
3.0 RESEARCH DESIGN

The purpose of the historic architectural investigation was to identify all pre-1955 buildings and structures within the APE and evaluate their National Register-eligibility under identified historic contexts. Background information used to develop historic contexts for the investigation was gathered from the Delaware Public Archives, the Delaware State Historic Preservation Office, the University of Delaware Library, the New Castle County Library (Newark Branch), and the Historical Society of Delaware. Construction dates for buildings and structures were estimated, based on exterior appearance. In some cases, these dates were compared to those indicated in the on-line New Castle County and Maryland State assessment record databases.

All properties containing pre-1955 buildings located within the APE were surveyed to obtain the information necessary to complete the appropriate DE SHPO survey forms. Black and white 35mm photographs were taken of the exteriors of buildings. When permission to enter a property could be obtained, portions of buildings not visible from the street were viewed and photographed.

Based upon the identified historic contexts for the APE, the following property types were expected to be present within the APE: farms; limited access roadways and toll plazas; single-family residences, and a boundary marker. Eligibility criteria for each expected property type follow.

Agricultural Properties

An agricultural property may be eligible for the National Register under any of the four criteria.

Under Criterion A, an agricultural property may be eligible if it is associated with events that have made a significant contribution to the broad patterns of history. This contribution may involve an association with an important agricultural advance or an incidental role as the location of an important historical event, such as a battle or skirmish. Under Criterion B, an agricultural property may be eligible for association with the life of a person significant in the past. To be eligible, the significance of the individual to the history of the locality or region must be demonstrated, and it must also be documented that the property is directly associated with the period of his or her productive life. Under Criterion C, an agricultural property may be eligible if it embodies the distinctive characteristics of a type, period, or method of construction. For example, a little altered nineteenth century farm with house, associated outbuildings, and surrounding agricultural land, may be eligible as an example of a type, a nineteenth century farm.

In addition, former farmhouses lacking associated outbuildings and agricultural land may be eligible under Criterion C for their architecture. The most common former farmhouse design is the I-house. An I-house must be a two- or two-and-a-half story, hipped or side-gabled-roof house of rectangular form. The dwelling must have a centrally located front door and be one-room deep with single rooms on either side of the hallway. Its eligibility is strengthened if gable-end chimneys, rear extensions giving them an L or T shape in perimeter, and/or ornaments are featured.

As previously noted, examples of such former farmhouses in the project area are representative of several vernacular types common in the eastern United States. Because of the number of surviving examples, individual examples are rarely eligible for their architecture. Eligibility is

dependent on either retention of an exceptionally high proportion of their original fabric or possession of exterior decorative elements that make the house a good example of a particular architectural style, such as the Victorian Italianate.

Under Criterion D, an agricultural property may be eligible if it has yielded or may be likely to yield information important in history. This information could include construction practices or agricultural techniques or practices.

To be eligible for the National Register under the agricultural context, a property must remain identifiable as a farm. This requires survival of both the farmhouse and the primary outbuildings, most notably, the barn. The setting must be such as to convey the former agricultural use. Although surrounding land may not be currently farmed, sufficient surrounding land must remain undeveloped to convey the agricultural character of the property.

Limited Access Roadways, Commemorative Monuments and Toll Plazas

Because the entirety of the I-95/Delaware Turnpike postdates 1955, its National Register eligibility must be evaluated under Criteria Consideration G: a property achieving significance within the past 50 years if it is of exceptional individual importance and maintains a high degree of integrity.

The Delaware Turnpike was one of many limited access highways constructed throughout the country during the first decade of the federal interstate highway program. Because highway construction was booming nationwide, only a few such roads possess the “exceptional importance” required under Criteria Consideration G.

Interstate 95/Delaware Turnpike is evaluated as a district because of the unified plan and physical development that resulted in its initial construction. Elements of the district include the roadway and exit ramps, lighting and signage, buildings and structures such as the toll barrier and administration building, and objects such as the Delaware-Maryland boundary marker. Due to the scope of this investigation, not all of the roadway is located within the APE, and portions have not been surveyed. Among the major elements outside the APE are the maintenance complex, the service plaza, and, on the I-295 extension, the Delaware Memorial Bridge and associated toll plaza and office/maintenance buildings. The National Register evaluation of eligibility considered all components of the turnpike. This is typical procedure for the evaluation of a district whose boundaries extend outside of the APE of a particular investigation.

