects its coastal resources, the study team concluded that a previous analysis conducted in the 1960s relating to Delaware's coastal resources remained valid and it was unlikely that further review would demonstrate any need for NPS management. Additionally, the National Park Service manages many coastal resources within the national park system that are used for recreational opportunities. In the NPS Northeast Region these include: Acadia National Park in Maine; Cape Cod National Seashore in Massachusetts; Fire Island National Seashore in New York; Gateway National Recreation Area in New York and New Jersey; and Assateague National Seashore in Maryland and Virginia. Because of these many fine examples of coastal resources which are

currently protected and offer recreational opportunities in the system, the study team determined that a recreational area in Delaware would not be likely to meet the suitability criterion.

In summary, the study team determined, after a thorough reconnaissance analysis of the eight themes and related resources described in the study bill, that resources related to two themes: *Early Settlement*, and *Birth of a Nation* merited further study. That is not to suggest that the resources related to the other six themes are unimportant to the natural character and history of the state of Delaware, and in many cases, the history of the United States. On the contrary, the study team was exceptionally impressed with the wide array of valuable natural and cultural resources examined during the course of this study. Delaware has reason to be proud of its collection of coastal natural and historic resources and the stewardship provided by the state's various governments and organizations. Delaware's coastal heritage is important to the national story and the sites associated with it deserve increased recognition for their opportunities to provide enjoyable and informative visitor experiences.

## Application of National Significance Criterion to Resources Related to Remaining Study Themes

Resources related to early settlement and the state's role in the founding of this nation that have been designated by the Secretary of Interior as nationally significant for reasons identified in their specific NHL statements of significance include: The New Castle Historic District,



The Zwaanendael Museum, Lewes. Delaware Division of Historical and Cultural Affairs photo.



Delaware State Archives building. Delaware State Archives photo.

The New Castle Court House, Fort Christina, Old Swedes Church, Stonum (George Read house), the Jacob Broom House, Lombardy Hall (Gunning Bedford, Jr. House), and the John Dickinson House. These resources are, by virtue of their respective NHL designations, nationally significant and meet the first criterion for potential designation as a unit of the national park system.

Dover Green has not been evaluated for its eligibility to meet NHL criteria, but is considered by the study team to be an integral contributing component of any potential unit of the national park system related to the theme of Delaware's role as the first state. While the Jacob Broom House is nationally significant, and related to the theme, it is not among the resources subjected to further evaluation. The owners of this private property have formally indicated that they do not wish the Jacob Broom House to be considered within the boundaries of any potential unit of the national park system. Owners of Stonum and Lombardy Hall have indicated an interest in being included within a potential park boundary.

Two institutions in Delaware contain a wealth of information related to the themes of early settlement and Delaware's role as the first state. The Zwaanandael Museum in Lewes provides a valuable visitor experience related to Dutch settlement and the history of Lewes. The Delaware State Archives contains collections that shed light on all aspects of state history. Here, visitors can learn of the contributions of Delaware to the history of the United States through research and exhibits. While it would not be appropriate to include these institutions within the boundary of a potential national park, a strong relationship between a park and these resources would be of immense importance to fostering public understanding of the park's purpose, significance and themes.

As a collection, the resources of Delaware related to early

settlement and first statehood meet the requirements for a conclusion that they are nationally significant. Taken together, they constitute an outstanding example of a particular type of resource; possess exceptional value or quality in illustrating or interpreting the cultural themes of our nation's heritage; offer superlative opportunities for public enjoyment; and, retain a high degree of integrity as a true, accurate, and relatively unspoiled example of a resource.

## Application of the Suitability Criterion

NPS Management Policies provide that an area is considered suitable for addition to the national park system if it represents a natural or cultural resource type that is not already adequately represented in the system, or is not comparably represented and protected for public enjoyment by other federal agencies; tribal, state, or local governments; or the private sector. It is important to note that the suitability analysis is not limited, simply, to whether resources are represented in the system, but extends the analysis to similar resources protected by other public entities and the private sector. Adequacy of representation is determined on a case-by-case basis by comparing the potential area to other comparably managed areas representing the same resource type, while considering differences or similarities in the character, quality, quantity, or combination of resource values. The comparative analysis also addresses rarity of the resources; interpretive and educational potential; and similar resources already protected in the national park system or in other public or private ownership. The comparison results in a determination of whether the proposed new area would expand, enhance, or duplicate resource-protection or visitor-use opportunities found in other comparably managed areas.

In evaluating the suitability of cultural resources within

or outside the national park system, the NPS uses its “Thematic Framework” for history and prehistory. The framework is an outline of major themes and concepts that help to conceptualize American history. It is used to assist in the identification of cultural resources that embody America’s past and to describe and analyze the multiple layers of history encapsulated within each resource. Through eight concepts that encompass the multi-faceted and interrelated nature of human experience, the thematic framework reflects an interdisciplinary, less compartmentalized approach to American history. The concepts are:

- 1) Peopling Places
- 2) Creating Social Institutions
- 3) Expressing Cultural Values
- 4) Shaping the Political Landscape
- 5) Developing the American Economy
- 6) Expanding Science and Technology
- 7) Transforming the Environment
- 8) The Changing Role of the United States in the World Community

The thematic concepts applicable to the Delaware Historic Park are: *Peopling Places* and *Shaping the Political Landscape*.

## Peopling Places

This theme examines human population movement and change through prehistoric and historic times. It also looks at family formation, at different concepts of gender, family, and sexual division of labor, and at how they have been expressed in the American past. The theme includes such topics as family and the life cycle; health, nutrition, and disease; migration from outside and within; community and neighborhood; ethnic homelands; encounters, conflicts, and colonization. For the purposes of this study, the topic of migration from outside and within is most appropriate. The area of significance

for this study is the early Dutch, Swedish and English settlement of Delaware.

Resources associated with early settlement include:

### Swedish Settlement

#### 1. *Gloria Dei (Old Swedes’) Church, Philadelphia, Pennsylvania*

Gloria Dei traces its roots to the original church on Tinicum Island that was dedicated in 1646 by the distinguished missionary, Johannes Campanius. His translation of Martin Luther’s Small Catechism is the very first book published in the Algonquin language, and his work among local tribes was the first attempt by anyone in the original thirteen colonies to spread the Gospel to these groups. It is the oldest church in Pennsylvania, a National Historic Site, and an affiliated area of the National Park Service. Interpretation at the site does not include the full history of Swedish settlement in New Sweden.

#### 2. *American Swedish Historical Museum, Philadelphia, Pennsylvania*

The American Swedish Historical Museum in South Philadelphia is the oldest Swedish Museum in the United States. Founded in 1926, the Museum has been dedicated to preserving and promoting Swedish and Swedish-American cultural heritage and traditions for nearly 80 years.

#### 3. *New Sweden Farmstead, Bridgeton, New Jersey*

Early Scandinavians from the New Sweden Company settled in Bridgeton near Salem, New Jersey. These early settlements did not last long, threatening Dutch shipping interests in New York. The Farmstead is a re-creation that commemorates Swedish settlement with a settler’s cabin and living history programs.

#### 4. *Johan Printz State Park, Philadelphia, Pennsylvania*

The site of the Printzhof and a portion of the surrounding settlement is preserved in the seven acres of Governor Printz Park on Tinicum Island. Archeological investigation in 1937 by the Pennsylvania Historical and Museum Commission disclosed the stone foundations of Printz's house, and uncovered thousands of artifacts of Swedish origin. The foundations of the Printzhof are the only visible remains of the settlement. The site and remains of the home and headquarters of Governor Johan Printz and the "capital" of New Sweden during the period 1643-53, interprets this Sweden settlement in America.

### **Dutch Settlement**

#### 1. *Wyckoff Farmhouse Museum, New York NHL*

The Wyckoff Farmhouse Museum provides a hands-on experience of Dutch Colonial New York at New York City's oldest house. Originally a Dutch West India Company bouwerie (the Dutch word for "farm"), the Wyckoff Farmhouse is the only structure in the city surviving from the period of Dutch rule prior to 1664.

#### 2. *Garretson Forge and Farm, Fair Lawn, New Jersey*

This living Dutch farm museum, sponsors activities involving restoration, preservation, historic digs, compilation of local Dutch history and folklore, educational programming, colonial agriculture, horticulture and crafts.

#### 3. *The Vander Ende-Onderdonk House, New York*

The Vander Ende-Onderdonk House, located in Ridgewood on the border of Queens and Brooklyn, is the oldest Dutch Colonial stone house in New York City. Peter Stuyvesant granted the land it sits on in

the mid-seventeenth century, and by 1660, Hendrick Barents Smidt occupied a small house on the site. The House serves as a museum for a permanent exhibit on the archaeology of the Onderdonk site, as well as changing exhibits relating to history, the arts and culture.

#### 4. *Ryves Holt House (private), Lewes, Delaware*

The earliest part of this house has been dated to 1665, making it the oldest extant Dutch-built house in Delaware. It was once an inn. Its most famous resident was Ryves Holt, who came to Lewes in 1721 and became Naval Officer of the Port of Lewes and High Sheriff of Sussex County.

#### 5. *Kingston Urban Cultural Park, New York*

Peter Stuyvesant was interested in the settlements that had developed along the Hudson River Valley between Fort Orange (Albany) and New Amsterdam. In 1652, settlers had moved down from Fort Orange to an area where the Rondout Creek met the Hudson River, the site of present-day Kingston. Stuyvesant sent soldiers up from New Amsterdam to help build a stockade with 40 houses for the settlers in 1657. The stockade was left standing well into the late 17th century, and wooden remnants of the wall were rediscovered on Clinton Ave during an archaeological dig in 1971. The streets of the original village remain as they were laid out in 1658 and 21 buildings still stand within the original layout of the stockade. These are listed in the National Register of Historic Places as contributing elements of the Stockade Historic District. Two notable buildings are: The Hoffman House, a Dutch Colonial style stone house built about 1679, an excellent example of early American-Dutch rubble construction; and the Mathew Person House, a Dutch Colonial house, built just after New Netherland came under British control. The Kingston Urban Cultural Park is managed as a state heritage area, a partnership project linking state and local governments and other organizations.

## English Settlement

### 1. Cape Cod National Seashore, Wellfleet, Massachusetts

On November 11, 1620, the Pilgrims got their first look at the New World when they saw Cape Cod. The Pilgrim group had permission to settle in the northern part of Virginia (which in those days reached to present day New York). Due to rough waters the Pilgrims decided to investigate Cape Cod as a place to settle. They sent out three separate “discovery” expeditions to see what the area had to offer. During these “discoveries” they found their first fresh water, took some Indian corn, and almost had a battle (called the First Encounter) with some Native Americans. Cape Cod had many good features, but after a month of searching, they decided to finally settle in Plymouth.

### 2. Colonial National Historical Park (Historic Jamestowne), Virginia

In 1607, through a joint venture with the Virginia Company, England would establish the first permanent colony called Jamestowne. Here is where the successful English colonization of North America began, and where the first English representative government met. When the capital moved from Jamestown to Williamsburg in 1699, Jamestown was largely abandoned. Today the site is a unit of the national park system and jointly administered by the Association for the Preservation of Virginia Antiquities (APVA Preservation Virginia) and the National Park Service.

### 3. Williamsburg, Virginia

From 1699 to 1780, Williamsburg was the political, cultural, and educational center of what was then the largest, most populous, and most influential of the English colonies. Williamsburg was the thriving capital of Virginia when the colony stretched west to the Mississippi River and north to the Great Lakes. The Colonial Williamsburg Foundation operates this 301-acre



Lord Delawarr entering Jamestowne. NPS photo.

living history museum, and the historic area comprises hundreds of restored, reconstructed, and historically furnished buildings. Costumed interpreters help tell the stories of the men and women who lived there.

## Shaping the Political Landscape

This theme encompasses tribal, local, state, and federal political and governmental institutions that create public policy and those groups that seek to shape both policies and institutions. Sites associated with political leaders, theorists, organizations, movements, campaigns, and grassroots political activities all illustrate aspects of the political environment. The area of significance for this



theme is the times leading up to the signing of the US Constitution.

Sites associated with this theme include:

### *1. Boston National Historical Park, Massachusetts*

A unit of the national park system, contains a number of sites related to the events and people associated with the American Revolution and the birth of the nation including: Old South Meeting House, Faneuil Hall, the Paul Revere House, the Old State House, Old North Church and Bunker Hill. The Boston Freedom Trail provides visitors with a walking tour of sites related to the historic themes of the park.

### *2. Adams National Historical Park, Quincy, Massachusetts*

Adams National Historical Park was the home of two American presidents – John Adams and John Quincy Adams. The purpose of the park is to preserve and protect the grounds, homes, and personal property of four generations of the Adams family and to use these resources to interpret the history they represent and to educate and inspire current and future generations. Called the “Atlas of Independence,” John Adams was a force that led the country toward the Declaration of Independence in 1776. As a diplomat, Adams made peace with Great Britain and established the foundations of the nation’s foreign relations as first Vice President.

### *3. Independence Hall at Independence National Historical Park, Philadelphia, Pennsylvania*

From 1775 to 1783 (except for the winter of 1777 - 1778 when Philadelphia was occupied by the British Army) this was the meeting place for the Second Continental Congress. It was in the Assembly Room of this building that George Washington was appointed commander in chief of the Continental Army in 1775 and the Declaration of Independence was adopted on July 4, 1776. In the same room the design of the American flag was agreed upon in 1777, the Articles of Confederation were adopted in 1781, and the U.S. Constitution was drafted in 1787.

### *4. Red Hill-Patrick Henry National Memorial, Virginia*

The last (reconstructed) home and burial place of Patrick Henry, Red Hill houses the largest collection of Patrick Henry memorabilia in the world. As the first elected governor of Virginia, Henry supported George Washington and the patriot cause at critical moments in the War for Independence. As the colonies moved toward independence, Henry was elected to the last of Virginia’s

revolutionary conventions, which met in Williamsburg on May 6, 1776. He participated in drafting Virginia's resolution calling upon Congress to declare the colonies "free and independent states." Red Hill is an affiliated area of the National Park Service and is managed by a foundation.

### *5. The National Constitution Center, Philadelphia, Pennsylvania*

The National Constitution Center is an independent, non-partisan, and non-profit organization dedicated to increasing public understanding and appreciation of the U.S. Constitution, its history and contemporary relevance. It accomplishes this objective through an interactive, interpretive facility within Independence National Historical Park. The Center was created by the Constitution Heritage Act in 1988, and is dedicated to a program of national outreach.

### *6. Library of Congress, Washington, D.C.*

The Library of Congress contains 277 documents relating to the work of Congress and the drafting and ratification of the Constitution. Items include extracts of the journals of Congress, resolutions, proclamations, committee reports, treaties, and early printed versions of the United States Constitution.

### *7. National Mall & Memorial Parks, Constitution Gardens, DC*

On September 17, 1986, in honor of the bicentennial of the U.S. Constitution, President Ronald Reagan issued a proclamation making Constitution Gardens a living legacy tribute to the Constitution. As a means of interpreting and celebrating the Constitution, the National Park Service hosts an annual naturalization ceremony for new citizens here.

### *8. Hamilton Grange National Memorial, New York, New York*

The Home of Alexander Hamilton, this unit of the national park system interprets the contributions of the nation's first Secretary of the Treasury and a prime advocate for a strong central government. Hamilton was instrumental in convening the Annapolis conference and the Constitutional Convention. Along with James Madison, he authored the Federalist Papers.

