

**CITY OF DOVER HISTORIC DISTRICT COMMISSION  
AGENDA  
THURSDAY, August 16, 2018 - 3:00 P.M.  
City Hall – Conference Room**

ROLL CALL

APPROVAL OF AGENDA

APPROVAL OF MINUTES OF MEETING on July 19, 2018

COMMUNICATIONS & REPORTS

1. Summary of Activity
  - a. Summary of Applications 2017-2018
  - b. Summary of Architectural Review Certifications for 2018
  
2. Department of Planning & Inspections Update

NEW APPLICATIONS – None

NEW BUSINESS

1. Review of Permits Referred to Commission
  
2. Certified Local Government (CLG) Program
  - a. Update on Submission of FFY2018 CLG Grant Application
  
3. Project for Dover's 2019 Comprehensive Plan
  - a. Update on Project Activities
  - b. Update on Evaluation of 2008 Goals and Recommendations
  - c. Discussion of Historic Preservation Chapter

ADJOURN

THE AGENDA ITEMS MAY NOT BE CONSIDERED IN SEQUENCE. THIS AGENDA IS SUBJECT TO CHANGE TO INCLUDE THE ADDITION OR THE DELETION OF ITEMS, INCLUDING EXECUTIVE SESSION.

**CITY OF DOVER**  
**HISTORIC DISTRICT COMMISSION**  
**July 19, 2018**

The Regular Meeting of the City of Dover Historic District Commission was held on Thursday, July 19, 2018 at 3:00 PM with Vice Chairperson Ms. Horsey presiding. Members present were Mr. Czerwinski, Mr. Street, Ms. Horsey and Ms. Mason. Chairman McDaniel was absent.

Planning Office Staff members present were Mrs. Melson-Williams and Mrs. Savage-Purnell.

**APPROVAL OF AGENDA**

*Mr. Czerwinski moved for approval of the agenda, seconded by Mr. Street and the motion was unanimously carried 4-0. Chairman McDaniel was absent.*

**ADOPTION OF MINUTES OF THE REGULAR HISTORIC DISTRICT COMMISSION MEETING OF MAY 17, 2018**

*Ms. Mason moved for approval of the minutes of May 17, 2018, seconded by Mr. Czerwinski and the motion was unanimously carried 4-0. Chairman McDaniel was absent.*

**COMMUNICATIONS & REPORTS**

**Summary of Applications for 2017 and 2018**

Mrs. Melson-Williams stated that there were four (4) items that were raised to the level of a formal application. There were two (2) Permits that were referred by Staff during the last calendar year. There was one (1) application in December that dealt with the Governor's Café Kitchen Addition. They have since been to the Planning Commission and have conditional approval for the expansion; it is in the Check Print Review process. The only one for 2018 is the CLG Grant Application file and then the items from today will be added.

Mr. Czerwinski questioned whether there was a permit for the work being done at the Golden Fleece Tavern. He noticed work being done but did not recall seeing a permit. Mrs. Melson-Williams replied that there were permits for interior renovations dating to 2017.

Ms. Horsey questioned the roof work being done at Wesley Church. She asked it had to go through a submission process. Mrs. Melson-Williams replied that there have been a number of roof projects. If it is underway now it may be a June or early July permit.

**Summary of Architectural Review Certifications for 2018**

Mrs. Melson-Williams stated with the Architectural Review Certifications for 2018, there were fourteen (14) Permits in the Historic District, nine (9) in which Staff was able to grant approval under the provision of the *Zoning Ordinance* and five (5) of them were interior work only. There were five (5) Sign Permits.

**NEW BUSINESS**

**Review of Permits Referred to Commission:**

HI-18-02 Referral of Demolition Permit #18-1104: Accessory Structure at 12 Kings Highway  
NE– Update on Review Status of Architectural Review Certification for Demolition Permit

application #18-1104 for project to demolish accessory building. The property is zoned R-8 (One-Family Residence Zone) and is subject to the H (Historic District Zone). The property is located on the south side of Kings Highway NE/Division Street and west of intersection with Kent Avenue. The owner of record is Elizabeth W. Murphey School Inc. Property Address:12 Kings Highway NE. Tax Parcel: ED-05-077.05-04-47.01-000.

Mrs. Melson-Williams gave a brief description of the Permit. She updated the Commission on the review status and Architectural Review Certification for what was a Demolition Permit #18-1104 to demolish an accessory building on the Murphey School property. She stated that Staff's initial look at the Permit for their review identified that they should refer it to the Historic District Commission for consultation. The letter was dated July 5, 2018. Upon Staff issuing the letter, the property owner provided additional information on the request. Minor demolition is something Staff can review through the Building Permit application process. With the additional information in a letter and photos, Staff was able to make the determination to move forward in issuing the Demolition Permit. There is no clear date when the accessory structure was constructed but it has been changed in form to include the chimney. On July 10, 2018 Planning Staff issued the Architectural Review Certification. The following findings were made because it is certainly an accessory structure that has somewhat of a limited visibility from the public way. The additional information was adequate and the sense of the modifications that have occurred over time have changed the original character of the structure. Basically, with the removal of the building they will need to stabilize the building footprint and remove all the debris. Demolition was occurring late last week.