To possess this “exceptional importance,” the resource must possess both significance and integrity. Significance is evaluated in relation to the four National Register criteria.

Under Criterion A, the pattern of events represented by the resource must be of exceptional importance to the state of Delaware. That is, the construction of a connection between highways leading to the New Jersey Turnpike and Maryland’s Northeastern Expressway must represent an event of exceptional importance to the state.

Under Criterion B, the resource must be associated with a person important to the history of the community, state, or nation. As noted, the resource was dedicated by President Kennedy in November 1963. Many other properties and locations were associated with the President. Is this resource among those that best represent the President’s contributions to the history of the United States?

Under Criterion C, a resource must possess architectural or engineering significance as representative of a type, period or method of construction, as the work of a master, or possess high artistic values. Because the highway is an anonymous interstate designed with little or no aesthetic concern, it does not possess high artistic values and is not representative of the work of a master. Under Criterion C, the evaluation is limited to a consideration of whether the resource possesses engineering significance because of its method of construction. Additionally, evaluation factors for achieving engineering and architectural significance in highway infrastructure should consider consistently and continually uniform construction practices and applications during periods of expansion and management of its facilities. Most of the original design or supporting facilities should remain in place and should be recognized, clearly present, and operable. For example, removal or replacement of toll plaza signage and gates, and modernization or replacement of booths, operations, and equipment is an inconsistent practice when those original or in-kind components of materials and design practices are not used.

Under Criterion D, a resource must have the potential to yield information in prehistory or history. Eligibility under this criterion is unlikely. The information potential of most modern highways is low or nonexistent.

To possess integrity, the present resource must convey strong associations with the resource as it appeared during its period of significance. Physical changes are expected, but much of the original architectural and engineering fabric of the original resource must remain.

As noted, the portion of I-95 located adjacent to the Maryland-Delaware boundary was dedicated by President John F. Kennedy in November 1963. As part of the ceremony Kennedy unveiled a replica of a Mason-Dixon boundary stone installed in the median of the highway. After the president's death, the legislatures of the two states passed legislation making the highway a memorial to Kennedy, and bronze plaques were affixed to the base of the monument commemorating his dedication of the highway.

The I-95 dedication monument must be evaluated both as a recently constructed commemorative monument and for its association with the late president and his contributions to the interstate highway system. The primary legislative impetus for the interstate highway program was the Interstate Highway Act of 1956. The bill's authors were Representative George Fallon of Maryland and Senator Hale Boggs of Louisiana. According to historian Mark Rose, Fallon contributed the details of fund distribution, control of construction and apportionment, while Boggs concentrated on finances (Rose 1979:89). The bill was approved in the Senate on June 26, 1956 by a vote of 89 to 1 after earlier having received House approval. The legislation, providing for an accelerated highway building program, was signed by President Eisenhower on June 29, 1956.

John F. Kennedy, then junior Senator from Massachusetts, participated in the bill's discussion. He also introduced for publication in the *Congressional Record* a resolution in support of passage of the act issued by the Massachusetts State Senate (United States Congress 1956:11679-11680). Earlier in the Second Session of the 84th Congress, Senator Kennedy had participated in the floor debate by advocating the applicability of the Davis-Bacon Act, requiring the payment of locally prevailing wages, to interstate highway expenditures (United States Congress 1956:9163-1964, 9170-9171).

Kennedy remained an advocate of the interstate highway system during his presidency. Not long after his inauguration, the President issued his “Special Message to the Congress on the Federal Highway Program.” In this message, Kennedy wrote that timely completion of the construction program was essential to national defense, to traffic safety and to the national economy. To fund highway construction, Kennedy advocated increasing federal taxes on diesel fuel, large trucks, highway tires, inner tubes, and tread rubber. In addition, he ordered the immediate release of \$724 million in Federal highway funds scheduled to be released a month later (Kennedy 1961:126-133). Later in his administration, Kennedy occasionally noted the importance of increased highway expenditures during speeches and messages in various venues.¹

Kennedy was clearly a supporter of interstate highway construction, as were most national politicians of the time. He played some role in advancing this agenda both by his Senatorial votes and by his continuing advocacy during his presidency. This role appears not to have been as significant in the development of the system as that played by his predecessor, President Eisenhower, beginning with his February 1955 message to Congress, and by the 1956 bill’s primary authors, Senator Boggs and Representative Fallon. Eisenhower’s advocacy is commemorated in the naming of the entirety of the system in his honor. The primary studies of the politics of the interstate highway system, written by Mark Rose, fail to credit Kennedy with a significant role in advancing the highway agenda (Rose 1979; 1990).