### *9. Thomas Stone National Historic Site, Port Tobacco, Maryland*

A unit of the national park system, Thomas Stone National Historic Site preserves, protects, and interprets the cultural and natural resources of the home and the property owned by Thomas Stone, who was one of four Maryland signers of the Declaration of Independence and who lived on the site during the American Revolutionary period. The park provides present and future generations with outstanding educational opportunities to learn the significance of the nation's founding, as well as Georgian style architecture and southern Maryland agricultural practices.

## **Determination of Suitability**

Based on the analysis of comparable resource types and interpretation already represented within units of the national park system, or protected and interpreted by others, this study concludes that the resources of Delaware related to the peopling of America and shaping the political landscape would significantly add to system's ability to tell the stories related to early Swedish, Dutch and English settlement, as well as the stories inherent in the period leading up to the signing of the U.S. Constitution. While other sites provide elements of the settlement story for each settlement group, none provide the opportunity for public understanding of the successive waves of Dutch, Swedish and English settlement of this nation and the interaction of these settlement groups in colonial times. Nor is there a better

location to provide for public understanding of the growth of colonial government involving multi-crown rule and the role of proprietorships, leading up to the birth of the nation. For these reasons, the resources of Delaware related to early settlement and first statehood are suitable for potential inclusion in the national park system.

The New Castle Historic District, because of its high standards of preservation, is an ideal place to provide visitors with an exploration into colonial era life and the times leading up to the American Revolution and the founding of our nation. It singularly contains resources that assist in telling the complex story of early Dutch, Swedish and English settlement and the conflicts that ensued between these nations while trying to establish a presence in the new world. The New Castle Court House provides a special venue for understanding the unique role of Delaware in the colonial era.

Nowhere can the story of the Swedes, who eventually settled vast portions of the United States, be better interpreted than in the very location where they first entered America and developed their initial presence than at New Sweden. The resources of Fort Christina and Old Swedes Church provide the appropriate setting for that experience.

The homes of John Dickinson, George Read, and Gunning Bedford, Jr. all provide a new insight into how a small state like Delaware was instrumental in both the development of the Declaration of Independence and the U.S. Constitution. It is often the stories of leaders such as these, who may otherwise be forgotten, but who have accomplished remarkable tasks, that change the course of a nation.

The Dover Green, a well protected historic oasis, the location of many rallies, troop reviews, and other patriotic

events, has many stories to tell that are unique and significant to the history of Delaware and our national history.

The combination of these sites and resources provide powerful stories of the early colonial experience and the shaping of this nation that make them suitable for inclusion in the national park system. The extant resources and the interpretive potential to use them, not as individual sites, but as a mutually supportive collection, offers a superlative opportunity for public enjoyment and understanding of the arrival and interaction of early settlement groups; the roles of Delaware's patriots in fashioning the nation; and, the history of this nation's First State.

## Feasibility Analysis

NPS Management Policies state that to be feasible for potential inclusion in the national park system, an area must be:

- 1) of sufficient size and appropriate configuration to ensure sustainable resource protection and visitor enjoyment, and
- 2) capable of efficient administration at a reasonable cost.

A variety of factors are normally considered in evaluating feasibility including: land ownership, acquisition costs, access, threats to the resource, public enjoyment potential, the level of local and general public support, and staffing or development requirements.

The evaluation includes consideration of the ability of the NPS to undertake new management responsibilities in light of current and projected constraints on funding and personnel.

A boundary for any potential unit would comprise

existing public and privately-owned resources. The feasibility of protecting the natural and cultural resources of Delaware related to early settlement and first statehood would particularly depend on the demonstrated commitment of the state of Delaware to jointly manage the resources it administers including the John Dickinson Plantation and the New Castle Court House in partnership with the NPS. The private owners of resources would also need to be willing to have those resources be within the boundary of a park. Strong historic resource protection measures would need to be included in the zoning ordinances of the city of New Castle, providing for the continuing integrity of resources and compatible types and intensities of development, uses, treatments, transportation, and signage within any potential park boundary.

These factors appear to be in place. The state of Delaware has indicated a strong interest in partnering with the NPS, and private property owners have supported the potential designation of a unit of the national park system involving their resources. The city of New Castle has already enacted strong historic preservation ordinances to protect its historic district.

To evaluate financial feasibility, analyses of comparable costs of existing units of the National Park System of similar size are often used. It would not be anticipated that the NPS would acquire resources unless easements or fee simple opportunities arose from willing sellers. Rather, the NPS would financially assist in the development of visitor service facilities and work for protection and interpretation of resources through cooperative agreements with their owners. Financial feasibility would in large part depend on partnerships with other public and private entities, and on matching financial contributions, in-kind services, or other donations from the public and private sector. Two entities, the state of Delaware (at the New Castle Court

House) and the Old Swedes Foundation, have indicated an interest in joint operation of visitor services facilities.

For a unit of the national park system to be established that results in meaningful resource protection in Delaware, this study assumes that limited financial and technical assistance would be required for protection and interpretation of publicly and privately owned resources within the boundary. Technical and financial assistance would also be desirable for interpretive programming and exhibits at two related institutions – the Delaware State Archives and the Zwaanandael Museum. Costs associated with a potential unit of the national park system in Delaware are shown in chapter four of this report.

### Size and Configuration

The New Castle National Historic Landmark District comprises approximately 36 square blocks of the historic section of downtown New Castle and consists of 20 acres. Other sites within a potential park boundary are essentially one acre or less, such as: Stonum, Lombardy Hall, Holy Trinity (Old Swedes') Church and the Dover Green. Fort Christina is approximately two acres and John Dickinson Plantation is five acres.

Using the New Castle Historic District as a central point, the distances to other resources that may be included within a park boundary from that location are as follows: Stonum (George Read's summer house) is within one mile of downtown New Castle. Fort Christina and Holy Trinity (Old Swedes') Church in Wilmington (which are adjacent to one another), lie about six miles north of New Castle. Lombardy Hall is eleven miles north and located just outside of downtown Wilmington. The city of Dover is approximately 40 miles south, and the Dickinson Plantation is another eight miles south of downtown Dover. This study concludes that such a park configuration would be feasible to manage in partnership with others. The inclusion of Holy Trinity (Old Swedes')

Church does not imply that the NPS would provide any assistance or programming that would contravene provisions for the separation of church and state ensured by the U.S. Constitution.

### Land Ownership

The state of Delaware owns the New Castle Court House, Fort Christina and the John Dickinson House and Plantation. These are managed by the state's Division of Historical and Cultural Affairs. The sheriff's office is attached to the New Castle Court House and could be used for park administration and visitor services if the interior is rehabilitated for that purpose.

The Dover Green is owned by the city of Dover. The New Castle National Historical Landmark District is almost entirely comprised of privately-owned lands with the exception of the Court House and a number of historic houses owned by the New Castle Historical Society, a non-profit corporation. These include: the Amstel House, the Old Dutch House and the Old Library Museum. Additionally, the Delaware Historical Society owns the Read House and Gardens on The Strand and operates it as a house museum.

Stonum, Lombardy Hall, and the Holy Trinity (Old Swedes') Church are all owned privately. Holy Trinity (Old Swedes') Church in Wilmington is part of the Trinity Episcopal Parish. The Holy Trinity (Old Swedes') Foundation was established to provide for the upkeep of this NHL. The Foundation also manages the churchyard and a museum in the adjacent Hendrickson House. A community center is situated on the property that could serve as a visitor contact station for both Fort Christina and the Church. Lombardy Hall is owned by the Lombardy Hall Foundation which was chartered with the objective of restoring the Gunning Bedford, Jr. House and operating a museum there.

### Access

All sites included within a potential park boundary are on public roads. The New Castle Historic District is accessible by Route 9 and Route 141. The streets within the district are the original narrow lanes, and if visitors were to arrive in the area by motor coach these vehicles would need to either drop off passengers, or park outside of the district and ride in via a shuttle service. The New Castle Historic District has used a shuttle system for events that occur throughout the year.

It is envisioned that the other sites would be visited by bus or car. In the case of the guided tours there would not be issues with access or parking. For visitors who visit sites outside of the New Castle area in their own vehicles there are not expected to be problems with parking or access, but these issues would be further explored in a general management plan. For publicly owned sites such as Fort Christina and John Dickinson House there is limited parking available, but this also would need to be further assessed as the sites become more highly visited.

### Threats to Resources

In an initial assessment of the private sites associated with any potential unit, it has been discovered that there are the usual threats to the historic houses, but they are most likely easily remedied. The George Read House (Stonum) is currently used as a multiple family dwelling, but there are plans by the owner to restore it to its early condition as a single family home. In the New Castle NHL district structures are well-maintained and properties in general have been restored to a high standard. On the publicly owned properties (Fort Christina, New Castle Court House, John Dickinson House) it is assumed that the resources would continue to be managed in a way that is consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties. Without continued protection of the sites, archeological resources could be impacted by land or building alterations.

## Staffing and Development Requirements

Staffing and operational requirements for potential unit alternatives have been estimated in chapter four. Other than the facilities that would be shared by the NPS, there would be no anticipated maintenance costs. The estimates also assume that NPS would not acquire or otherwise own any substantial archives or collections requiring special collection storage facilities. The costs for a general management plan and comprehensive interpretive plan for a park would be absorbed by the NPS. Total estimated costs for each alternative are portrayed in chapter four, and are concluded to be feasible.

## Public Support

Numerous meetings have been held throughout the state of Delaware in both 2007 and 2008 to inform the public and stakeholders about the special resource study process, and to present preliminary findings based on results of the study team's analyses. Comments received by the study team have been overwhelmingly supportive of the potential for establishing a unit of the national park system in the state - Delaware's first national park.

In September 2008, the Mayor and City Council of New Castle passed a resolution supporting and encouraging the establishment of a national park in Delaware, and urging the NPS to select the city of New Castle as the base of operations for the park. The study team also heard interest from citizens in the Dover area to try to locate a visitor service facility in Dover, but no proposal has been forthcoming. In Wilmington, representatives of Old Swedes Foundation have suggested that NPS could locate a visitor facility in an existing structure associated with the Church property.

Additional opportunities will be provided for the public to comment on the potential establishment of a unit for a

period of 30-days after the release of this report, and the NPS will receive comments at a formal public meeting.

## Conclusions for Determination of Feasibility

This special resource study has determined that the resources associated with the early settlement and first statehood in the state of Delaware are feasible to administer in partnership with the state of Delaware, various non-profit organizations and private property owners if the costs of any capital improvements for visitor services facilities are shared. The study team has determined that there is willingness by the various proposed partners to participate in a national park initiative. The study team also concludes that, to date, there is widespread public support for the establishment of a unit of the national park system comprising sites in multiple locations. In addition, the estimated costs associated with any potential Delaware park are feasible to absorb. The potential establishment of a unit of the national park system has been determined to be feasible and therefore, meets this criterion.

## Analysis of the Need for NPS Management

Determination of the need for NPS management is the final criterion for evaluating resources for potential designation as a new unit in the National Park System. The criterion requires a finding that NPS management would be superior to other potential alternative management arrangements by other entities.

The sites that are currently managed by the state would continue to be managed primarily by Delaware's Division of Historical and Cultural Affairs. Development and co-management of interpretive programs and comprehensive visitor experiences and services with the NPS would prove beneficial. Additionally, a partnership would provide enhanced opportunities for comprehensive management planning, interpretive planning, and coordinated site management that reflects these resources of national

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significance. The incorporation of privately owned sites would offer a superior visitor experience that permits the fullest understanding of the resources and stories relating to the two themes.

NPS planning and research capabilities, as well as historic preservation, cultural resource management and interpretive and educational programming expertise, would offer superior opportunities for the full range of resources to be preserved and interpreted. Sites that are currently owned, and in some cases managed, by private entities would be critical parts of a cohesive national park experience and become more accessible to a wider array of audiences.

The study team determined that there is a need for NPS management to achieve the partnerships for resource protection and an enhanced visitor appreciation of the nationally significant resources, as well as the nationally important stories associated with the state of Delaware.

### **Evaluation Criteria Conclusion**

The study team concludes that based on the factors cited above, and the extensive analyses conducted during the course of this special resource study, that the resources associated with the two themes of early settlement and Delaware's role in the establishment of the United States are nationally significant, suitable, and feasible for inclusion in the national park system. It further concludes that there is a demonstrated need for NPS co-management of these resources in partnership with others described in this report.

The study team also concludes that the resources of Fort Christina and Holy Trinity (Old Swedes') Church in Wilmington could stand alone as a potential unit of the national park system. The resources are both nationally significant, suitable for inclusion as the logical and primary locations for telling the largely untold story of

Swedish settlement in America, and feasible in terms of cost and other applicable factors. An NPS presence at these sites in partnership with others would provide a superior opportunity for interpretation of this singular aspect of American history whether as part of a larger cohesive unit celebrating both themes, or as a smaller, single-themed unit of the national park system.



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# **Chapter Four** **Alternatives**

**Introduction**

**Alternatives Considered but Dismissed from Further Consideration**

**Alternatives Considered**

**Environmentally Preferred Alternative**

**Summary of Environmental Consequences**

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# FOUR

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## Introduction

The National Environmental Policy Act of 1969 (NEPA) and NPS Management Policies 2006 require that alternative strategies be developed to fully explore a range of ideas, methods, and concepts as part of an environmental assessment and special resource study. Management alternatives are created after a resource is determined to be eligible for potential inclusion in the national park system. All alternatives should be feasible for implementation.

In preparing the Delaware National Coastal Special Resource Study (SRS), the NPS identified two management alternatives that satisfy all four requisite evaluation criteria for potential designation as a unit of the national park system. This study explores three alternatives: a No-Action Alternative (Alternative A) required to be included by NEPA; and two action alternatives (Alternatives B and C). Following the description of the alternatives, a table provides a summary comparison. A comparison of environmental consequences for each of the alternatives is also provided in a succeeding table.

## Alternatives Considered but Dismissed from Further Consideration

The following alternatives were considered but not further addressed in this study because one was judged unlikely to meet necessary criteria for potential designation as a unit of the national park system and the other would be unlikely to meet criteria for potential designation as a national heritage area.

## A Delaware National Coastal Heritage Park

This concept was advanced prior to the enactment of Public Law 109-338 to interpret the entire history of coastal Delaware and how it is related to, and contributed to, the nation's history. Under the concept, the NPS would manage four interpretive centers which would link to sites across the state to tell a comprehensive story of the Delaware's coastal heritage. Visitors would be directed to the centers and then leave on tours of resources representing the themes. NPS would manage the centers in cooperation with state agencies and local governments, and provide NPS staff to provide interpretation at various attractions.

Under this "hub and spoke" concept, the boundaries of the park would be drawn loosely to include as many sites as possible that are representative of the themes. The majority of the NPS focus would be on establishing and maintaining the "hubs." These would be visitor contact facilities and provide services to people going on tours, and contain interpretive displays to explain Delaware's place in U.S. history. The largest hub would act as the central gateway and be located in Wilmington on the 7th Street Peninsula associated with Fort Christina. Since the site is relatively small, the study team assumes that additional property would be necessary for the construction of the facility. Three lesser hubs would be located, one each in Delaware's three counties. Resource protection at the variety of sites would continue to be managed by state and local governments with technical and, perhaps, financial assistance from the NPS.

The eight themes included in this concept are the same as those in Public Law 109-338. Interpretation at the various sites would be managed by NPS but involve a combination of Delaware's Division of Historical and Cultural Affairs, local historians, tourism professionals, and private contractors.