Ms. Horsey commented on her observations from the letter regarding the records. She mentioned that just because there are no records does not mean you have to tear it down. But she agrees with Staff decision.

Mrs. Melson-Williams stated that they have a rather extensive collection of the actual blue prints for all the buildings along Kings Highway and Kent Avenue. Because of the way the Murphey School is established with the Board, they have all kinds of contract documents and meeting minutes. She did mention that they could seek some archival assistance to maintain the records.

Ms. Mason questioned if they were demolishing the structure because it was non-functional. Mrs. Melson-Williams replied that it was non-functional and at one point it held a mechanical system. They currently have a new geothermal system for the complex.

### **Other Permits Referred**

**HI-18-03 Referral of Fence Permit #18-1207: Proposed Fence at 401 S. Governors Avenue**  
**Representatives: Ms. Katie Mitchell and Ms. Taylor Michaels, Owners.**

Ms. Michaels mentioned that they are hoping that A Waggin Good Time will be a new piece of the puzzle in Downtown Dover. It will consist of doggie daycare, hotel stay, grooming and a program called Pets for Vets.

Mrs. Melson-Williams handed out information regarding a Fence Permit received for the property located at 401 S. Governors Avenue and Permit #18-1207. Mrs. Melson-Williams gave

a summary of the Permit that was submitted on July 13, 2018. The owners are requesting a 6-foot fence. The *Design Standards & Guidelines* for the Historic District limits the height of fences to 4 feet. She read a statement from Chapter 3 of the *Design Standards & Guidelines*. The fence will be located on the southside of the building and wrap around to the east side of the building. They are proposing a white vinyl panel system.

Mr. Czerwinski asked if vinyl was a material that was addressed. Mrs. Melson-Williams replied that vinyl or any other composite is not addressed in the *Design Standards & Guidelines* which date to the early 90's when those materials were probably not even thought about. We have seen vinyl or composite in other places in the Historic District.

Mr. Czerwinski stated that there was something similar in the past that for a fence that exceeded the height and included wood grain located on State and Division Streets and also a suggestion of a dumpster enclosure Mrs. Melson-Williams stated that she was not sure the work was completed. In the case of that fence it was a scenario where the existing wood fence was already taller than 6 feet that they would be replacing. The Historic District Commission provided to the applicant with some direction of things to consider.

Ms. Horsey mentioned that she recalls another situation where the applicant wanted to put up white vinyl. Apparently, there are other available colors to choose from. The white vinyl will not be harmonious at all. This is actually "The Green" as opposed to the general Historic District. She would recommend checking out other options. Although she does not like vinyl, she is willing to go with it if it is another color.

Ms. Michaels asked like a clay color? Ms. Horsey replied yes, a clay or a stone, or a brown look.

Ms. Michaels asked if the Commission had to pick what went there other than vinyl, what would it be? They just went with vinyl since the wood was not recommended and because it was not listed in the *Design Standards & Guidelines*. They thought that the vinyl would be more appealing and they like the privacy because of the dogs and safety reasons (like a child's hand not being able to go through the fence). It is also easier to clean and maintain. Again, they asked Ms. Horsey what she would recommend. Ms. Horsey replied that she would suggest that they check into the other colors of the vinyl (a more neutral color).

Mr. Street suggested a vinyl picket look with more of a design than a stockage fence. But it was a good safety point regarding the children not being able to stick their hand(s) through the fence. Ms. Michaels mentioned that this type of fence has no gaps and is somewhat affordable.

Ms. Horsey mentioned that she has a 20-year-old stockage fence between their own house which is on The Green and the next building over. When it first went up she thought it looked new (not brand new). It is 6 feet and does not have any gaps. The Historic District Commission would feel better if you went that route because it looks a little more natural. The Commission does not want to stop you from the project.

Mr. Czerwinski stated that the style of the fence is important to the Historic District Commission.

Ms. Michaels and Ms. Mitchell mentioned that they had not yet signed the lease until they received approval from the Historic District Commission because they cannot have the business in that location without the fence.

Ms. Horsey asked the location of the fence and if it was going to be located on the southside. Ms. Michaels replied that 10-feet will wrap around on Bank Lane side, the back of the building and the empty parking lot would line the remainder of the fence. There are probably only 3 panels in the front on Governors Avenue. She stated that they also have parking on Bank Lane.

Ms. Mason mentioned that she was right next door. She stated that the fence could be similar to what she has.

Ms. Mason asked how many dogs would they have in the fenced area? She was concerned about the noise. Ms. Michaels replied that they will never be outside unattended. They will only be outside to release energy and use the bathroom. It will be an indoor doggy daycare and there is no outdoor kennel.