Information concerning the planning and design of the I-95 monument is not contained in records searched at the Delaware Public Archives. The form of the monument, a crownstone, is appropriate given its location near the border between the two states. Such stones were used by Mason and Dixon to mark points on the boundary of the two states. A list of dedication ceremony arrangements in the Delaware Turnpike Administrative Records file at the Delaware Public Archives indicates that the monument was supplied by the state of Delaware (Anonymous 1963b; see Appendix V).

The monument was intended to mark the dedication of the adjoining highway sections. It was not placed to honor the fallen president. In fact, as indicated in the ceremony arrangements list, the dedication of the monument would have occurred even if the president had been unable to attend.

The permanent bronze plaques affixed to the monument after the dedication ceremony note the President’s role in the ceremony. The Maryland plaque, located at the east end of the base, reads:

Maryland NE Expressway dedicated by The President of the United States, John F. Kennedy, November 14, 1963; J. Millard Tawes-Governor; State Roads Commission, John B. Funk –Chairman Director: Harley P. Parinsfield, Lansdale G. Clagett, Leslie H. Evans, John D. McMullen, William P. Owings; Thomas N. Kay – Chief Administration Officer; David H. Fisher; Authorized by General Assembly 1955.

The Delaware plaque, located at the west end of the base, reads:

Delaware Turnpike dedicated by The President of the United States, John F. Kennedy, November 14, 1963; Elbert N. Carvel, Governor; State Highway

¹ See, for instance, Annual Budget Message to the Congress, Fiscal Year 1964. January 17, 1963 (Kennedy 1964:26 ff).

Department, N. Maxson Terry Chairman, Lemuel H. Hickman, Vice Chairman, Thurman Adams, Jr., Harry Bonk, Anthony B. Carroll, Jr., C. Warren Gass, Aubrey B. Lank, Frank H. Mackie, Jr., Albert S. Moor, Elmer Fratt, William J. Hopkins; William J. Miller, Jr., Director of Operation, Ernest A. Davidson, Chief Engineer; James J. Deputy, Controller; Authorized by General Assembly 1961.

On December 18, 1963 the Delaware General Assembly passed legislation to rename the highway the “John F. Kennedy Memorial Highway” and ordered the Department of Highways to erect suitable signs or markers to inform the public of the proper name (General Assembly 1964:590). This legislation was accompanied by a joint resolution of the 122nd General Assembly that read in part:

Whereas, he [President Kennedy] was a great supporter of arterial highways to bind the nation together and on November 14, 1963 dedicated the Delaware Turnpike as part of the nation’s arterial highway system,...therefore

Be It Enacted that the Senate of the 122nd General Assembly, the House of Representatives concurring therein, requests the appropriate governmental bodies in the several states and in the Federal Government to rename the arterial limited access highway leading from Massachusetts to the nation’s capital the “John F. Kennedy Memorial Highway” as a living tribute to this great and dedicated American....(Delaware Turnpike 1964:14).

Early in 1964, the Maryland legislature passed similar legislation and signs indicating the name change were erected in both states.

The dedication monument was envisioned as a memorial to President Kennedy on November 14, 1964 when Governor Carvel placed a wreath at it. In remarks, he remembered the dedication ceremony of a year earlier and described the dedication site as a “hallowed spot.” The ceremony also included a prayer by a Wilmington priest and *Taps* played by a Delaware National Guard bugler (Anonymous 1964).

Is the monument eligible for the National Register because of its association with President Kennedy and as the site of his last formal public appearance prior to his assassination? In addition to being evaluated as a component of a larger Interstate 95 district, the monument was assessed for National Register eligibility under Criterion F as a commemorative property:

A proper primarily commemorative in intent can be eligible if design, age, tradition, or symbolic value has invested it with its own exceptional importance (NPS 1991:39).

Properties required to meet this consideration are those whose “sole or primary function is commemorative.” The monument, erected to mark the dedication of the Maryland and Delaware highway segments meets the National Register definition for a commemorative property. In addition, because the monument is less than 50 years of age, it must also meet the “exceptional importance” consideration of Criteria Consideration G.