This concept was found ineligible for further analysis when it became evident that it would be unlikely that the full combination of resources and themes would meet national significance criteria. The concept is comparable to a series of state welcome centers operated by the NPS and would duplicate a number of existing tourism efforts in Delaware. It also lacks the clear and concise thematic focus normally associated with units of the national park system. It is evident that many states have a vast array of resources that together require coordinated tourism strategies. That effort is best left to state and local organizations and beyond the mission of the NPS. The concept is more appropriate for consideration as a national heritage area, although the multiplicity of themes would require significant stakeholder involvement and tangible financial commitments by all participants.

## A Coastal Delaware National Heritage Area

A National Heritage Area is a nationally distinctive landscape with a locally managed partnership that may include a variety of themes and related resources. Unlike a unit of the national park system, it can be designated without a finding of national significance. If an area is designated by Congress, the NPS is authorized to provide limited financial and technical assistance to the local management entity. That entity organizes and coordinates conservation and interpretation efforts and may provide grants to various sites and key groups that manage specific resources within the area. In Delaware, the objective would be to create links between and among the diverse natural and historic resources to provide a cohesive visitor experience and foster continued resource protection.

Criteria are used in national heritage area feasibility studies to determine if a region qualifies for potential congressional designation. Among the criteria are

findings that (1) a local entity exists that is capable of managing the heritage area and enjoys public support; (2) there is public support for the boundary; and, (3) there are tangible local commitments, including financial commitments, for the management and operation of the heritage area.

The concept of a national heritage area was discussed by the study team as a potential area of exploration in each of the public scoping meetings and additional meetings held during the course of this study. No entity was suggested by the public or identified by the study team to be considered as a potential local manager of a heritage area. It became evident in all public meetings that the establishment of a unit of the national park system was preferred to any other concept. Therefore, the study team could not conclude that there was public support for a potential national heritage area designation or evidence of tangible local commitments for its success.

## Alternatives Considered

Three alternatives have been considered for further consideration including a “no action” alternative. The two “action alternatives” provide for the potential designation of a unit of the national park system, subject to the completion of the public comment period, transmittal of a study report to Congress by the Secretary of the Interior, and the desire of Congress to establish a unit through legislation.

### Alternative A: No Action

This alternative is required by the National Environmental Policy Act to provide a baseline with which to compare action alternatives; for this study it is, along with the other alternatives, considered a feasible management option.

Under this alternative the NPS would have no role in the study area beyond those already authorized under existing authorities (e.g. through Land and Water Conservation Fund grants, Rivers, Trails and Conservation Assistance, NHL program financial and technical assistance programs, Historic Preservation Fund support to the Delaware Division of Historical and Cultural Affairs, etc.). Current programs and policies of existing federal, state, county and non-profit conservation organizations would remain in place and current conditions and trends would continue. No unit of the national park system would be established.



## Resource Protection

The historic sites analyzed in chapter three that are owned and operated by the state of Delaware include the New Castle Court House, John Dickinson Plantation and Fort Christina. These resources would continue to be protected by the state. Resources in the New Castle National Landmark District, not owned by the state, would continue to be protected by existing non-profit entities and private property owners under local zoning and subdivision ordinances. Stonum and Lombardy Hall would be protected by their individual owners. If federal funds were used for any restoration or rehabilitation of structures that are NHLs, the Secretary's Standards for the Treatment of Historic Properties would continue to apply.

## Interpretation and Education

Current NHLs and sites owned by state and local agencies and nonprofit organizations will continue to be interpreted as they are today. Improvements in interpretive programs and media may occur as funding becomes available. At the New Castle Court House, Fort Christina and John Dickinson Plantation, the state would continue to provide interpretive materials and programs. Lombardy Hall would continue to be a site for limited interpretation of Gunning Bedford, Jr. Stonum would be understood simply through a windshield view and any available interpretive information. In New Castle, current interpretive tours and periodic events would continue.

## Visitor Experiences

Visitor experiences would continue to be afforded at state-owned sites including Fort Christina, the New Castle Court House and the John Dickinson Plantation; current visitation opportunities including locally initiated special events would continue in the New Castle Historic District; scheduled periodic visitation by reservation would continue at Lombardy Hall; and, no visitation would be introduced at Stonum, other than by driving by the resource. Visitors would discover Delaware sites



Visitors touring historic sites. NPS photo.

related to early settlement and first statehood through state and local tourism agencies, individual web sites and other available information sources.

## Management

All of the resources analyzed in chapter three of this report would continue to be owned and operated by their respective public and private owners.

## Cost Estimates

Funding would continue to come primarily from local, state, and private sources for preservation, interpretation and operating costs. Limited federal funds and technical assistance may continue to be available from programs such as the National Historic Landmarks Program; Save America's Treasures; National Underground Railroad Network to Freedom Program; Rivers, Trails and Conservation Assistance (RTCA) programs; and, transportation enhancement grants, among others. No new direct NPS costs, other than those already authorized through existing NPS programs, are anticipated.

## Elements Common to the Action Alternatives

Each of the action alternatives presents a different way for conserving, interpreting and celebrating aspects of the rich history and culture of the state of Delaware. While each alternative is different, there are also common elements among the alternatives as listed below:

- The NPS would maintain an active partnership with state agencies, local governments, and others to promote resource protection efforts, interpretation, and visitor management at the selected sites.
- A comprehensive visitor experience would be envisioned that directly engages people with authentic resources that are critical to understanding the themes applicable to the resources.
- A variety of interpretive and educational opportunities would be provided so that visitors could explore, appreciate and enjoy selected Delaware resources.
- There would be financial and technical assistance provided by the NPS for conservation of selected historic, natural and cultural resources whether they are publicly or privately owned. Financial assistance for any capital projects would be on a 1:1 matching basis.

## Alternative B: National Historical Park

This alternative would provide for the potential congressional establishment of a unit of the national park system, a national historical park. The purpose of the park would be to preserve and interpret resources associated with early Dutch, Swedish and English settlement, as well as Delaware's role in the birth of the nation and becoming the first state. The boundary of the

park would encompass the boundary of the New Castle NHL District (including the New Castle Court House), and the properties containing Lombardy Hall, the John Dickinson Plantation, the Dover Green, Fort Christina, Holy Trinity (Old Swedes') Church, and Stonum. The "hub" of this thematically cohesive park would be in the New Castle NHL District, and the "spokes," or resources critical to understanding both themes, would be in New Castle and Kent Counties. The concept envisions that the NPS would also be authorized to conduct tours to resources outside the park boundary in Delaware that are related to the early settlement and first statehood themes. A small visitor contact station could also be located in an existing community center located on the Holy Trinity (Old Swedes') Church property.

### Resource Protection

Responsibilities for resource protection under this alternative would be shared between public and private property owners and the NPS. The NPS would be authorized to provide 1:1 matching grants for historic preservation and restoration to public and private property owners within the boundary of the national historical park. The NPS would also be authorized to enter into cooperative agreements with public agencies, nonprofit organizations and private property owners to foster resource protection, education, and research including archeology.

While it is not anticipated that NPS would own resources, it would be authorized to acquire resources by donation or in fee and acquire historic preservation easements to ensure future protection of the park's resources if they became available from willing donors or sellers.

### Interpretation and Education

The NPS would partner with state and local agencies, nonprofit organizations and private property owners

for the development of educational and interpretive media and programs. NPS would provide ranger-led interpretive tours to the resources within the New Castle NHL District, to outlying sites within the boundary of the national historical park and to other sites in the state of Delaware with resources related to the park's early settlement and first statehood themes. NPS would also be authorized to provide technical assistance and 1:1 matching grants for interpretive exhibits at sites within the boundary of the park, and to the Delaware State Archives in Dover and the Zwaanandael Museum in Lewes. NPS would develop comprehensive and long-term interpretive plans in coordination with partnering groups to provide for a wide array of interpretive and educational programs. These would promote greater and more integrated public understanding and appreciation of the park's themes and Delaware's early settlement and first statehood resources, as well as the state's contribution to the history of the United States. NPS uniformed interpretive rangers would provide guided interpretive tours along with the staff of public and private nonprofit organizations that currently do so within the park's boundary.

### Visitor Experience

NPS would be authorized to provide 1:1 matching capital improvement grants for the establishment of administrative and visitor service facilities in existing structures within the boundary of the park. An administrative office/visitor center could be established in the historic structure known as the "Sheriff's House" in New Castle which is attached to the Court House. A visitor contact station could also be established at the community center at Fort Trinity (Old Swedes') Church to serve visitors to Fort Christina and the Church.

Tour routes of different lengths would be available for visitors through the center, at individual sites, and at other informal interpretive kiosks. There would also be



The Sheriff's House, New Castle. NPS photo.

an NPS web site that could be used by visitors to plan their visits. Visitors would experience a wide range of educational, interpretive and resource information to assist them in understanding and appreciating park themes and resources, as well as sites outside of the boundary related to the themes. Visitors would understand the interrelationships between, and the roles of, the individual resources within the overall themes of early settlement and first statehood. In this way, visitors would be provided with a fuller understanding of the state's history and unique contributions to that of the United States.

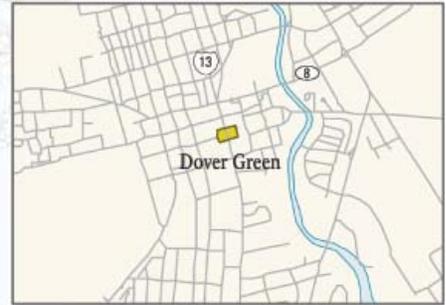
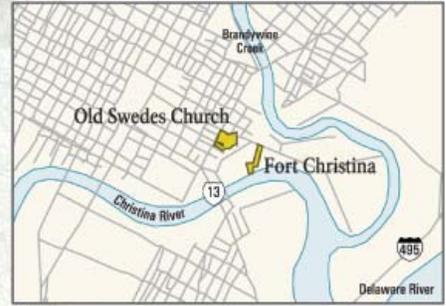
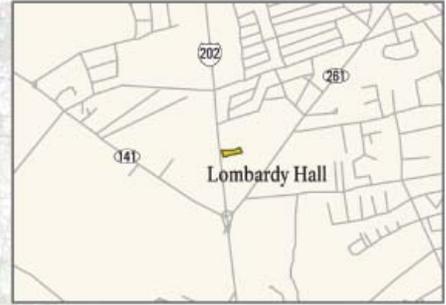
### Management

NPS would partner with public and private owners of sites through cooperative agreements to provide for visitation and resource protection. It would jointly conduct visitor activities with state and local governments, nonprofit organizations and private property owners within the park's boundary. NPS would also be authorized to provide technical assistance to its management partners and other related resources.

### Capital and Operational Cost Estimates

Grants would be available on a 1:1 matching basis to the state of Delaware, its political subdivisions and non-profit

# Alternative B: National Historical Park



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organizations for the rehabilitation of existing structures to serve as administrative and visitor services facilities for the park. Grants and technical assistance would also be available for historic preservation and restoration of resources within the boundary of the park and the costs of design, construction, installation and maintenance of exhibits related to the park. The federally provided share of the grants is estimated at up to \$5,000,000.

NPS operations of the park would involve the stationing of five to seven full-time equivalent (FTE) NPS interpretive rangers at the park. The FTE would include a site manager/chief of interpretation at the GS-12 level and four to six interpretive rangers at grades GS-5 through GS-11. Administrative, contracting and personnel support would be provided by a nearby unit of the national park system. If resource protection assistance could not be provided by a nearby unit or by sources within the Northeast Regional Office of the NPS, a resource protection specialist could be substituted for one of the interpretive ranger positions. The cost for operations is estimated at between \$400,000 and \$500,000 annually. A modest contribution for maintenance of visitor services facilities is estimated at \$50,000 annually. The NPS cost for preparation of a general management plan for the park is estimated at \$600,000.

### Alternative C: National Historic Site

This alternative would provide for the potential congressional establishment of a national historic site comprising Fort Christina and Holy Trinity (Old Swedes') Church. As indicated in chapter three, the resources at this location are nationally significant, suitable and feasible for potential designation as a unit of the national park system. The purpose of the park would be to preserve these resources and interpret the



Fort Christina State Park, Wilmington. NPS photo.

arrival and early settlement of the Swedes in the United States. The boundary of the site would encompass the current properties occupied by Fort Christina and Holy Trinity (Old Swedes') Church. Besides concentrating efforts on revealing the importance of the first landing of the Swedes and their defensive structure and town at Fort Christina, it would permit limited tours to other sites such as New Castle that further explain the early history and settlement patterns of the Swedish people in Delaware. The site would require a management and interpretive partnership between the National Park Service, the state of Delaware and the Old Swedes Foundation. Partnerships with other nearby early Swedish settlements in New Jersey and Pennsylvania, such as Tinicum Island State Park would provide for information sharing and tourism coordination.

## Resource Protection

Under this alternative, the NPS, the state of Delaware and Old Swedes Foundation would share in the task of resource protection. Grants on a 1:1 matching basis would be available from the NPS for preservation and restoration of the resources within the boundary of the park. The NPS would also be authorized to enter into cooperative agreements with the state and the Foundation to foster continued resource protection through technical assistance. It is not anticipated that NPS would own or directly manage any resources at the national historic site, but would be authorized to seek historic preservation easements by donation.

## Interpretation and Education

NPS and its state of Delaware and Foundation partners would develop comprehensive and long-range education and interpretive plans for Fort Christina and Old Swedes' Church. NPS ranger-led tours and interpretive media would provide for increased visitor understanding and appreciation of the resources and the theme of early Swedish settlement. NPS would be authorized to provide 1:1 matching grants for the design and construction of interpretive exhibits at the national historic site.

## Visitor Experience

NPS would be authorized to provide 1:1 matching capital grants to establish administrative offices and a visitor contact station in the community center at the Old Swedes' Church to serve individual and group visitation. Here visitors would be supplied with information and participate in NPS ranger-led guided tours. An NPS web site would be established to assist individuals in planning their visits to the site. Visitors would experience a wide range of educational, interpretive and resource information to assist them in understanding and appreciating the park's Swedish settlement theme and park resources, as well as information pertaining to resources outside of the boundary of the park related to its themes.



Old Swedes Community Center, Wilmington. Old Swedes Foundation photo.

## Management

The NPS, the state of Delaware and the Foundation would partner in managing the visitor contact station. The NPS would be authorized to enter into cooperative agreements with its partners to provide technical assistance and also enter into partnership arrangements with other related sites in New Jersey and Pennsylvania for information sharing and joint programming.

## Capital and Operational Costs

Grants would be available on a 1:1 matching basis to the Old Swedes Foundation and the state of Delaware for rehabilitation of the community center for service as administrative offices and a small visitor contact station for the park. Grants and technical assistance would also be available for historic preservation and restoration of resources within the boundary of the park and the costs of design, construction, installation and maintenance of any exhibits for the park. The federal cost share of the grants is estimated at up to \$500,000.

NPS operations of the park would involve the stationing of three full-time equivalent (FTE) NPS interpretive rangers at the park. The park would be administered



from a nearby NPS unit and assigned park staff would include three interpretive rangers in grades GS-5 through GS-9. The cost for operations is estimated at approximately \$170,000 annually. A modest contribution for maintenance of the administrative office/visitor contact station is estimated at \$20,000 annually. The NPS cost for preparation of a general management plan for the park is estimated at \$250,000.