Ms. Horsey stated that she thought that it was a great idea.

Ms. Michaels and Ms. Mitchell both thought this was a safe and great location.

Mr. Czerwinski asked if the shed was going to be taken out (the bump out). Ms. Michaels replied no, it is a part of the building that is attached.

Mr. Czerwinski asked if the fence would come in line with the parking lot. Ms. Michaels replied that it would come where the concrete is located.

Mr. Street asked if there would be a gate. Ms. Michaels replied yes, there will be one gate. There was additional discussion amongst the Commission members regarding the vinyl/wood texture. They wanted to make sure the fence did not look shiny. They did not like the white. A brown color will be fine.

*Mr. Czerwinski made a motion to approve the 6-foot height of the fence and recommended to use wood stockage fencing of a natural color or bare treated wood, it could be vinyl if it is a neutral color or wood grain. The motion was second by Ms. Mason and unanimously carried 4-0. Chairman McDaniel was absent.*

### **Certified Local Government (CLG) Program**

#### **Update on Submission of FFY2018 CLG Grant Application**

Mrs. Melson-Williams stated that the Grant Application was submitted for 2018. They were intending that the start date would be July 1, 2018, but as of today she does not have a Grant Agreement for all parties to sign. The State Historic Preservation Office was working on it. We had specifically dedicated time to work on the updated Historic Preservation Chapter for the City's Comprehensive Plan. Items that they focused on were to set up an outreach activity workshop to gather information for the Comprehensive Plan but also serve as an educational

opportunity. They will use grant monies to conduct the workshop and printing cost for informational pieces. She will keep the Historic District Commission informed of the outreach workshop. They were going to send information directly to all property owners within the Historic District Zone and any other National Register properties within the City. This is being done for introduction and educational opportunities. They also must write the chapter to have public input on the preservation side.

Mr. Street asked what the timeframe was. Mrs. Melson-Williams replied for the Comprehensive Plan they are still collecting data but will be writing within the next two months.

Mr. Czerwinski stated that the Historic District Commission needed time to talk to get some consensus. Mrs. Melson-Williams replied correct and that it was the next item on the agenda.

### **Project for Dover's 2019 Comprehensive Plan**

Update on Project Activities

Evaluation of 2008 Goals and Recommendations

Mrs. Melson-Williams stated that they have been working on the 2019 Comprehensive Plan since February. The City's *2008 Comprehensive Plan* that was adopted in February 2009 is due for the 10-year update rewrite. It will need to be completed by February 2019. Included in your packet was the project update that was given to City Council in June. It has been divided into five (5) main phases (Information Gathering, Plan and Map Development, Consideration of the Plan Recommendation, Formal Review and Adoption Process, and Implementation of the Plan). Staff have done some outreach meetings on specific topics related to Economic Development. There was a workshop of stakeholders held at Wilmington University in June. There was a roundtable discussion with real estate members and home builders last week. Planning Staff will also be meeting with different City Departments about the topic areas.

Mrs. Melson-Williams stated that everyone has done their homework which was looking at the goals and recommendations from the 2008 Comprehensive Plan. There will be a more formalized discussion regarding the Preservation Chapter at the August Historic District Commission meeting. A lot of the text of the chapter will not change. A goal is to evaluate the district boundaries. The State also have a statewide Historic Preservation Plan that is in its draft final stage.

Mrs. Melson-Williams stated that the current Historic Preservation Chapter of the 2008 Plan is on the City's website. Currently, there is a survey questionnaire on the website. Hardcopies are also available. She handed out yellow cards with the survey information to share with others. She asked the members to take the survey. The count of people taking the survey as of this morning was 345. The hardcopy along with the card are located on the counter in the Inspections area (City Hall), the Library, Reed Street and the Pitts Center. The survey will be open until the end of the month. The survey questionnaire goes through a number of topic areas (the likes and dislikes of Dover, emerging trends and issues, etc.).

Ms. Horsey urged all members to take the survey and give a least one (1) card away.

Mrs. Melson-Williams mentioned that there was a presentation before Council and at the Planning Commission meeting.

Mr. Street asked a question regarding the survey questionnaire: what is update the Consolidated Plan? Mrs. Melson-Williams replied that the Consolidated Plan is related to the Community Development Block Grant Funding that is received from HUD. Some of the funds go to first time homebuyers, down payment assistance, rehab and emergency home repair.