Suburban Dwellings

In their suburban context for the Wilmington area, Chase et al. cite characteristics that each house type must possess to retain integrity. These characteristics are as follows:

- A **bungalow** must be a one- or one-and-a-half story house with a low-pitched roof, deep, overhanging eaves, and a broad porch dressing the front façade. The consideration of such a dwelling is further strengthened if the eaves are supported by brackets and if there are bay windows included in the design.
- A **four-square house** must be a two- or two-and-a-half story, hipped-roof house of a simple square or nearly-square both in plan and elevation. It should be a plain, substantial building with a porch across the front. Its eligibility is strengthened if it has dormers as additional features.
- A **colonial revival house** should present a balanced impression. It should be a two- or two-and-a-half story, five bay side-gable dwelling, usually with symmetrical fenestration. While the materials may vary, a colonial revival dwelling's eligibility will be strengthened if it follows traditional decorating conventions with classically-designed ornamentation around the entry door and window shutters.
- The **Dutch colonial** must be a three- or five-bay, gambrel-roofed dwelling of two stories. While the house may be either side- or front-gabled in design, the style should display the typical shed dormer across the width of the building. The Dutch colonial should have a solid, substantial profile.
- The **side-gable cottage** must be a simple, modest dwelling or one- or one-and-a-half stories and generally three bays. The building should be oriented so the roofline runs parallel to the street. The roof must be of average pitch and the projections of the eaves shallow. If there are dormers into the upper floor, they must be of the simplest style as must any porch used to ornament the front of the dwelling.
- The **Cape Cod cottage** is a more complex version of the side-gabled cottage. The simplicity of the side-gabled cottage must show increased ornamentation with the Cape Cod, most notably supplied by two or three gable dormers in the steeply-pitched roof. The eligibility of a house of this style is strengthened if the dwelling is symmetrical in design, has traditional classical decoration around the door, and has shutters at the windows.
- The **front-gable cottage** must adhere to standards of simplicity similar to the side-gable cottage. It must be one- or one-and-a-half stories in height and constructed with two or three bays. The roof must have an average pitch and may be broken with a modest cross-gable dormer. The entry should be sheltered by a front porch (Chase et al. 1992:62-63).
- The **ranch** must be one-story with strong horizontal lines in an L-shape or rectangular form. The asymmetrical dwelling should have a low-pitched roof and overhanging eaves. The eligibility of a house of this style is strengthened if the dwelling is set back from the road on a deep rectangular, or corner lot. Additionally the dwelling lacks decorative detailing, and the exterior cladding is wood, brick, stone or mixed wall-cladding material. Picture windows, patios, and areas for automobile storage (attached, or detached) also strengthen their eligibility.

- The **minimal traditional house** must be a one or two-story dwelling with a low-to-medium height pitched roof, feature at least one front-facing gable and/ or a large chimney. The building should be constructed with a side-gabled rectangular core. Eaves should be close rather than overhanging. The eligibility of a house of this style is strengthened if the dwelling lacks decorative detailing, and the exterior cladding is wood, brick, stone or mixed wall-cladding material.

The National Register eligibility of any of these house types is dependent on integrity of design, materials, and workmanship. The original appearance of the dwelling must have remained largely unchanged. If major alterations have occurred, such as total window replacement, its integrity may have been compromised. If changes can be reversed, the dwelling's integrity may not have been irrevocably compromised (Chase et al. 1992:64).

Subdivisions

In the suburbanization context written for the Wilmington vicinity, Chase et al. suggest basic criteria in order for a subdivision to qualify for eligibility and/ or listing in the National Register of Historic Places. A subdivision must be a residential community established during a specific time period, distant from the center of Wilmington, but tied still to it by employment.

The following physical characteristics define a subdivision:

- The layout of the streets within the subdivision (straight or curving)
- The number of streets that make up the subdivision
- The means of access in and out of the subdivision
- The degrees of architectural variety within the subdivision

In order for a subdivision to be considered eligible for the NR, Chase et al. suggest that the community possess three of the four above-mentioned characteristics, in a form appropriate to the time period in which it was created.

Once a resource has been fully determined a subdivision, it must be evaluated for integrity and significance under the criteria established by the Secretary of Interior. Chase et al. cite the following elements necessary for a subdivision to retain integrity:

- The original physical layout of the plan must be present and discernable.
- No portion of the subdivision can have been destroyed with the invasion of nearby or adjacent highways or industrial plants and
- The earlier dwellings of the subdivisions must still be extant. If the construction of houses spans a number of decades within the subdivision, representative examples of each period should be present (Chase et al. 1992:35-36).