## Environmentally Preferred Alternative

In accordance with NPS Director's Order 12 and NEPA, the NPS is required to identify the environmentally preferred alternative. The Council on Environmental Quality defines the environmentally preferred alternative as the alternative that would promote the national environmental policy as expressed in NEPA's Section 101. In their Forty Most Asked Questions, the Council on Environmental Quality further clarifies the identification of the environmentally preferred alternative, stating that it is "the alternative that causes the least damage to the biological and physical environment; it also means the alternative which best protects, preserves, and enhances historic, cultural, and natural resources" (Q6a).

Based on the analysis of environmental consequences of each alternative in chapter six, Alternative B is the environmentally preferred alternative. Alternative B best protects the cultural resources of the area by providing resources to interpret, educate, and preserve historic sites related to early Swedish, Dutch and English settlement and important early events in the birth of our nation. This alternative would include more cultural resource sites, would enhance the protection of these sites, and provide a wider sharing of these resources than Alternatives A and C.

## The NPS Most Effective and Efficient Alternative

Alternative B also represents the NPS most effective and efficient alternative. Besides providing the opportunity for optimal protection of a larger collection of resources, particularly those under private ownership, Alternative B maximizes opportunities for a fuller public understanding of early Dutch, Swedish and English settlement in Delaware and its role as the First State. It also provides for further leveraging of federal financial contributions for resource protection through matching grant incentives for supplemental state, local and private financing for resource protection and interpretive exhibits. Under this alternative, visitors would be provided an integrated resource-based experience in which individual sites would provide coordinated and integrated interpretive programming. These would demonstrate the relationship of each resource to the larger themes of which they are a part, and which characterize Delaware's contributions to American history.

# Summary of Alternatives

	<b>Alternative A: No Action</b>	<b>Alternative B: National Historical Park</b>	<b>Alternative C: National Historic Site</b>
<b>Concept</b>	<ul style="list-style-type: none"> <li>• Current programs and policies of existing federal, state, county and non-profit conservation organizations would remain in place and current conditions and trends would continue.</li> <li>• No unit of the national park system would be established.</li> </ul>	<ul style="list-style-type: none"> <li>• A Congressionally established National Historical Park that comprises the New Castle NHL District, NHL sites and Dover Green within New Castle County and Kent County with links to other historic, thematically related facilities.</li> <li>• The purpose of the park is to preserve and interpret resources related to early Swedish, Dutch and English Settlement and Delaware’s role in the birth of the nation.</li> </ul>	<ul style="list-style-type: none"> <li>• A Congressionally established National Historic Site that comprises Fort Christina and Old Swedes Church in Wilmington, Delaware.</li> <li>• The purpose of the park is to preserve and interpret resources related early Swedish settlement in Delaware.</li> </ul>
<b>Resource Protection</b>	<ul style="list-style-type: none"> <li>• Resource protection continues to be managed by state and local governments, nonprofit organizations and private property owners</li> </ul>	<ul style="list-style-type: none"> <li>• NPS, state and local governments, nonprofit organizations, and private property owners share in resource protection. NPS would seek to acquire historic preservation easements from willing property owners.</li> <li>• 1:1 NPS matching grants available to enhance resource protection.</li> </ul>	<ul style="list-style-type: none"> <li>• NPS, the state of Delaware and Old Swedes Foundation share in resource protection. NPS would seek donated historic preservation easements on the two properties.</li> <li>• 1:1 NPS matching grants available to enhance resource protection.</li> </ul>
<b>Interpretation and Education</b>	<ul style="list-style-type: none"> <li>• Current interpretative programs at sites devoted to early settlement and Delaware’ role in the birth of the nation continue. No interpretation occurs at some sites.</li> </ul>	<ul style="list-style-type: none"> <li>• The NPS would partner with state and local agencies, nonprofit organizations and private property owners for the development of educational and interpretive media and programs and provide NPS ranger-led interpretive tours to the resources within the New Castle historic district, to outlying sites within the boundary of the national historical park and to other sites in the state of Delaware with resources related to the park’s early settlement and first statehood themes.</li> <li>• 1:1 NPS matching grants available for design and construction of exhibits.</li> </ul>	<ul style="list-style-type: none"> <li>• NPS would partner with the state of Delaware and Old Swedes Foundation for the development of educational and interpretive media. NPS rangers would lead tours at the national historic site and related thematic resources in Delaware.</li> <li>• 1:1 NPS matching grants available for design and construction of exhibits.</li> </ul>

## Summary of Alternatives, continued

	<b>Alternative A: No Action</b>	<b>Alternative B: National Historical Park</b>	<b>Alternative C: National Historic Site</b>
<b>Visitor Experience</b>	<ul style="list-style-type: none"> <li>Visitor experiences would continue to be guided by guides in the state agencies who manage historic resources, and by historic groups and tourism officials who provide these services.</li> <li>Touring routes will continue to be available through the state's tourism web site, and at other attractions throughout the state.</li> </ul>	<ul style="list-style-type: none"> <li>Visitors would be welcomed at a centrally located visitor services facility in an existing building in the New Castle Historic District co-managed by NPS in partnership with the state and venture to other sites by NPS ranger-led or self-guided tours. 1:1 NPS matching grants would fund the rehabilitation</li> <li>A contact station at Old Swedes' Church orients visitors to that resource and Fort Christina, and provides park-wide information.</li> </ul>	<ul style="list-style-type: none"> <li>Visitors would be welcomed at a visitor contact station located at Old Swedes' Church in an existing building co-managed by NPS in partnership with the state and Foundation. 1:1 NPS matching grants would fund the rehabilitation.</li> <li>Visitors would experience ranger-led tours of the Church and Fort Christina.</li> </ul>
<b>Management</b>	<ul style="list-style-type: none"> <li>State and local governments, nonprofit organizations and private property owners would continue to own and manage individual sites.</li> </ul>	<ul style="list-style-type: none"> <li>State and local governments, nonprofit organizations and private property owners would continue to own and manage individual sites.</li> <li>NPS would co-manage a visitor facility in New Castle and a visitor contact station at Old Swedes' Church.</li> <li>The NPS would enter cooperative agreements with public and private owners of resources for historic preservation, interpretation and education.</li> </ul>	<ul style="list-style-type: none"> <li>The state and the Foundation would, respectively, continue to own Fort Christina and Old Swedes' Church. NPS would seek historic preservation easements on the properties.</li> <li>The NPS would co-manage a visitor contact station at Old Swedes' Church with the Foundation and the state.</li> <li>The NPS would enter cooperative agreements with the state and the Foundation for historic preservation, interpretation and education.</li> </ul>
<b>Capital and Operational Costs</b>	<ul style="list-style-type: none"> <li>No new federal capital or operational costs other than through existing authorities</li> </ul>	<ul style="list-style-type: none"> <li>1:1 matching grants for administrative and visitor services, facilities, exhibits and historic preservation - \$5,000,000</li> <li>NPS Staffing and operations up to \$500,000 annually</li> <li>Maintenance contribution - \$50,000 annually.</li> <li>Preparation of General Management Plan - \$600,000</li> </ul>	<ul style="list-style-type: none"> <li>1:1 matching grants for administrative and visitor services facility, exhibits and historic preservation - \$500,000.</li> <li>NPS staffing and operations - up to \$170,000 annually.</li> <li>Maintenance contribution - \$20,000 annually.</li> <li>Preparation of General Management Plan - \$250,000.</li> </ul>

# Summary of Environmental Consequences

This table provides a comparison of the environmental consequences of the proposed alternatives. See chapter five for a detailed impact analysis.

	<b>Alternative A: No Action</b>	<b>Alternative B: National Historic Park</b>	<b>Alternative C: National Historic Site</b>
<b>Cultural Resources</b>			
<b>Historic Structures</b>	Alternative A would have no direct or cumulative impacts on historic structures. For purposes of Section 106 consultation, a determination of no historic properties affected is anticipated.	Alternative B would have beneficial impacts on historic structures as partnerships are created, historic preservation grants become available and more educational and interpretive opportunities are offered. For purposes of Section 106 consultation, a determination of no adverse effect is anticipated.	Alternative C would have beneficial impacts on historic structures. Benefits would be the same as in Alternative B, but to a lesser extent as the number of resources included, availability of historic preservation grants, and scope of the project area would be smaller. For purposes of Section 106 consultation, a determination of no adverse effect is anticipated.
<b>Visitor Use</b>			
<b>Transportation</b>	Alternative A would have no impacts on transportation.	Alternative B would have no impacts on transportation since the increase in the number of vehicles traveling to the sites would not be measurable.	Impacts to transportation under Alternative C are identical to Alternative B.
<b>Socioeconomics</b>	Alternative A would have no direct or cumulative impacts on socioeconomics.	Alternative B would have beneficial impacts on socioeconomics and potential for benefits to spread to the surrounding communities.	Alternative C would have beneficial impacts on socioeconomics, but to a lesser extent as the number of sites designated as a NPS unit and the economic benefits would be fewer than Alternative B.
<b>Visitor Experience</b>	Alternative A would have no direct or cumulative impacts on visitor experience.	Actions associated with Alternative B would likely result in increased visitor experience and visitor satisfaction due additional education and interpretive opportunities.	Impacts on visitor experience would be enhanced by the increase in interpretative and educational opportunities, but to a lesser degree than Alternative B.

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# **Chapter Five**

## **Affected Environment**

**Introduction**

**Cultural Resources**

**Socio-Economics**

**Transportation**

**Visitor Experience**

**FIVE**



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**FIVE**

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## Introduction

This environmental assessment analyzes the potential effects of each alternative proposed in the Draft Delaware National Coastal SRS. This chapter describes the baseline environmental conditions in the study area. It is organized by resource topic and describes the resources that could be impacted by the proposed action. Resources examined include historic structures, transportation, socioeconomics, and visitor experience. Resources dismissed from further consideration, including all natural resources, were discussed in chapter one.

## Cultural Resources

### Historic Structures

#### Fort Christina State Park

Fort Christina State Park is a two acre rectangular park located adjacent to the Christina River. The northern side of the park which parallels Seventh Street is enclosed by an iron fence with an ornamental gateway. The eastern and western sides of the park are enclosed by an elaborate high brick fence, and the southern edge abuts the Christina River. A heavy concrete bulkhead extends along the river bank except at the southwestern corner, where a section of the original stone outcropping, known as “The Rocks,” the first landing spot and location of a Swedish colony in the New World, has been preserved. The interior of the park includes a stone monument, designed by Swedish sculptor Carl Milles. The monument commemorates the activities of Swedish colonists in the Delaware Valley. The ship at the top of the monument represents the *Kalmar Nyckel*, one of two vessels that brought the first Swedish colonists to America. The site also contains a reconstructed settler’s log cabin, and tree-lined walkways. The log cabin was disassembled from its former farm site and rebuilt at Fort Christina State Park. Researchers concluded, at

the time, that it was built circa 1750. While probably not originally Swedish in origin, it was determined it should be preserved to symbolize the Swedish settlers and their contributions to the nation which included the introduction of log dwellings. The site is mostly surrounded by industrial development.

Fort Christina was also the first permanent white settlement in the Delaware River Valley. Peter Minuit, leader of the expedition of 50 men in two vessels, landed in 1638 at a natural wharf of rocks that jutted into the Minquas Kill which he later named the Christina River in honor of Sweden’s Princess Christina. Near the rocks, Minuit erected Fort Christina to guard the settlement and serve as the administrative and commercial center of the colony. The settlement remained predominately a colony of Swedish descendents even through periods of Dutch (1655-1664) and English (beginning in 1664) control. The Swedish settlement remained the heart of the village that spread along the banks of the Christina and became the city of Wilmington. The park was declared a National Historic Landmark in 1961. Fort Christina is open to the public throughout the year.

#### Holy Trinity (Old Swedes’) Church

Holy Trinity (Old Swedes’) Church is located one quarter mile northwest of Fort Christina State Park. The approximately 1.5 acre site, comprised of the church, a cemetery, and surrounding buildings and grounds, is enclosed by an iron and brick fence. It is irregularly bounded on the north by Seventh Street, on the east by Church Lane, on the west by business property, and on the south by the Pennsylvania Railroad embankment. Surrounding the site are industrial properties and older homes. Established as a Swedish Lutheran Church, Old Swedes’ was placed under the jurisdiction of the Protestant Episcopal Church in 1791 and is presently owned by the Protestant Episcopal Church Diocese of

Delaware. The church is maintained by the Old Swedes' Foundation, Inc., of Wilmington. The church is rich in objects that date from its origin at the end of the 17th century. The pulpit, carved in 1698, is the oldest known pulpit in the United States. Old Swedes' is an active church with Episcopal Church worship services held every Sunday.

A short distance from the church is the restored Hendrickson House, a Swedish stone dwelling dating from 1690 that has recently been moved to this location from Essington, Pennsylvania. It serves as a house museum and library devoted to Swedish colonial life on the Delaware.

Holy Trinity (Old Swedes') Church was built in 1698 on the site of the first burial ground of the settlement around Fort Christina. Although largely English in architectural design, the church is the oldest surviving church built by and for a Swedish congregation in the Delaware Valley. No other structure is more closely related historically and geographically to the pioneer Swedish settlement on the Christina River, and it has retained its architectural integrity. Although its construction postdates the fall of New Sweden in 1655, the church was built while the Swedish heritage was still a dominant influence on the Delaware. Holy Trinity (Old Swedes') Church is considered a pre-eminent survival of the Swedish settlement on the Delaware. The church was declared a National Historic Landmark in 1961.

The churchyard, which predates the church by 60 years, was used as a burying ground for early settlers of Fort Christina and its community. There are no tombstones in evidence of that early time, but simple initialed rocks in the churchyard are presumed to be of the type used to mark early graves. The oldest legible stone is dated 1718. Holy Trinity (Old Swedes') Church is open to the public throughout the year. The church is one of the oldest

church buildings in the country still in regular use for worship.

## New Castle Historic District

New Castle is a well-preserved architectural example of an 18th and early 19th century town in the United States. The large number of well preserved buildings and Green, in an historic setting with almost no modern intrusions, provides a living example of a colonial era town. New Castle, founded by Peter Stuyvesant in 1651 as the seat of New Netherlands government, served as the colonial capital of Delaware until May 1777. The historic district offers a broad range of architectural styles extending from Colonial through the Federal era.

Noteworthy historic buildings in New Castle include the Court House, Town Hall, the Arsenal, the Old Sheriff's Office, the Immanuel Church, the Presbyterian Church, the Academy, Old Library, Dutch House, Amstel House, the George Read, Jr. House, and the Van Leuvenigh House. Historic areas adjacent to the Delaware River within the District include The Strand and Battery Park. Archeological remains of Fort Casimir, the original Dutch Fort built to protect the settlement, are suspected to be within the historic district.

New Castle was declared a National Historic Landmark District in 1967. It is considered one of the finest examples of a well preserved early Delaware settlement with its cobblestone streets, historic buildings, central green, and views of the Delaware River. The numerous historic buildings lavishly illustrate a broad range of architectural history that extends from the Colonial through the Federal eras. Many of the buildings are pre-Revolutionary, and the New Castle Court House is itself a National Historic Landmark.

The designated National Historic Landmark District boundary begins "at the point where the old dyke,

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originally built in 1655, empties into the Delaware River, and continuing along the bank of the river to a point directly in line with South Street, north along this line to 3rd Street, then west along 3rd Street to the rear property line of buildings on the north side of Fifth Street, continuing in a straight line across Harmony Street through the far side of the point of beginning.”

Another important site in New Castle, outside the National Historic Landmark District boundary, is Stonum, home of George Read, Sr., the signer of the Declaration of Independence and Continental Congressman from Delaware. His advocacy enabled Delaware to become the first state ratifying the Declaration. Stonum was designated a National Historic Landmark in 1967.