*Mr. Street moved to adjourn the meeting, seconded by Ms. Mason and unanimously carried 4-0. Chairman McDaniel was absent.*

Meeting adjourned at 4:00 PM

Sincerely,  
Maretta Savage-Purnell  
Secretary

City of Dover Historic District Commission  
 Summary of Applications 2017  
 Updated thru July 31, 2018

FILE#	PLAN NAME	LOCATION	TYPE	ACTION	STATUS
HI-17-01	CLG Grant Application for FFY2017	Certified Local Government Application for Grant Funding	Information File	Notice of Eligibility for Grant 3/1/2017; FFY2017 CLG Grant Application submitted 4/28/2017 to SHPO	Grant Application submitted; Formal Award Letter received with Grant Agreement; Grant Timeframe to cover 7/6/17-6/30/18; Grant Withdrawn
HI-17-02	Referral of Building Permit #17-949	305 South Governors Avenue	Building Permit for Renovations to Apartment Building	Permit #17-949 referred to HDC by City Planner for Architectural Review Certification consultation; Considered at 6/15/2017 HDC Meeting	Permit Application received 6/6/2017; Permit to be issued subject to conditions of Architectural Review Certification; No Action
HI-17-03	Referral of Sign Permit #17-1484	115 West Loockerman Street	Sign Permit: Wall Sign	Permit #17-1484 referred to HDC by City Planner for Architectural Review Certification consultation; Considered at 9/21/2017 HDC Meeting; Appealed to Planning Commission and considered on 10/16/2017	Permit Application received 8/16/2017; Permit issued for installation of wall sign. Applicant seeks to allow back-lit sign. Determination by City Planner of prohibiting the back-lit sign remained in place after two failed motions by the HDC. Applicant appealed the decision of the HDC to the PC. PC took action to approve Architectural Review Certification to allow backlighting of the sign.
HI-17-04	Governors Café Kitchen Addition	144 Kings Highway SW	One story addition to kitchen	12/21/2017 Public Hearing and Review with the Historic District Commission. Conditional Approval granted of Architectural Review Certification.	Project proposal to add a one-story building addition to rear wing of the existing building to expand the kitchen area. Project received Conditional Use approval from the Planning Commission (Application C-18-01). Final Plan Approval granted 7/26/2018. Awaiting submission of Building Permit.



City of Dover Historic District Commission

Summary of Applications 2018

Updated thru July 31, 2018

FILE#	PLAN NAME	LOCATION	TYPE	ACTION	STATUS
HI-18-01	CLG Grant Application for FFY2018	Certified Local Government Application for Grant Funding	Information File	Notice of Eligibility for Grant 3/15/2018; FFY2018 CLG Grant Application submitted 5/11/2018 to SHPO	Grant Application received; awaiting Formal Award Letter and Letter of Agreement; Grant Timeframe to be 7/1/18-6/30/19
HI-18-02	Referral of Demolition Permit #18-1104 Accessory Structure	12 Kings Highway NE, Elizabeth W. Murphey School	Demolition Permit - Accessory Structure	Permit #18-1104 referred to HDC by City Planner 7/5/2018 for consultation on Architectural Review Certification; Applicant provided additional information to Planner; Planner issued ArchRevCert 7/10/2018	Permit Application received 6/25/2018; Additional Information received 7/9/2018 enabled ArchRevCert to be granted: Permit issued 7/10/2018; Update on Status to HDC on 7/19/2018
HI-18-03	Referral of Fence Permit #18-1207	401 South Governors Avenue	Fence Permit	Permit #18-1207 referred to HDC by City Planner 7/18/2018 for consultation on Architectural Review Certification; Considered at 7/19/2018 HDC Meeting - approval granted for 6 ft. height with recommendations on fence material	Permit application received 7/13/2018; HDC authorizes fence height and recommends materials; Permit to be issued subject to conditions of Architectural Review Certification

Summary of Permit Applications with Architectural Review Certification  
2018 - Updated Thru 7-31-2018

DATE	PERMIT #	LOCATION	TYPE	ACTION ON ARCHITECTURAL REVIEW CERTIFICATE	NOTES
1/23/2018	18-15	14 Loockerman Plaza, The House of Coffi	Building Permit - Interior Renovations & Exterior Renovations	Staff Approval. No ArchRevCert required for interior work.	Interior renovations for conversion of space to coffee shop. Exterior work involves exterior finish repairs and painting, construction of brick paver patio entry with black metal fence.
1/22/2018	18-135	29 Kent Avenue, Murphey School - Maintenance Building	Roof Permit	Staff Approval.	Replacement of roof.
2/1/2018	18-42	2 Kings Highway NE	Building Permit - Interior Renovations	Staff Approval with No ArchRevCert required for interior work.	Interior renovations for residential elevation and kitchen remodeling. Replacement of kitchen windows at rear of house.
2/16/2018	18-167	111 West Loockerman Street, Barber Shop	Building Permit - Interior Renovations	Staff Approval. No ArchRevCert required for interior work.	Interior renovations for new tenant - barber shop.
2/12/2018	18-202	313 South State Street, Law Office of Sean Lynn (Annex)	Sign Permit	Staff Approval.	Projecting sign on metal bracket.
2/16/2018	18-222	410 Legislative Avenue, Legislative Mall	Administrative Permit	Staff Approval.	Memorial/Public Art installation for Volunteer Firefighters Memorial on southwest corner of Legislative Mall.
2/28/2018	18-321	116 West Water Street, Parkowski, Guerke & Swayze	Sign Permit	Staff Approval.	Replacement wall sign for law office. Installed.
2/27/2018	18-325	54 South State Street, Presbyterian Church	Temporary Sign Permit	Staff Approval.	Installation of vinyl banner 3/19/18-4/2/18.
3/8/2018	18-147	206 West Loockerman Street, Bayard Apartments	Building Permit - Interior Renovations	Staff Approval. No ArchRevCert required for interior work.	Repair of drywall after sprinkler damage.
3/29/2018	18-345	9 West Loockerman Street, My Roots	Building Permit - Interior Renovations	Staff Approval. No ArchRevCert required for interior work.	Interior renovations for addition of hair salon area/chair.