## **Dover Green**

The Dover Green is the public square in central Dover, originally laid out in 1717 by William Penn’s surveyors. The Green is surrounded by many historic buildings including the Old State House, the Kent County Courthouse, and several historic homes, inns and former tavern sites. Although originally devoid of trees, today the green has several mature hardwood trees. The Green is listed on the National Register of Historic Places.

The Green has been important to Delaware since early colonial times. It was the site of early fairs and markets. Craftsmen and artisans such as cabinet makers, shoemakers, carpenters, tailors, and hatters shared the historic Green with government officials and residents, as well as several inns and taverns. In 1776, the Declaration of Independence was read to the public here. It was the soil upon which Delaware’s Continental Regiment was mustered for service in the American Revolution. The Golden Fleece Tavern on the Green is where Delaware ratified the United States Constitution on December 7, 1787, becoming the first of the thirteen former English

Colonies in America to do so.

## **John Dickinson House**

The John Dickinson House, generally known as “Poplar Hall,” is the boyhood home and part-time residence of the American Revolutionary leader. The house is on a plantation located five miles southeast of Dover in Kent County. The property is owned by the state of Delaware, and is open to the public as a house museum managed by the Delaware Division of Historical and Cultural Affairs. The property includes the house, barns, other outbuildings, and gardens.

The John Dickinson House was designated an NHL in 1961 and is considered the structure and farmstead most intimately associated with this great writer of the Revolutionary period. It was built in 1740 by Judge Samuel Dickinson when his son John was eight years old. The house has been re-constructed and is a fine example of an early Georgian residence.

## **Lombardy Hall**

Lombardy Hall was the home of Gunning Bedford, Jr., a delegate to the Continental Convention and signer of the U.S. Constitution. He lived here from 1793 to 1812. The house is located on Concord Pike (U.S. Route 202) in Wilmington. Since 1968, Lombardy Hall has been owned by the Lombardy Hall Foundation, an affiliate of the Wilmington Masonic Order, whose interest in Bedford stems from his having been the first Grand Master of the Delaware Masons. It is currently being used as a Masonic museum and lodge. It was declared a National Historic Landmark in 1974.

## Socio-Economics

For the purposes of this study, the socio-economic environment study area is considered to be New Castle and Kent Counties, Delaware.

The United States Census Bureau estimated that the 2006 population of New Castle County was 525,587 persons, or approximately 61 per cent of the entire state of Delaware. The largest city in the county is Wilmington with a 2006 estimated population of 72,826. The city of New Castle had a 2006 estimated population of 4,836 persons. In Kent County, the U.S. Census Bureau estimated a 2006 population of 47,601 persons. Dover, the county's largest city, was estimated to have a 2006 population of 34,735 persons.

In 2000, New Castle County contained 462 manufacturing establishments employing 22,384 workers with an annual payroll of slightly over \$1 billion. Health care led the county in employment with 1,372 establishments employing 33,042 workers with an annual payroll of \$1.25 billion. Accommodations and food services accounted for 16,993 jobs and an annual payroll of \$222.5 million. Kent County reported 76 manufacturing establishments employing 5,789 workers with an annual payroll of \$208.5 million. Health care accounted for 6,460 jobs and an annual payroll of \$186.9 million. Accommodations and food services provided 3,817 jobs with an annual payroll of \$49.9 million.

According to the Delaware Tourism Alliance, New Castle County draws approximately 1.23 million tourists annually, while Kent County was estimated to host over 4.3 million gaming tourists largely visiting Dover Downs in 2003. The 2006 Delaware Travel Barometer, prepared by the Travel Industry Association of America, estimated that out of 8,092,000 person trips to the state, only three percent of Delaware's visitors, versus seven per cent of total visitors in the U.S. visited historic sites.

## Transportation

The project area is served by a variety of transportation systems. Major automobile routes through the study area are I-95 and I-495 connecting Wilmington, Delaware to Philadelphia, Pennsylvania; I-295 that connects Delaware to New Jersey; and Route 1 connecting New Castle, Delaware to Dover, Delaware. Most of the major and local roads in the area are able to accommodate current traffic volume, although congestion may occur during commuting hours. The study area is also served by Amtrak, the Southeastern Pennsylvania Transportation Authority (SEPTA) with service from Philadelphia, and the Delaware Transit Corporation (DART), a local bus service serving the state.

## Visitor Experience

The historic sites in the study area considered in this Special Resource Study are already destinations for local, state and regional out-of-state visitors. The publicly-owned historic sites considered for potential designation as a unit of the national park system are open to the public throughout the year. Tourism statistics were not available for all sites, but visitation numbers from July 2007 to June 2008 were available for a few. Additionally, a number of events occur at the New Castle Historic District, Holy Trinity (Old Swedes') Church, the John Dickinson Plantation and other historic areas throughout the year.

Resource:	Visits between July 2007-June 2008
John Dickinson Plantation	9,003
Old New Castle Court House	13,721
Zwaanendael Museum	17,203
*Delaware State Archives	14,096

\* The Delaware State Archives in Dover has experienced an average of 14,096 visitors a year since its opening in December, 2003.

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# **Chapter Six**

## **Environmental Consequences**

**Introduction**

**Methodology**

**National Historic Preservation Act of 1966, as amended, Section 106**

**NPS Director's Order 28, Cultural Resource Management**

**Cultural Resources**

**Visitor Use**

**Transportation**

**Socioeconomics**

**Visitor Experience**

**Section 106 Summary By Alternative**

**Summary of Impacts by Alternative**

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## Introduction

This chapter describes the potential environmental and socioeconomic consequences (also called impacts) of implementing the no action and action alternatives presented in chapter four. The overall methodology for assessing impacts is presented below. It is organized by resource topic, and provides a standardized comparison between alternatives based on the most relevant impact topics described in chapter one. In accordance with NEPA, impacts are described in terms of context, intensity, duration, and cumulative impacts. Because this document is intended to comply with Section 106 of the NHPA, the analysis of impacts to cultural resources contains an assessment of effect.

## Methodology

As required by NEPA, potential impacts are described in terms of type, context, duration, and level of intensity. These terms are defined below. Overall, these impact analyses and conclusions were based on the review of existing literature, information provided by on-site experts and other agencies, professional judgment, knowledge and insight.

### Type of Impact

Impacts can be beneficial or adverse. Beneficial impacts would improve resource conditions while adverse impacts would deplete or negatively alter resources.

### Context

Context is the setting within which an impact occurs and can be site specific, local, or region-wide. Site-specific impacts would occur at the location of the action, local impacts would occur within the general vicinity of the project area, and region-wide impacts would extend beyond the study area's boundaries.

### Intensity

Impact intensity is the degree to which a resource would be adversely affected. Because level of intensity definitions (negligible, minor, moderate, major) varies by resource, separate definitions are provided for each impact topic analyzed. The criteria that were used to rate the intensity of the impacts for each resource topic is presented below under "impact thresholds". Beneficial impacts do not receive intensity definitions.

### Duration

Duration is a measure of the time period over which the effects of an impact persist. The duration of impacts can be either short-term or long-term. A short-term impact would be temporary in duration and would be associated with construction. Depending on the resource, impacts would last as long as construction was taking place. Long-term impacts last beyond the construction period, and the resources may not resume their pre-construction conditions for a longer period of time following construction. Impact duration for each resource is unique to that resource and is presented for each resource topic.

### Direct and Indirect Impacts

Director's Order #12 requires that direct and indirect impacts be considered, but not specifically identified. A direct impact is caused by an action and occurs at the same time and place. An indirect impact of an action occurs later in time or farther removed in distance, but is reasonably foreseeable.

### Cumulative Impacts

The Council on Environmental Quality regulations, which implements NEPA, requires assessment of cumulative impacts in the decision-making process for federal projects. Cumulative impacts are defined as "the impact on the environment which results from the incremental impact of the action when added to other



past, present, and reasonably foreseeable future actions regardless of what agency (federal or non-federal) or person undertakes such other actions” (40 CFR 1508.7).

In order to determine if the proposed alternatives would result in cumulative impacts it was necessary to identify other ongoing or reasonably foreseeable future projects at the study area and, if applicable, the surrounding region. No reasonably foreseeable future development is known that would have impacts on the sites or their resources in the study area. There are no proposed NPS projects, or projects by others, with the potential to result in cumulative impacts on the resources analyzed in this study.

## Impacts to Cultural Resources and Section 106 of the National Historic Preservation Act (NHPA)

Impacts to cultural resources are described in terms of type, context, duration, and intensity, which is consistent with the Council on Environmental Quality regulations for implementing the National Environmental Policy Act. However, the impact analysis is also intended to comply with the requirements of Section 106 of the NHPA, as amended (16 USC 470 et seq.). In accordance with the Advisory Council for Historic Preservation’s regulations implementing Section 106 (36 CFR 800), impacts to historic structures were identified and evaluated by (1) determining the area of potential effects; (2) identifying cultural resources present in the area of potential effects that were either listed on or eligible for listing on the National Register of Historic Places; (3) applying the criteria of adverse effect to affected cultural resources either listed on or eligible for listing on the national register; and (4) considering ways to avoid, minimize or mitigate adverse effects.

Under the regulations of the Advisory Council for Historic Preservation a determination of either adverse effect or no adverse effect must also be made for affected National Register eligible cultural resources. An adverse effect occurs whenever an impact alters, directly or indirectly, any characteristic of a cultural resource that qualifies it for inclusion on the National Register (e.g., diminishing the integrity of the resource’s location, design, setting, materials, workmanship, feeling, or association). Adverse effects also include reasonably foreseeable effects caused by the action alternatives that would occur later in time, be farther removed in distance, or be cumulative (36 CFR 800.5, Assessment of Adverse Effects). A determination of no adverse effect means there is an effect, but the effect would not diminish in any way the characteristics of the cultural resource that qualify it for inclusion on the National Register. If there are no impacts to cultural resources, the determination is no historic properties affected on cultural resources.

Council on Environmental Quality regulations and NPS Director’s Order 12 also call for a discussion of the appropriateness of mitigation, as well as an analysis of how effective the mitigation would be in reducing the intensity of a potential impact, e.g. reducing the intensity of an impact from major to moderate or minor. Any resultant reduction in intensity of impact due to mitigation, however, is an estimate of the effectiveness of mitigation only under the National Environmental Policy Act. It does not suggest that the level of effect as defined by Section 106 would be similarly reduced. Although adverse effects under Section 106 could be mitigated, the effect would remain adverse.

An assessment of effect for purposes of Section 106 of NHPA is included in the Section 106 Summary for historic structures and an overall Section 106 summary for each alternative is included at the end of this chapter. The overall summary is an assessment of the effect of the

undertaking on cultural resources, based on the criteria of effect and adverse effect found in the Advisory Council for Historic Preservation's regulations.

The cultural resource management policies of the NPS are derived from several historic preservation and other laws, proclamations, Executive Orders, and regulations. Two primary mandates include the NHPA and NPS Director's Order #28. Taken collectively, they provide the NPS with the authority and responsibility for managing cultural resources within units of the NPS so that those resources will be preserved unimpaired for future generations. Cultural resource management for this project will be carried out in a manner consistent with legislative and regulatory provisions, and with implementing policies and procedures.

## **National Historic Preservation Act of 1966, as amended, Section 106**

Section 106 of the NHPA requires federal agencies to consider the impacts of their proposals on historic properties, and to provide state and tribal historic preservation officers and, as appropriate, the Advisory Council for Historic Preservation, and the public reasonable opportunity to review and comment on these actions.

The NPS maintains an active relationship with the Delaware State Historic Preservation Officer (DE SHPO) regarding cultural resource issues and has notified the DE SHPO regarding the initiation of this study and the intention of using this document for compliance with Section 106.

## **NPS Director's Order 28, Cultural Resource Management**

NPS DO 28 requires the NPS to protect and manage cultural resources in its custody through a comprehensive program of research, planning, and stewardship and in accordance with the policies and principles contained within the NPS Management Policies, 2006. The Order also requires the NPS to comply with the requirements described in the Secretary of the Interior's Standards and Guidelines for Archeology and Historic Preservation and with the Nationwide Programmatic Agreement for Section 106, Compliance among the Advisory Council for Historic Preservation the National Conference of State Historic Preservation Officers, and the NPS.

The NPS manages its cultural resources by conducting research to identify, evaluate, document and register them, and sets priorities for stewardship to ensure resources are protected, preserved, maintained and made available for public understanding and enjoyment. The NPS consults and coordinates with outside entities where appropriate regarding cultural resource management.

## **Cultural Resources Historic Structures**

### **Impact Intensity Definitions**

#### **Negligible**

Impact is at the lowest levels of detection, barely perceptible and not measurable. For purposes of Section 106, the determination of effect would be no adverse effect.

#### **Minor**

Impact is measurable but would not be noticeable to visitors and would not affect the character-defining features of a National



Register of Historic Places eligible or listed structure. For purposes of Section 106, the determination of effect would be no adverse effect.

### **Moderate**

Impact would affect a character-defining feature(s) of a structure but would not diminish the integrity of the structure to the extent that its National Register of Historic Places eligibility is jeopardized. For purposes of Section 106, the determination of effect would be no adverse effect.

### **Major**

Impact would alter a character-defining feature(s) of a structure, potentially diminishing the integrity of the structure to the extent that it is no longer eligible for the National Register of Historic Places. For purposes of Section 106, the determination of effect would likely be adverse effect, and a Section 106 agreement document (MOA or PA) would be executed between the NPS, SHPO and other appropriate parties.

Beneficial impacts are described but are not assigned intensity levels.

## **Impacts of Alternative A: No Action**

### **Impact Analysis**

Under Alternative A, current management and maintenance of historic structures would continue. Historical and cultural resources located on private lands within the project area include Holy Trinity (Old Swedes') Church, numerous sites in the New Castle

Historic Landmark District, the Stonum House, and Lombardy Hall. Under the no action alternative, these sites would continue to receive some protection from landowner stewardship. Each site designated as an NHL would retain its status and current management would continue. No direct impacts on the structures are anticipated assuming there would be no modification or demolition of historic properties. No major funding would likely be made toward stabilization or restoration. Historic structures on private lands may receive beneficial impacts by limiting public access thereby preventing damage from increased visitor use and inadvertent damage by human trespassing and vandalism.

Public education and interpretation of cultural resources would continue at current levels resulting in no likely expansion of the public's awareness of the historic properties.

Most public land management agencies such as Fort Christina State Park, publicly owned sites including the New Castle Court House in the New Castle NHL District, the John Dickinson Home, and Dover Green, are mandated to protect cultural resources to the extent possible consistent with their mission. Many of the historic structures on public lands have retained their physical integrity. Some of these sites are NHLs and have been undergoing refurbishment work. The ability of land management agencies to maintain and protect cultural resources would continue to be limited by funding and staffing levels.

### **Cumulative Impacts**

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on historic structures. Therefore, there are no cumulative impacts.

### **Section 106 Summary**

For the purposes of Section 106, the implementation of Alternative A would result in a determination of no historic properties affected for cultural resources - historic structures.

### **Conclusion**

Alternative A would result in no impacts to cultural resources - historic structures and would result in a determination of no affect on historic properties for purposes of Section 106. There would be no cumulative effects from past, present and reasonably foreseeable future actions.

## **Impacts of Alternative B: National Historical Park**

### **Impact Analysis**

Under Alternative B, NPS would provide additional funds and staff to further protect and interpret the cultural resources included in this alternative. Partnerships between public agencies, private organizations, and individuals would be established to inventory, protect, and access cultural resources.