Summary of Permit Applications with Architectural Review Certification  
2018 - Updated Thru 7-31-2018

DATE	PERMIT #	LOCATION	TYPE	ACTION ON ARCHITECTURAL REVIEW CERTIFICATE	NOTES
3/5/2018	18-369	14 Loockerman Plaza, The House of Coffi	Fence Permit	Staff Approval.	Installation of 3 ft. black metal fence around outside patio of restaurant. Installed.
4/4/2018	18-426	131 West Loockerman Street, Caviar Beauty Bar	Building Permit - Interior Renovations	Staff Approval. No ArchRevCert required for interior work.	Interior renovation for tenant fit out of personal service establishment.
4/9/2018	18-450	304 South State Street, Gwinn Homes (Office)	Sign Permit	Staff Approval.	Installation of wall sign for office tenant.
4/4/2018	18-471	25 West Loockerman Street	Building Permit - Exterior Renovations	Staff Approval.	Replacement of siding, windows, a new metal roof on pent roof. Removal of shutters and removal of projecting box sign.
5/29/2018	18-663	410 South State Street, Offices of Schmittinger & Rodriguez	Building Permit - Exterior Renovations	Staff Approval.	Repointing and select brick replacement project.
5/25/2018	18-685	150 Martin Luther King Jr Boulevard South, Tatnall Building	Roof Permit	Staff. No ArchRevCert required.	Replacement/Repair of flat roof area that is not visible.
5/3/2018	18-718	523 South State Street, Christ Church	Temporary Sign Permit	Staff Approval.	Vinyl Banner installed on decorative posts. Installation period 5/1/18-8/1/18.
5/25/2018	18-843	54 South State Street, Presbyterian Church	Roof Permit	Staff Approval.	Replacement of existing asphalt shingle roof with new roof.
7/11/2018	18-1104	12 Kings Highway NE, Murphey School	Demolition Permit	Staff Approval after submission of additional information.	Demolition of accessory structure. Originally referred to HDC (HI-18-02). Additional information allowed Staff to complete Review; updated HDC on 7/19/2018. Permit issued and building demolished.
7/17/2018	18-1117	6 Elm Terrace	Roof Permit	Not reviewed by Planning Staff. Issued by Admin Staff.	Replacement of roof. Later review shows house as asphalt shingle roof already.

Summary of Permit Applications with Architectural Review Certification  
 2018 - Updated Thru 7-31-2018

<b>DATE</b>	<b>PERMIT #</b>	<b>LOCATION</b>	<b>TYPE</b>	<b>ACTION ON ARCHITECTURAL REVIEW CERTIFICATE</b>	<b>NOTES</b>
7/25/2018	18-1193	410 South State Street, Offices of Schmittinger & Rodriguez	Building Permit - Exterior Renovations	Staff Approval	Rehabilitation and repair of front porch and porch floor & ceiling.
7/20/2018	18-1244	132 W Loockerman Street, The Golden Fleece	Siding Permit - Fascia	Not reviewed by Planning Staff. Issued by Admin Staff.	Repair of fascia and gutter.

## Project Narrative FFY2018

### Update of Historic Preservation Chapter for Dover's 2019 Comprehensive Plan

The City of Dover is proposing a preservation planning/outreach project for development of the Historic Preservation Chapter of the *2019 Comprehensive Plan*. The City of Dover will utilize Planning Staff to draft the Historic Preservation Chapter component for Dover's *2019 Comprehensive Plan*. This will be an update to the *2008 Comprehensive Plan* and will involve an outreach activity Workshop to gather input from the public especially those property owners in the Historic District zone. The Workshop is also intended to serve as an educational opportunity and will include distribution of informational brochures on preservation related topics such as the Historic District Commission, the *Design Standards & Guidelines*, and available incentive programs.