Visitor usage and associated use from visitor traffic is likely to increase with this alternative compared with the no action alternative, however, continuing maintenance would offset any impacts.

Partnerships established with private organizations and individuals could allow better public access to privately-owned historic sites such as Holy Trinity (Old Swedes') Church, some structures in the New Castle NHL District, the Stonum House, and Lombardy Hall. Additional public access may provide opportunities for more public interpretation and education of cultural resources within the study area. This could result in increased public knowledge and change in behavior to

encourage protection of resources, resulting in beneficial impacts in the long-term.

### **Cumulative Impacts**

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on historic structures. Therefore, there are no cumulative impacts.

### **Section 106 Summary**

For the purposes of Section 106, the implementation of Alternative B would result in a determination of no adverse effect on cultural resources-historic structures. There would be no ground clearing with this alternative. Any affects on historic structures would likely be beneficial including improved maintenance and treatments of historic structures through improved funding and staffing. No direct changes or modifications to the structures would occur with the exception of potential interior rehabilitation of a historic building for visitor services. This rehabilitation work would be done consistent with the Secretary of the Interior's Standards for the Treatment of Historic Properties.

### **Conclusion**

Alternative B would result in beneficial impacts to historic structures and would result in a determination of no adverse effect for purposes of Section 106. As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on cultural resources-historic structures. There would be no cumulative effects from past, present and reasonably foreseeable future actions.



## Impacts of Alternative C: National Historic Site

### Impact Analysis

Under Alternative C, the NPS would provide additional funds and staff to further protect and interpret the cultural resources at Fort Christina State Park and Holy Trinity (Old Swedes') Church. Partnerships between other public agencies, private organizations, and individuals would be established to inventory, protect, and access cultural resources.

Visitor usage and associated use from visitor traffic is likely to increase with this alternative compared with the no action alternative, however, continuing maintenance would offset any impacts.

Additional public access opportunities may provide opportunities for more public interpretation and education for Fort Christina and Old Swedes' Church. This could result in increased public knowledge that may encourage protection of resources, resulting in beneficial impacts in the long-term.

### Cumulative Impacts

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on historic structures. Therefore, there are no cumulative impacts.

### Section 106 Summary

For the purposes of Section 106, the implementation of Alternative C would result in a determination of no adverse effect on historic structures. There would be no ground clearing with this alternative. Any effects on historic structures would likely be beneficial including improved maintenance and treatments of historic structures through improved funding and staffing.

### Conclusion

Alternative C would result in beneficial impacts to historic structures and would result in a determination of no adverse effect for purposes of Section 106. There would be no cumulative effects from past, present and reasonably foreseeable future actions.

## Visitor Use Transportation

### Impact Intensity Definitions Negligible

Traffic would not be affected, or the effects would be at the lower levels of detection and would not have an appreciable effect on traffic flow. There would be no changes in the level of service.

### Minor

The effect would be detectable, but would be of a magnitude that would not have an appreciable effect on traffic flow. There would be no noticeable changes in the traffic congestion or level of service. If mitigation was needed to offset adverse effects, it would be simple and most likely successful.

### Moderate

The effects would be readily apparent, and would result in a substantial change in traffic flow patterns, congestion, and/or level of service, in a manner noticeable to the public. Mitigation would be necessary to offset adverse effects and would likely be successful.

## Major

The effects would be severe or beneficial, readily apparent, and would result in a substantial change in traffic flow in a manner noticeable to the public and markedly different from the current traffic flow patterns and level of service. Mitigation measures to offset adverse effects would be needed and extensive, and their success would not be guaranteed.

Beneficial impacts are described, but are not assigned intensity levels.

## Impacts of Alternative A: No Action

### Impact Analysis

Under the no action alternative, Congress would not establish a unit of the national park system in Delaware. Current visitation to the sites, traffic volume and patterns would continue. Current trends in the number of visitors and traffic would continue. Current programs and policies of existing federal, state, county and non-profit conservation organizations would remain in place. Alternative A would not have an impact on transportation.

### Cumulative Impacts

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts to transportation. Therefore, there are no impacts.

### Conclusion

Under Alternative A, there would be no impacts on transportation.

## Impacts of Alternative B: National Historical Park

### Impact Analysis

Under Alternative B, a congressionally designated National Historical Park would potentially be established. A future management plan connecting the sites would be created. Since the proposed sites are spread through two counties in the state, visitors may stop at one or more of the sites. Visitors would be arriving from multiple locations so traffic would not be directed along a particular route. Traffic impacts resulting from this alternative would be limited to low numbers of additional trips generated by low visitation. The increase in automobile traffic would be minimal, but there would be no changes in level of service and no increases in traffic congestion. Alternative B would have negligible impacts on transportation.

### Cumulative Impacts

As noted in the methodology section in this chapter, there are no proposed projects with the potential to contribute to cumulative impacts to transportation. Therefore, there are negligible impacts.

### Conclusion

Alternative B would result in negligible impacts on transportation.

## Impacts of Alternative C: National Historic Site

### Impact Analysis

Under Alternative C, Fort Christina and Holy Trinity (Old Swedes') Church property would potentially become a congressionally designated unit of the national park system. Impacts would be similar to Alternative B but on



a smaller scale, as two sites would be designated instead of six. Alternative C would have minimal impacts on transportation, but there would be no changes in level of service and no increases in traffic congestion.

Cumulative Impacts: As noted in the methodology section in this chapter, there are no proposed projects with the potential to contribute to cumulative impacts to transportation. Therefore, there are negligible impacts.

### **Conclusion**

Alternative C would result in negligible impacts on transportation.

## **Socio-economics**

### **Impact Intensity Definitions Negligible**

Socioeconomic conditions would not be affected or would be at low levels of detection. The change would be so small that it would not be of any measurable or perceptible consequence.

### **Minor**

The effect on socioeconomic conditions would be small but measurable and would affect a small portion of the population. The change would be small and localized and of little consequence to the communities.

### **Moderate**

The effect on socioeconomic conditions would be readily apparent, likely long-term, and widespread. The change would be measurable and of consequence to the community.

### **Major**

The effect of the socioeconomic conditions would be readily apparent, long-term, and would cause substantial changes to the social economic conditions and park operations in the vicinity. The change would be measurable and result in a permanent consequence to the community.

Beneficial impacts are described but are not assigned intensity levels.

## **Impacts of Alternative A: No Action**

Impact Analysis: Under this alternative, services provided at the sites would continue at the same levels. The number of employees at the various historic sites included in this study would not change. No new direct impacts on the regional economy would occur with this alternative.

### **Cumulative Impacts**

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts to socioeconomics. Therefore, there are no cumulative impacts.

### **Conclusion**

Alternative A would result in no direct or cumulative impacts on socioeconomics.

## **Impacts of Alternative B: National Historical Park**

### **Impact Analysis**

This alternative may increase the number of recreational



visitors to the region based on improved interpretation of the sites and the potential designation of national park status. The additional visitors and NPS staff would contribute to the local economy by purchasing various goods and services, including food, gasoline, and lodging. To the extent that such expenditures are recycled into the local economy, a multiplier effect would occur. Overall, beneficial impacts on the local economy would be expected.

### **Cumulative Impacts**

The additional recreational traffic stimulated by creation of the National Historical Park would contribute to the regional economy. National Historical Park designation may contribute to the revitalization of some areas such as Fort Christina and Holy Trinity (Old Swedes') Church over time.

### **Conclusion**

Alternative B would result in beneficial impacts to socioeconomics and may have a positive effect on the regional economy.

## **Impacts of Alternative C: National Historic Site**

### **Impact Analysis**

Impacts would be similar to Alternative B but on a smaller scale, as two sites would be designated instead of six. Alternative C is also expected to have beneficial impacts on the local economy.

### **Cumulative Impacts**

The cumulative impacts expected in Alternative B would be similar for this alternative, but to a lesser extent, as there are fewer sites.

### **Conclusion**

Alternative C would result in beneficial impacts to socioeconomics and may have a positive effect on the regional economy, but less than Alternative B.

## **Visitor Experience**

### **Impact Intensity Definitions**

#### **Negligible**

Visitors would not be affected, or changes in visitor use and/or experience would be below or at the level of detection. Visitors would not likely be aware of the effects associated with the alternative.

#### **Minor**

Changes in visitor use and/or experiences would be detectable, although the changes would not be noticeable to visitors.

#### **Moderate**

Changes in visitor use and/or experience would be readily apparent and likely long term. Visitors would be aware of the effects associated with the alternative and would likely be able to express an opinion about the changes.

#### **Major**

Changes in visitor use and/or experience would be readily apparent, severely adverse, and have important, long-term consequences. Visitors would be aware of the effects associated with the alternative and would likely express a strong opinion about the changes.

Beneficial impacts are described, but are



not assigned intensity levels.

## Impacts of Alternative A: No Action

### Impact Analysis

Under Alternative A, the NPS would take no action in the study area. At the sites available to the public, existing programs and interpretive opportunities would continue. Public use and enjoyment of the historic structures would continue to be limited at private landowner sites such as Holy Trinity (Old Swedes') Church, some sites in New Castle Historic District, the Stonum House, and Lombardy Hall. Without additional visitor programs or services, visitation would likely remain at current levels.

### Cumulative Impacts

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on visitor experience. Therefore, there are no cumulative impacts.

### Conclusion

Under Alternative A there would be no direct or cumulative impacts on visitor experience.

## Impacts of Alternative B: National Historical Park

### Impact Analysis

Actions proposed under Alternative B would provide an enhanced visitor experience as partnerships between the NPS and public and private stakeholders would create additional opportunities to interpret major themes associated with early Swedish, Dutch, and English settlements and the birth of our nation. Public use and

enjoyment would be increased by exhibits, displays, tours, and NPS interpretive staffing.

Visitation rates are likely to increase at historic sites with this alternative compared with the no action alternative, but visitation is not expected to exceed the capacity sites can currently manage. National Historical Park designation would provide greater recognition of, and access to, historic sites and it may provide increased opportunities for public use and enjoyment at the sites included in this study.

Increased visitation may result in increased public knowledge and change in behavior to encourage protection of resources, resulting in beneficial impacts over time. Actions associated with Alternative B would likely result in enhanced visitor experience and increased visitor satisfaction.

### Cumulative Impacts

As noted in the methodology section of this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on visitor experience. Therefore, there are no cumulative impacts.

### Conclusion

Alternative B would likely increase visitor experience and visitor satisfaction from the proposed project. There would be beneficial effects from these future actions.

## Impacts of Alternative C: National Historic Site

### Impact Analysis

Under Alternative C the NPS would partner with the Old Swedes Foundation and the state of Delaware at Fort Christina. Actions associated with this alternative would provide similar experiences and opportunities to that in

Alternative B, but on a smaller scale. Partnerships with the NPS would provide additional interpretation and educational opportunities. Visitation may be increased, but to a lesser degree than Alternative B.

Visitation rates are likely to increase at Fort Christina and at Holy Trinity (Old Swedes') Church with this alternative compared with the no action alternative. National Historic Site designation would provide greater recognition of and access to historic sites, and it would provide increased opportunities for public use and enjoyment at these sites. Increased visitation may result in increased public knowledge and change in behavior to encourage protection of resources, resulting in beneficial impacts in the long-term. Partnerships between NPS and public and private stakeholders would create opportunities to interpret the theme of early Swedish settlements. Public use and enjoyment would be increased by exhibits, displays, tours, and NPS interpretive staffing.

### **Cumulative Impacts**

As noted in the methodology section in this chapter, there are no proposed projects or activities with the potential to contribute to cumulative impacts on visitor experience. Therefore, there are no cumulative impacts.

### **Conclusion**

Alternative C would likely increase visitor experience and visitor satisfaction from the proposed project, but to a lesser extent than Alternative B. There would be beneficial effects from future actions.

## **Section 106 Summary by Alternative**

### **Alternative A: No Action**

Alternative A, which maintains current management practices without NPS involvement, would result in a determination of no affect on historic properties. These resources would continue to be managed to retain their eligibility for listing on the National Register.

### **Alternative B: National Historical Park**

Alternative B would create a partnership between the NPS and state agencies, local governments, and others to promote conservation and interpretation efforts at several sites throughout Delaware. No direct changes or modifications to the structures would occur with the exception of interior rehabilitation of a building for visitor services. This rehabilitation would be done consistent with the Secretary's Standards for the Treatment of Historic Properties. This alternative would have a no adverse effect determination on cultural resources-historic structures.

### **Alternative C: National Historic Site**

Alternative C would create a partnership between the NPS and state agencies, local governments, and others to promote conservation and interpretation efforts at Holy Trinity (Old Swedes') Church and Fort Christina. Similar actions would occur under this alternative as those proposed with Alternative B, but on a smaller scale. This alternative would have a no adverse effect determination on historic structures.



## Summary of Impacts by Alternative

### Alternative A: No Action

Alternative A would maintain current conditions at the sites selected for analysis in this SRS. The NPS would not partner with local and state agencies or other entities and management would continue with no change. For Section 106, a determination of no adverse effect is anticipated for cultural resources-historic structures. Alternative A would have no impacts to cultural resources-historic structures, transportation, socioeconomics or visitor experience.

### Alternative B: National Historic Park

With Alternative B, the NPS would partner with agencies and organizations to provide additional support to various sites in Delaware associated with Swedish, Dutch and English Settlements and the birth of our nation.

For Section 106, a determination of no adverse effect is anticipated for cultural resources-historic structures.

Alternative B would have negligible impacts to transportation and beneficial impacts to historic structures, socioeconomics and visitor experience.

### Alternative C: National Historic Site

Actions and impacts associated with Alternative C would be similar to Alternative B, but would only happen with Fort Christina and Holy Trinity (Old Swedes') Church and would focus on Swedish heritage.

For Section 106, a determination of no adverse effect is anticipated for cultural resources-historic structures.

Alternative C would have negligible impacts to transportation and beneficial impacts to historic structures, socioeconomics and visitor experience, but to a lesser extent than Alternative B.



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# **Chapter Seven**

## **Consultation & Coordination**

**Introduction**

**Notice of Intent**

**Public Scoping Meetings**

**Written Communications**

**Consultation**

**Delaware National Coastal Special Resource Study Team and  
Advisors**



## Introduction

This chapter describes the required consultation procedures and public meetings and comments related to the preparation of the Delaware National Coastal Special Resource Study.

## Notice of Intent

A notice of intent to conduct a Special Resource Study/ Environmental Impact Statement was published in the Federal Register on May 31, 2007.

## Public Scoping Meetings

In accordance with the National Environmental Policy Act (NEPA), public scoping meetings were held on October 9, 2007 in Milford, Delaware at the Milford Volunteer Fire Department and in New Castle, Delaware at the Buena Vista Conference Center on October 10, 2007. Approximately 50 people attended in Milford and another 40 attended in New Castle. The study team introduced the project, reviewed the Special Resource Study process, the criteria for new areas of the national park system, and the NEPA process. NPS staff also provided a brief overview of the prior park initiatives that had taken place in Delaware. Potential sites that the study would be investigating and evaluating were discussed. The study team described the opportunities for the public to participate in the planning process, and to provide comments during the study, and took questions from participants at each of the meetings. At the close of the meetings attendees were reminded that they could submit ideas about other resources that should be considered by sending email or by adding comments on-line through the National Park Service Planning, Environment and Public Comment (PEPC) web site. They were informed that there would be further opportunities to comment throughout the study process, and other meetings.



Stakeholder meeting at New Castle Court House. NPS photo.

## Stakeholder Meetings

On July 10, 2008 the study team held a series of four meetings with representatives of various natural and cultural resources in all three counties of the state: New Castle, Kent and Sussex. The point of these small group meetings was to share the preliminary results of the study team's research and analysis of sites and themes, and concepts for potential management alternatives. The meetings also provided a time to answer questions that people might have regarding the study process and the results of the team's analysis.

## Other Public Meetings

In September 2008 two evening meetings were initiated by the NPS to explain the results of the study team's efforts over the past year. The study team was interested to receive feedback on the preliminary management alternatives, and also to hear people's ideas about possible locations for a potential administration and visitor services facility.

The first meeting on September 23 was held in Dover, Delaware at the Delaware State Archives research room. About 40 people attended. On September 25 a second meeting was conducted at the Buena Vista Conference

Center near New Castle. Again the attendance was approximately 40 people. The NPS staff presented a PowerPoint presentation, and there was a question and answer period afterward at both meetings.

## **Additional Group Meetings**

Members of the study team often briefed the staff of Senator Thomas Carper's Wilmington office on the status of the study. On March 10, 2008, the National Park Service's Northeast Regional Director, Dennis R. Reidenbach, Associate Regional Director, Robert W. McIntosh, and the study team briefed Senator Carper on the preliminary alternatives.

Meetings were also held in 2007 and 2008 with the Director of the Delaware State Division of Natural Resources and Environmental Control, the Director of the Division of Historical and Cultural Affairs, and agency staff members. There was a separate meeting with members of Senator Thomas Carper's original National Park Study Team.

Staff of Senator Carper's office and state officials accompanied the NPS study team on many of their site visits to resources that were considered during the reconnaissance phase of the study and attended public meetings.

## **Written Communications**

A few individuals and elected officials wrote to indicate their interests in the study and in the designation of a unit of the national park system in Delaware. One individual suggested an archeological park concept comprising Fort Christina, Fort Casimir and Swanendael. The writer stated his desire that the NPS own the resources of any proposed national park. Another writer supported the establishment of a national park in

Delaware. The local governing body of the city of New Castle adopted a resolution proposing that the visitor services facility for a potential park be located in that community. Additionally, the New Castle Historical Society Board of Directors passed a resolution supporting a proposed National Park that incorporates sites in New Castle and which would have a visitor services facility located in New Castle. These letters and resolutions can be viewed at the study team's offices at the address in the Executive Summary of this report.

## **Consultation**

Section 106 of the National Historic Preservation Act of 1966, as amended, and National Park Service Management Policies 2006, require formal consultation with State Historic Preservation Offices when special resource studies are conducted. Section 7 of the Endangered Species Act requires all federal agencies to consult with the United States Fish and Wildlife Service to ensure that any action authorized, funded or carried out by a federal agency does not jeopardize the continued existence of listed species or critical habitat.

Consultation was conducted through letters to the Delaware Division of Historical and Cultural Affairs and the North Atlantic Field Office of the U.S. Fish and Wildlife Service. NPS received a written response from the U.S. Fish and Wildlife Service.

Consultation with one American Indian Tribe was conducted by letters to the Delaware Tribe of Indians, as well as a letter to the NPS Native American Graves and Repatriation Act Office (NAGPRA). The letters requested that these entities identify any issues regarding the study, their interest in future participation, resource identification and potential for collaborative action. No letter of response or other communication was received from either organization.

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The Delaware State Division of Historical and Cultural Affairs, the U.S. Fish and Wildlife Service, the Delaware Tribe of Indians and the NPS NAGPRA office will be requested to review and comment on this Special Resource Study during the 30-day public comment period.

All consultation request letters and response letters can be viewed in the appendix.

## **Delaware National Coastal Special Resource Study Team and Advisors**

### **National Park Service Northeast Region Study Team**

Haynes Currie, Environmental Resource Specialist  
James Farrell, GIS Coordinator  
Jacki Katzmire, Regional Environmental Coordinator  
Lisa Kolakowsky, Architectural Historian  
Jennifer McConaghie, Resource Planning Specialist  
Terrence D. Moore, Chief of Park Planning and Special Studies  
Peter Samuel, Community Planner, Project Manager

### **Northeast Region National Park Service Advisors**

Dennis R. Reidenbach, Regional Director  
Michael Reynolds, Deputy Regional Director  
Maryanne Gerbauckas, Associate Regional Director, Heritage Preservation, Planning, and Compliance  
Robert W. McIntosh, Associate Regional Director for Construction and Facilities Management  
Bill Bolger, Historian  
Cheryl Sams O'Neill, Landscape Architect



- 1765:** Cesar Rodney and Thomas McKean go to a conference in NY to protest the Stamp Act.
- 1767:** The Townshend Acts are passed, placing a tax on products imported into the colonies.
- 1769:** Crown approves new boundary lines for Delaware.
- 1767-1770:** Delaware boycotts English imports because of Townshend Act.
- 1773:** Boston Tea Party; British attack colonists in Boston.
- 1774:** Delaware sends Rodney, McKean, George Read, to the First Continental Congress; Delaware wants to reconcile with Great Britain.
- 1775:** Fighting breaks out at Lexington and Concord.
- 1776:** The Second Continental Congress begins deliberations on the Declaration of Independence.
- 1776:** June 7. Motion for independence from Richard Henry Lee in Congress.
- 1776:** June 15. Delaware's assembly complies with the request to place colonial government under the authority of the people; celebrate Separation Day from the British Empire; all reference to reconciliation is now dropped.
- 1776:** July 1. Thomas McKean, who supports the motion for independence, sends for Rodney; he arrives on July 2<sup>nd</sup>.
- The Declaration of Independence is adopted.
- 1776:** August. Delawareans elect delegates to a state constitutional convention which begins meeting in New Castle; state constitution is finished within a month and adopted Sept. 20. First time the state is called "the Delaware State" and its governor is called "the President".
- 1777:** September. Battle at Cooch's bridge, followed by Battle of Brandywine.
- 1777:** Mid-September to mid-October. Wilmington is occupied by British and President of Delaware is seized.
- 1777:** The Continental Congress draws up Articles of Confederation for the 13 states, but it is not ratified until 1779.

- 1778:** Cesar Rodney is chosen as President of Delaware for a three-year term; he replaces George Read.
- 1781:** John Dickinson is elected President, but resigns in 1782 to be Governor of Pennsylvania; by then the war is mostly over.
- 1787:** The Annapolis Convention calls for delegates from each state to meet in Philadelphia in May. Dickinson pushes for equal representation, against the wishes of James Madison from Virginia. The “Great Compromise” is reached: proportional representation in the House of Representatives, and equal representation in the Senate. In September the Constitution is completed.
- 1787:** December 7. The United States Constitution is ratified unanimously by the Delaware Assembly in Dover, making Delaware the “First State”.

## Appendix B: Sites Considered During Study

Themes from Legislation	Location of Sites related to Theme		
	New Castle County	Kent County	Sussex County
<p><b>The history of indigenous peoples</b> explores the history of Native American tribes of Delaware, such as the Nanticoke and Lenni Lenape.</p>	<ul style="list-style-type: none"> <li>• <b>Iron Hill</b> near Newark</li> <li>• <b>Clyde Farm</b> Stanton</li> <li>• <b>LaGrange Farm</b> Glasgow</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Archeological Sites</b> Kitts Hummock, Magnolia, Milford</li> <li>• <b>Carey Farm Site</b> Dover</li> <li>• <b>Dill Farm Site</b> Sandtown</li> <li>• <b>Hughes Early Man Sites</b> Felton</li> <li>• <b>Island Field Site</b> South Bowers</li> <li>• <b>St. Jones Preserve</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Nanticoke Indian Museum</b> Millsboro</li> <li>• <b>Cape Henlopen Archeological District</b></li> <li>• <b>Indian River Archeological Complex</b> Millsboro</li> <li>• <b>Thompson’s Island Site</b> Rehoboth Beach</li> <li>• <b>Wolfe’s Neck Site</b> Lewes</li> <li>• <b>Poplar Thicket</b> near Bethany</li> </ul>
<p><b>The colonization and establishment of the frontier</b> chronicles the first European settlers in the Delaware Valley who built fortifications for the protection of settlers, such as Fort Christina.</p>	<ul style="list-style-type: none"> <li>• <b>Fort Christina</b> Wilmington</li> <li>• <b>Holy Trinity (Old Swedes) Church</b> Wilmington</li> <li>• <b>Town of Odessa</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Allee House</b> Bombay Hook preserve</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Chesapeake National Water Trail</b> the Nationally designated John Smith Water Trail extends into Delaware on the Nanticoke River</li> <li>• <b>Mason Dixon Line</b> boundary between Pennsylvania and Delaware and boundary between Delaware and Maryland</li> <li>• <b>Lewes Historic District</b></li> </ul>
<p><b>The founding of a nation</b> documents the contributions of Delaware to the development of our constitutional republic.</p>	<ul style="list-style-type: none"> <li>• <b>Washington-Rochambeau Revolutionary Route Study</b></li> <li>• <b>Cooch’s Bridge/Iron Hill</b> near Newark</li> <li>• <b>Lombardy Hall NHL</b> Wilmington</li> <li>• <b>Jacob Broom House NHL</b> Montchenin</li> <li>• <b>New Castle Courthouse NHL</b></li> <li>• <b>Stonum NHL</b> New Castle</li> </ul>	<ul style="list-style-type: none"> <li>• <b>The Green</b> Dover</li> <li>• <b>John Dickinson Plantation NHL</b> South of Dover</li> <li>• <b>Barratt’s Chapel</b> Frederica</li> <li>• <b>Aspendale NHL</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Milton Historic District</b></li> <li>• <b>Old Sussex County Courthouse</b> Georgetown</li> </ul>
<p><b>Industrial development</b> investigates the exploitation of water power in Delaware with the mill development on the Brandywine River.</p>	<ul style="list-style-type: none"> <li>• <b>Eleutherian Mills and Hagley Museum NHL</b> Wilmington</li> <li>• <b>Port Penn</b> situated a few miles north of the point where the Delaware Bay becomes the Delaware River</li> <li>• <b>Red Clay Valley Park</b> North of Wilmington</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Leipsic and Little Creek</b></li> <li>• <b>Wilkerson &amp; Sons Brickwork</b> Dover</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Bethel Historic District</b></li> <li>• <b>Abbotts Mill</b> Milford</li> </ul>
<p><b>Transportation</b> explores how water served as the main transportation link, connecting Colonial Delaware with England, Europe, and other colonies.</p>	<ul style="list-style-type: none"> <li>• <b>Chesapeake &amp; Delaware Canal</b> connection between the Delaware and Chesapeake Rivers</li> <li>• <b>Delaware City</b> entrance to the Chesapeake and Delaware Canal</li> </ul>		<ul style="list-style-type: none"> <li>• <b>Indian River Lifesaving Station</b> Cape Henlopen</li> <li>• <b>Delaware Harbour of Refuge</b></li> <li>• <b>Fenwick Island Lighthouse</b></li> <li>• <b>Lightship Overfalls</b> Lewes</li> </ul>

## Appendix B continued

Themes from Legislation	Location of Sites related to Theme		
	New Castle County	Kent County	Sussex County
<b>Coastal defense</b> documents the collection of fortifications spaced along the river and bay from Fort Delaware on Pea Patch Island to Fort Miles near Lewes.	<ul style="list-style-type: none"> <li>• <b>Fort Delaware</b> Peapatch Island off of Delaware City</li> <li>• <b>Fort Dupont</b> south of Delaware City</li> <li>• <b>Arsenal</b> New Castle</li> </ul>		<ul style="list-style-type: none"> <li>• <b>Fort Saulsbury</b> near Slaughter Beach</li> <li>• <b>Fort Miles</b> Henlopen State Park</li> </ul>
<b>The last stop to freedom</b> details the role Delaware has played in the history of the Underground Railroad network.	<ul style="list-style-type: none"> <li>• <b>Appoquinimink Friends Meeting House</b> Odessa</li> <li>• <b>Corbit-Sharp House NHL</b> Odessa</li> <li>• <b>New Castle Courthouse</b></li> <li>• <b>Friends Meeting House</b> Wilmington</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Longwood Farm</b> near Camden</li> <li>• <b>Daniel Corbit's Clearfield Farm</b> Smyrna</li> <li>• <b>Wild Cat Manor</b> Lebanon</li> </ul>	<ul style="list-style-type: none"> <li>• <b>Slave dwelling on estate of Gov. William H. Ross</b> Seaford</li> </ul>
<b>The coastal environment</b> examines natural resources of Delaware that provide resource-based recreational opportunities such as crabbing, fishing, swimming, and boating.	<ul style="list-style-type: none"> <li>• <b>Dragon Run Marsh</b></li> <li>• <b>Taylor's Bridge</b></li> <li>• <b>Blackbird Creek</b></li> <li>• <b>Thousand Acre Marsh</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Woodland Beach Wildlife Area</b></li> <li>• <b>Bombay Hook National Wildlife Refuge</b></li> <li>• <b>Little Creek Wildlife Area</b></li> </ul>	<ul style="list-style-type: none"> <li>• <b>Prime Hook National Wildlife Refuge</b></li> <li>• <b>Beach Plum Island Nature Reserve</b></li> <li>• <b>Cape Henlopen State Park</b></li> </ul>

# Appendix C: Legislation

120 STAT. 1856

PUBLIC LAW 109-338—OCT. 12, 2006

## TITLE VI—DELAWARE NATIONAL COASTAL SPECIAL RESOURCES STUDY

Delaware  
National Coastal  
Special  
Resources Study  
Act.

### SEC. 601. SHORT TITLE.

This title may be cited as the “Delaware National Coastal Special Resources Study Act”.

### SEC. 602. STUDY.

(a) **IN GENERAL.**—The Secretary of the Interior (referred to in this title as the “Secretary”) shall conduct a special resources study of the national significance, suitability, and feasibility of including sites in the coastal region of the State of Delaware in the National Park System.

(b) **INCLUSION OF SITES IN THE NATIONAL PARK SYSTEM.**—The study under subsection (a) shall include an analysis and any recommendations of the Secretary concerning the suitability and feasibility of designating 1 or more of the sites along the Delaware coast, including Fort Christina, as a unit of the National Park System that relates to the themes described in section 603.

(c) **STUDY GUIDELINES.**—In conducting the study authorized under subsection (a), the Secretary shall use the criteria for the study of areas for potential inclusion in the National Park System contained in section 8 of Public Law 91-383 (16 U.S.C. 1a-5).

(d) **CONSULTATION.**—In preparing and conducting the study under subsection (a), the Secretary shall consult with—

- (1) the State of Delaware;
- (2) the coastal region communities;
- (3) owners of private property that would likely be impacted by a National Park Service designation; and
- (4) the general public.

### SEC. 603. THEMES.

The study authorized under section 602 shall evaluate sites along the coastal region of the State of Delaware that relate to—

- (1) the history of indigenous peoples, which would explore the history of Native American tribes of Delaware, such as the Nanticoke and Lenni Lenape;
- (2) the colonization and establishment of the frontier, which would chronicle the first European settlers in the Delaware Valley who built fortifications for the protection of settlers, such as Fort Christina;
- (3) the founding of a nation, which would document the contributions of Delaware to the development of our constitutional republic;
- (4) industrial development, which would investigate the exploitation of water power in Delaware with the mill development on the Brandywine River;
- (5) transportation, which would explore how water served as the main transportation link, connecting Colonial Delaware with England, Europe, and other colonies;
- (6) coastal defense, which would document the collection of fortifications spaced along the river and bay from Fort Delaware on Pea Patch Island to Fort Miles near Lewes;
- (7) the last stop to freedom, which would detail the role Delaware has played in the history of the Underground Railroad network; and
- (8) the coastal environment, which would examine natural resources of Delaware that provide resource-based recreational opportunities such as crabbing, fishing, swimming, and boating.