Historic Preservation Planning is part of a comprehensive approach to land use planning in the City of Dover. In Dover's current plan, the *2008 Comprehensive Plan (as amended)* this information is presented in Chapter 6 - Historic Preservation and associated Map 6-1. The *2008 Comprehensive Plan* includes sets forth goals and a series of recommendations for each goal. The Historic Preservation Goals are as follows:

<b>Historic Preservation</b>	<b>Goal 1:</b> Preserve and Protect Historic Resources <b>Goal 2:</b> Provide and Promote Incentives for Preservation Activities <b>Goal 3:</b> Increase Public Information on Historic Resources <b>Goal 4:</b> Collaborate with Diverse Groups and Governments
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2008 Comprehensive Plan, excerpt from Table 1-1: Plan Chapter Goals

The development of the City's *2019 Comprehensive Plan* is a major project for the Department of Planning & Inspections in the next year. Planning Staff are the leaders of the project with specific staff members assigned particular topic areas. Staff member Dawn Melson-Williams has been assigned the Historic Preservation Chapter and will serve as the Principal Investigator for this associated grant project.

With the Comprehensive Plan, citizen participation i.e. public outreach is a key component of developing the vision for the City and its future development; this also is a required component by *Delaware Code*. All citizens can attend the outreach events for the Comprehensive Plan; however, the proposed Outreach Workshop will target the audience with interest in historic preservation. Within the City of Dover there are properties listed on the National Register of Historic Places and properties designated in a local Historic District area (zone). The geographic boundaries of the Historic District (H) zone are established as a zoning classification. The original boundaries of the Historic District established in 1961 were generally described as extending from just north of Division Street south to South Street inclusive of the properties fronting on South State Street and The Green then east to the St. Jones River. In 1997, the boundaries of the Historic District Zone were expanded to include properties fronting on West Lookerman Street from Bradford Street to the railroad corridor and areas in the vicinity of South Governors Avenue, South Bradford Street, North Street, and Bank Lane. The areas of expansion included many commercial and residential properties. There are an estimated three hundred properties within the Historic District.

The Outreach Workshop is a focus on gathering goals and recommendations related to Historic Preservation. It will also be an opportunity to distribute informational brochures on preservation related topics. While there are some existing brochures, it is anticipated that several brochures will be updated or new topic brochure created. The early research and planning efforts will identify the needed brochures. Brochures will be produced in hard copy format (at least 500 copies) and posted electronically on the City's website.

The project will consist of a series of phases: Research & Planning, Public Outreach Workshop, and Preparation of Draft Chapter. The Project’s timeframe is expected to be July 2018 through the formal review process to adopt the Comprehensive Plan document which is scheduled to occur in late 2018-early 2019.

The following chart outlines the anticipated activities of the project.

<b>Timeframe</b>	<b>Project Phase</b>	<b>Activities and Products</b>
July & August 2018	Research & Planning	Review current Plan Chapter; identify and prepare brochures
Summer 2018	Public Outreach Workshop	Identify event venue & organize workshop; Advertising and direct mailing to property owners in Historic District; prepare presentation information.
Early Fall 2018	Writing of Draft Historic Preservation Chapter	Draft of Chapter formatted for inclusion in Comprehensive Plan
Late Fall – Winter 2019	Formal Review and Approval Process for Comprehensive Plan	Continue Staff refinement of Plan Chapter as a result of the review and certification process

**Evaluation of 2018 Goals and Recommendations - Historic Preservation Chapter**

**From Table 1-1 and Chapter 6 of Dover's 2008 Comprehensive Plan as amended**

Chapter	Goals	Goal Statement	Evaluation of Importance Rate 1-5						Comments
			Rating	Rating	Rating	Rating	Rating	Average	
Historic Preservation	Goal 1: Preserve and Protect Historic Resources	Preserve and provide better protection for historic resources including individual properties and historic districts in order to maintain community character and the plan for integration of these places into everyday use.	5	5	5	4		4.75	<ul style="list-style-type: none"> <li>- Different areas should have their own level of protection such as The Green (Very high) vs. Loockerman St. (a workable commercial plan)</li> <li>- Accountability and pride. Instead of criticizing homeowners on the condition of a very old house/building, a real sense of encouragement should be offered instead. Money is always an issue to the owners of an historic property. People will come to Dover if properties are maintained - that is part of the "pitch" to bring people to visit Dover after all.</li> <li>-Without the history, Dover becomes very vanilla...quick.</li> </ul>
	Goal 2: Provide and Promote Incentives for Preservation Activities	Provide and promote incentives for public and private preservation activities and the protection of residential and non-residential historic properties including incentives to encourage continual use, on-going maintenance of such properties, and appropriate in-fill project design.	5	5	5	5		5	<ul style="list-style-type: none"> <li>- Incentives need more promotion</li> <li>-Rehab/reuse should always be the priority.</li> <li>- Maintenance keeps our properties functional longer.</li> </ul>

**Evaluation of 2018 Goals and Recommendations - Historic Preservation Chapter**

**From Table 1-1 and Chapter 6 of Dover's 2008 Comprehensive Plan as amended**

Chapter	Goals	Goal Statement	Evaluation of Importance Rate 1-5						Comments
			Rating	Rating	Rating	Rating	Rating	Average	
	Goal 3: Increase Public Information on Historic Resources	Increase and promote dissemination of information on preservation activities, the value and significance of historic resources, and historic and cultural heritage tourism opportunities to the general public and elected/appointed officials.	5	5	4	5		4.75	<ul style="list-style-type: none"> <li>- Information is well publicized in local papers and historic newsletters. Public has to know where to seek this information.</li> <li>- Information encourages action and excitement.</li> </ul>
	Goal 4: Collaborate with Diverse Groups and Governments	Partner and collaborate with special interest groups, within municipal government, and state and federal government agencies regarding preservation activities, cultural activities and heritage tourism.	5	5	3	5		4.5	<ul style="list-style-type: none"> <li>- This should be an important goal to share and support through kind encouragement - not criticism.</li> <li>- Partnerships bring more people together to work on goals.</li> </ul>



**Evaluation of 2018 Goals and Recommendations - Historic Preservation Chapter**

**From Table 1-1 and Chapter 6 of Dover's 2008 Comprehensive Plan as amended**

Chapter	Recommendations	Evaluation of Importance Rate 1-5						Comments	
		Rating	Rating	Rating	Rating	Rating	Average		
Historic Preservation	R1	Identification and Designation of the Dover Historic District	5	3	4	5		4.25	- Possible expansion due to age of houses in bordering areas.J9-A
	R2	Stewardship of Historic Resources	5	3	4	5		4.25	
	R3	Evaluation of Design Standards and Guidelines	5	3	3	5		4	- Appendix needs to be done.
	R4	Architectural Review Certification Process	4	4	4	5		4.25	- Ensure the process is timely (quick) - I feel this process needs to be streamlined.
	R5	Impact of Development Activity on Historic Resources	4	3	4	5		4	- Push for rehab/reuse a must!
	R6	Support of Historic Resources	5	3	4	5		4.25	
	R7	Tax Credit Program for Historic Properties	5	2	3	5		3.75	- One of the very few tools to preserve historic resources. - This is good incentive to homeowners.
	R8	Increase Participation in Resource-Bearing Programs	4	2	4	4		3.5	
	R9	Public Outreach Education	4	1	3	4		3	
	R10	Assistance and Support of Interest Groups	4	1	3	4		3	

## CHAPTER 6

# HISTORIC PRESERVATION PLAN

### Part I – Background Information

#### Historic Development in the City of Dover

A description of the founding and development of the City of Dover has been included in Chapter 1 of this plan; however, it is essential to identify some additional facts about the origins of Dover's historic resources in this chapter. Although the City traces its roots as far back as the late seventeenth century, Dover's first modern development "boom" began immediately after the end of the Civil War. Commercial growth in Dover during this time was spurred primarily by the extension of railroad services to the City, connecting the Dover area's agricultural products to large urban markets to the north and west. Subdivision of land in the latter half of the nineteenth century allowed for the construction of vast commercial and residential developments.

The City of Dover is known for its exemplification of a late-nineteenth century townscape. Development of the City continued in the twentieth century with residential, commercial, and major industrial areas. Residential development expanded the downtown street grid to the north and south. Post-World War II residential subdivisions developed surrounding the City's core and continued into the mid-to-late twentieth century to provide housing for the workforce of the new industries like Playtex and Dover Air Force Base. The downtown core area of Loockerman Street was a significant commercial and cultural district mid-century then began to wane as auto-oriented commercial development grew along Route 13 (DuPont Highway) and Route 113 (Bay Road) corridors.

A majority of the historic resources in Dover are centered around and to the north of The Green. The development of this historic area has been categorized into three distinct phases of growth. These three phases are identified by the historical incorporation of developed areas into the City during the period immediately following the Civil War until the late 1920s. The dates assigned to these growth periods are 1868, 1885, and 1929. The 1868 City limits were bounded by Water Street on the south, Division Street on the north, West Street and the railroad on the west, and King's Highway on the east. In 1885, the City stretched northward as far as Clara Street and the 1929 limits reached Ross Street to the north and South Street to the south. Neither the 1885 expansion nor the 1929 expansion significantly added developed areas to the east or west of the original boundaries. The combined area covers the historic core of the City of Dover.

#### Identification of Historic Resources

The formal identification of historic resources begins with Cultural Resource Surveys according to the criteria and standards set by the Delaware State Historic Preservation Office (SHPO), Division of Historical and Cultural Affairs. This is a systematic inventory of Delaware's buildings, structures, sites, and objects over fifty (50) years old. Each property is assigned a Cultural Resource Survey (CRS) number. Government agencies, consultants, and

SHPO staff supply this survey information by conducting projects, reviews, and grant-funded surveys. Within the City of Dover, the core Downtown area and some of the adjacent residential areas were subject to Cultural Resource Surveys completed in the 1980s. More recently, additional historic resources have been surveyed as part of road development projects in other areas of the City. It is important to note that not all areas of the City have been subject to this survey.

Information from the Delaware CRS can be used for local planning initiatives and the determination of local priorities for identification, evaluation, registration, and treatment of historic resources. The CRS information allows for continual updating of changes to or demolition of the identified historic resources. The CRS also needs to focus on the completion of surveys of early to mid-twentieth century resources within the City.