### SEC. 604. REPORT.

Not later than 2 years after funds are made available to carry out this title under section 605, the Secretary shall submit to the Committee on Energy and Natural Resources of the Senate and the Committee on Resources of the House of Representatives a report containing the findings, conclusions, and recommendations of the study conducted under section 602.

## Appendix D: Consultation & Coordination



IN REPLY REFER TO:

### United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
United States Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

April 10, 2008

Mr. Timothy A. Slavin, SHPO  
Division of Historical and Cultural Affairs  
21 The Green  
Dover, DE 19901

**RE: National Park Service Special Resource Study for Coastal Delaware**

Dear Mr. Slavin:

The purpose of this letter is to notify you that a National Park Service (NPS) planning process is underway, and in accordance with Section 106 of the National Historic Preservation Act, we are seeking your input during this study.

The National Park Service is proceeding with a Special Resource Study and Environmental Assessment in the state of Delaware as required by the Public Law 109-338, enacted on October 12, 2006. This bill authorized the Secretary the Interior to conduct a special resource study of the national significance, suitability, and feasibility of sites in the coastal region of the State of Delaware for potential inclusion in the National Park System.

We have had meetings with you and your staff to discuss our efforts in the recent past. Since we are concentrating mostly on sites that have already been designated as National Historic Landmarks and which have been determined to be "nationally significant", we will be focusing on the criteria related to suitability, feasibility, and management options. We hope to continue working closely with your office as we move through this process.

In accordance with National Environmental Policy Act requirements and the National Historic Preservation Act, scoping efforts and public meetings were held to identify concerns, resources and interests of individuals, organizations, elected officials, and public agencies in the study area. We will keep you informed of future meetings. A Draft Environmental Assessment will be developed and address the issues that have been raised during this phase of the study.

As the project moves ahead into the management alternatives phase we will need to meet with you to get your input on the various options. I look forward to our continued collaboration on this project. If you have any questions or would like to set up a meeting, please contact me at (215) 597-1848, or at [peter\\_samuel@nps.gov](mailto:peter_samuel@nps.gov).

Sincerely,

Peter Samuel, Project Manager



IN REPLY REFER TO:

## United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
United States Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

April 17, 2008

Mr. Brice Obermeyer, PhD  
NAGPRA Director  
Emporia State University  
1200 Commercial Street  
Butcher Education Center, Room 115D  
Emporia, KS 66801

**RE: National Park Service Special Resource Study for Coastal Delaware**

Dear Dr. Obermeyer:

The purpose of this letter is to notify you that a National Park Service (NPS) planning process is underway in the Northeast Region, and we are seeking your input during this study.

The National Park Service is proceeding with a Special Resource Study and Environmental Assessment in the state of Delaware as required by the Public Law 109-338, enacted on October 12, 2006. This bill authorized the Secretary of the Interior to conduct a special resource study of the national significance, suitability, and feasibility of sites in the coastal region of the State of Delaware for potential inclusion in the National Park System.

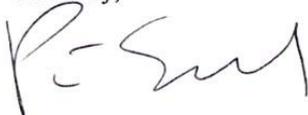
Since we are considering numerous potential sites within the broad study area, we believe it is important to get your input, or comments from a designated representative of the Delaware Tribe of Indians. We are interested in better understanding areas that contain historical properties to which your tribe attaches religious and cultural significance. We are especially interested in information regarding important tribal history events and places associated with the coastal region that are of special concern to your tribal members. We would like to know if there are cultural resources that we must include during our evaluation of the suitability of this area becoming a park unit and a part of NPS system.

We had public meetings in October 2007, and will have more meetings as the study progresses. The NPS will hold discussions on management alternatives in the next few months and it would be helpful to have your input before then. Once alternatives are

drafted, there will be opportunities for the public to provide comments during the review process.

We welcome the opportunity to discuss this project with you. If you have any questions or would like to set up a meeting, please contact me at (215) 597-1848, or at [peter\\_samuel@nps.gov](mailto:peter_samuel@nps.gov).

Sincerely,



Peter Samuel, Project Manager

cc: Chief Jerry L. Douglas  
Delaware Tribe of Indians



## United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
United States Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

IN REPLY REFER TO:

April 10, 2008

Ms. Julie Crocker  
N.O.A.A.  
One Blackburn Drive  
Gloucester, MA 01930-2298

**RE: National Park Service Special Resource Study for Coastal Delaware**

Dear Ms. Crocker:

The purpose of this letter is to notify you that a National Park Service (NPS) planning process is underway. The NPS is undertaking a Special Resource Study and Environmental Assessment in the state of Delaware as required by the Public Law 109-338, enacted on October 12, 2006. That bill authorized the Secretary to conduct a special resource study of the national significance, suitability, and feasibility of sites in the coastal region of the State of Delaware for potential inclusion in the National Park System.

The broad study area includes all of coastal Delaware from the northern boundary with Pennsylvania to the Southern one with Maryland. The western boundary is approximately Route 13 and I-95 as it goes through the city of Wilmington.

In accordance with National Environmental Policy Act requirements, public scoping meetings have been held and additional public meetings are planned for the future to identify the concerns, resources and interests of individuals, organizations, elected officials, and public agencies in the study area. A draft Environmental Assessment will be developed to address the issues that are raised during the study.

Pursuant to Section 7 of the Endangered Species Act of 1973 (87 Statute 884, as amended, 16 U.S.C. 1531 et seq.) we are initiating consultation regarding potential impacts of the proposed federal actions in this study. We are interested to know if you have any concerns that should be addressed in the draft EA. If it would be helpful, we are willing to meet with you to further discuss the project area, the goals and the process of the study, as well as our preliminary resource assessment.

We look forward to your input on this project, and if you have questions or would like to set up a meeting, please contact me at 215-597-1848, or at [peter\\_samuel@nps.gov](mailto:peter_samuel@nps.gov).

Sincerely,

Peter Samuel  
Project Manager



UNITED STATES DEPARTMENT OF COMMERCE  
National Oceanic and Atmospheric Administration  
NATIONAL MARINE FISHERIES SERVICE  
NORTHEAST REGION  
One Blackburn Drive  
Gloucester, MA 01930-2298

MAY - 1 2008

Peter Samuel  
National Park Service, Northeast Region  
United States Custom House  
200 Chestnut Street  
Philadelphia, Pennsylvania 19106

RE: NPS Special Resource Study for Coastal Delaware

Dear Mr. Samuel,

This is in response to your letter dated April 10, 2008 regarding a special resource study to determine the national significance, suitability, and feasibility of sites in the coastal region of the State of Delaware for potential inclusion in the National Park System. The National Park Service (NPS) has requested information on the potential impacts of this study on species listed by NOAA's National Marine Fisheries Service (NMFS).

The coastal waters of Delaware provide important habitat for several species listed by NMFS. A population of the federally endangered shortnose sturgeon (*Acipenser brevirostrum*) occurs in the Delaware River and individuals also occur in Delaware Bay. Listed sea turtles including the threatened loggerhead (*Caretta caretta*), and endangered Kemp's ridley (*Lepidochelys kempi*), green (*Chelonia mydas*), and leatherback (*Dermochelys coriacea*) sea turtles occur seasonally in Delaware waters. These species occur along the Atlantic coast of Delaware as well as in Delaware Bay from April - November each year.

Federally endangered North Atlantic right (*Eubalaena glacialis*) and humpback whales (*Megaptera novaeangliae*) are found seasonally off the Atlantic coast of Delaware. These species are expected to be in this area from November 1 - March 31. Fin (*Balaenoptera physalus*) and Sperm (*Physeter macrocephalus*) whales are also seasonally present off the coast of Delaware but are typically found in deeper offshore waters. Fin whales are likely to be present off the coast of Delaware from October - January and Sperm whales may be present in these waters from April - October.

It is difficult to determine from your letter whether the proposed action will affect listed species. If in-water studies or investigations are performed it may be necessary to coordinate with NMFS for permitting purposes. At this time, NMFS PRD does not have any concerns regarding the potential designation of sites in the coastal region of the State of Delaware to negatively impact listed species.

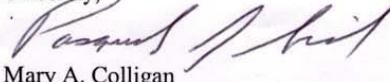


As you know, Section 7(a)(2) of the Endangered Species Act (ESA) of 1973, as amended, states that each Federal agency shall, in consultation with the Secretary, insure that any action they authorize, fund, or carry out is not likely to jeopardize the continued existence of a listed species or result in the destruction or adverse modification of designated critical habitat. Any discretionary federal action that may affect a listed species must undergo Section 7 consultation. As listed species may be present in the project area, the NPS is responsible for determining whether the proposed action is likely to affect any listed species and seeking the concurrence of NMFS with that determination.

Atlantic sturgeon (*Acipenser oxyrinchus oxyrinchus*) are distributed along the entire East Coast of the United States and have been designated a Candidate Species by NMFS. The best available scientific information indicates that a reproducing Atlantic sturgeon population persists in the Delaware River. This species occurs in the tidal river as well as in Delaware Bay and along Delaware's Atlantic coast. As a candidate species, Atlantic sturgeon receive no substantive or procedural protection under the ESA; however, NMFS recommends that project proponents consider implementing conservation actions to limit the potential for adverse effects on Atlantic sturgeon from any proposed project. In 2006, NMFS initiated a status review for this species to determine if listing as threatened or endangered under the ESA is warranted. NMFS is currently considering the information presented in the new Status Review Report to determine if any listing action pursuant to the ESA is warranted at this time. If it is determined that listing is warranted, a final rule listing the species could be published within a year from the date of publication of the listing determination or proposed rule. The Status Review report is available at: [http://www.nero.noaa.gov/prot\\_res/CandidateSpeciesProgram/AtlSturgeonStatusReviewReport.pdf](http://www.nero.noaa.gov/prot_res/CandidateSpeciesProgram/AtlSturgeonStatusReviewReport.pdf).

NMFS' Habitat Conservation Division is responsible for overseeing programs related to Essential Fish Habitat (EFH) designated under the Magnuson-Stevens Fishery Conservation and Management Act (MSA) and other NOAA trust resources. More information on essential fish habitat designations in the Northeastern United States is located on the Habitat Conservation Division web site at <http://www.nero.noaa.gov/hcd/webintro.html>. Questions concerning EFH in Delaware waters can be directed to Stanley Gorski at (732)872-3077. Should you have any questions regarding this correspondence, please contact Julie Crocker of my staff at (978)281-9300 x6530.

Sincerely,

  
for Mary A. Colligan  
Assistant Regional Administrator for  
Protected Resources

Cc: Gorski, F/NER4

File Code: Sec 7 tech assist 2008 – NPS study of Coastal Delaware  
PCTS: T/NER/2008/02192



IN REPLY REFER TO:

## United States Department of the Interior

NATIONAL PARK SERVICE  
Northeast Region  
United States Custom House  
200 Chestnut Street  
Philadelphia, PA 19106

April 10, 2008

Mr. John Wolflin  
U.S. Fish and Wildlife Service  
Chesapeake Bay Field Office  
177 Admiral Cochrane Drive  
Annapolis, MD 21401

**RE: Environmental Assessment for Delaware National Coastal Special Resource Study**

Dear Mr. Wolflin:

The purpose of this letter is to notify you that a National Park Service (NPS) planning process is underway. The NPS is undertaking a Special Resource Study and Environmental Assessment in the state of Delaware as required by the Public Law 109-338, enacted on October 12, 2006. That bill authorized the Secretary to conduct a special resource study of the national significance, suitability, and feasibility of sites in the coastal region of the State of Delaware for potential inclusion in the National Park System.

The broad study area includes all of coastal Delaware from the northern boundary with Pennsylvania to the Southern one with Maryland. The western boundary is approximately Route 13 and I-95 as it goes through the city of Wilmington.

This letter serves as notification that we have begun the National Environmental Policy Act (NEPA) process and are proposing to have an Environmental Assessment (EA) available for public and regulatory review later this year. In addition, this letter serves as a record that the NPS is initiating informal consultation with your agency pursuant to the requirements of the 1973 Endangered Species Act, as amended. In order to comply, we are requesting information concerning federal threatened and endangered species documented or reasonably suspected of occurring within our study area.

In accordance with National Environmental Policy Act requirements, public scoping meetings have been held and additional public meetings are planned for the future to identify the concerns, and interests of individuals, organizations, elected officials, and public agencies in the study area. The draft Environmental Assessment will be developed and address the issues that are raised during the study.

Should you know of any other resource constraint that may be a possible planning issue, please do not hesitate to contact us. If it would be helpful, we are willing to meet with you to further discuss the project, the goals and the process of the study, as well as our preliminary resource assessment.

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We look forward to your input on this project, and if you have questions or would like to set up a meeting, please contact me at 215-597-1848 or at [peter\\_samuel@nps.gov](mailto:peter_samuel@nps.gov).

Sincerely,

A handwritten signature in black ink, appearing to read 'P. Samuel', written in a cursive style.

Peter Samuel  
Project Manager



United States Department of the Interior

FISH AND WILDLIFE SERVICE  
Chesapeake Bay Field Office  
177 Admiral Cochrane Drive  
Annapolis, MD 21401  
410/573-4575



September 24, 2008

Ms. McConaghie  
NATIONAL PARK SERVICE  
1275 West Alameda Parkway  
P.O. box 25287  
Denver, CO 80225

*RE: Map of Delaware Coastal Special Resource Study*

Dear Ms. McConaghie

This responds to your letter, received September 19, 2008, requesting information on the presence of species which are federally listed or proposed for listing as endangered or threatened in the above referenced project area. We have reviewed the information you enclosed and are providing comments in accordance with section 7 of the Endangered Species Act (87 Stat. 884, as amended; 16 U.S.C. 1531 *et seq.*).

Except for occasional transient individuals, no proposed or federally listed endangered or threatened species are known to exist within the project impact area. Therefore, no Biological Assessment or further section 7 consultation with the U.S. Fish and Wildlife Service is required. Should project plans change, or should additional information on the distribution of listed or proposed species become available, this determination may be reconsidered.

This response relates only to federally protected threatened or endangered species under our jurisdiction. Limited information is currently available regarding the distribution of other rare species in the District of Columbia. However, the Nature Conservancy and National Park Service (NPS) have initiated an inventory of rare species within the District. For further information on such rare species, you should contact Mary Pfaffko of the National Park Service at (202)-535-1739.

An additional concern of the Service is wetlands protection. Federal and state partners of the Chesapeake Bay Program have adopted an interim goal of no overall net loss of the Basin's remaining wetlands, and the long term goal of increasing the quality and quantity of the Basin's wetlands resource base. Because of this policy and the functions and values wetlands perform, the Service recommends avoiding wetland impacts. All wetlands within the project area should be identified, and if alterations of wetlands is proposed, the U.S. Army Corps of Engineers,

Baltimore District, should be contacted for permit requirements. They can be reached at (410) 962-3670.

We appreciate the opportunity to provide information relative to fish and wildlife issues, and thank you for your interests in these resources. If you have any questions or need further assistance, please contact Devin Ray at (410) 573-4531.

Sincerely,



Leopoldo Miranda Castro  
Field Supervisor

## Appendix E: Bibliography

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# APPENDICES





Delaware National Coastal Special Resource Study  
and Environmental Assessment