The evaluation and registration of historic resources may lead to specific types of designation including recognition of individual properties and historic districts. The two types of historic districts established in the City of Dover: the federally designated historic districts listed in the National Register of Historic Places and a local Historic District Zone. There are three Historic Districts listed in the National Register of Historic Places and one local Historic District Zone. The boundaries of the local Historic District Zone overlap portions of two of the National Register listed historic districts. The locations of each of the districts are shown on Map 6-1.

There are several differences between the National Register listed historic districts and the local Historic District Zone. The properties listed in the National Register of Historic Places are governed by the National Historic Preservation Act of 1966, as amended. These properties are given protection when potentially impacted by federal actions. Further, the listed properties may be eligible to apply for the Federal Historic Preservation Tax Incentives program for certified rehabilitations. State, regional grants and incentives are also available for these properties. However, the designation as a National Register Historic District does not impose land use or structure design restrictions on the property owners within the district boundaries. Most of the benefit to those properties within the National Register of Historic Places comes in the form of pride, recognition, and local awareness. In addition, property values in these districts are typically higher and more stable.

In contrast to the National Register Historic Districts, the Dover local Historic District Zone was established by a set of local ordinances under state enabling legislation. The local Historic District Zone functions as an overlay zone. The provisions for the Historic District Zone (H) are outlined in Article 3 §21 of the *Zoning Ordinance* and its area is depicted on the City's official Zoning Map. The Historic District Zone was created in order to preserve the historic character of an individual historic resource or a district as a whole. The local Historic District Zone includes regulations regarding structural design and landscapes, as well as a design review process for any proposed changes to properties within the district. These regulations are titled the *Design Standards and Guidelines for the City of Dover Historic District Zone*. The permitting process for projects within the district is subject to the Architectural Review Certification Process, which ensures the consistency of projects or changes with the standards of the local Historic District Zone. A description of these designated historic resources follows.

*National Register of Historic Places: Dover Green Historic District*

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The Dover Green Historic District (K-394) encompasses the area of earliest development in Dover. It is bordered on the north by North Street, on the south by South Street, on the east by Federal Street, and on the west by South Governors Avenue. The Dover Green Historic District was established to recognize the historic importance of the area during the City's development in the eighteenth century. The district includes a range of building types from residences and offices to governmental and church buildings. The key feature of this district is The Green.

*National Register of Historic Places: Victorian Dover Historic District*

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The Victorian Dover Historic District (K-396) includes the historic areas north of the Dover Green Historic District surrounding both Governors Avenue and State Street. The district stretches as far north as Mary Street and Walker Road, and is bounded on the south by North Street, on the east by the St. Jones River, and on the west by North West Street and the areas of New Street and North Governors Avenue. The Victorian Dover Historic District was established to recognize a portion of the historic development of Dover during the nineteenth century and post-Civil War period. It includes residential and commercial areas.

*National Register of Historic Places: Little Creek Hundred Rural Historic District*

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The Little Creek Hundred Rural Historic District (K-5686) includes an agricultural landscape located east of Dover and northwest of the town of Little Creek. A portion of this historic district on the west side of Long Point Road lies within the City of Dover boundaries.

*National Register of Historic Places: Individual Properties*

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A number of individual properties within the City of Dover are listed in the National Register of Historic Places. The table below identifies these properties.

**Table 6-1: Properties Listed in the National Register of Historic Places**

<i>CRS#</i>	<i>Property Name</i>
DE-104	First Broiler House (relocated to DE Agricultural Museum & Village)
K-104	Bradford-Loockerman House
K-106	Christ Church
K-107	Delaware State Museum Buildings
K-110	Governor's House (Woodburn)
K-112	Loockerman Hall
K-115	Old State House
K-125	Eden Hill
K-126	Greenwold
K-347	John Bullen House
K-486	Hughes-Willis Site
K-6396	Palmer House

*Source: Delaware State Historic Preservation Office*

### *Dover Local Historic District Zone*

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Established in 1961, the local Historic District Zone encompasses those historic areas of Dover whose design and environment are essential parts of the historic character of the City. The Historic District Commission was formally established in 1993 and the *Design Standards and Guidelines for the City of Dover Historic District Zone* were adopted. In 1997, the local Historic District Zone was expanded to encompass the properties fronting on Loockerman Street from State Street to Forest Street. The local Historic District Zone (H) is approximately bounded on the north by Reed and Fulton Streets, on the south by North and South Streets, on the east by the St. Jones River, and on the west by North West Street. See Map 6-1. The local Historic District Zone (H) functions as an overlay zone. It includes residential, commercial and institutional land uses. The local Historic District Zone is considered the most prominent positive force in the active preservation activities regarding Dover's historic resources.

Location within the Dover Historic District Zone requires proposals for specific types of construction activities such as new construction, additions to existing buildings, exterior renovations, and demolition of buildings to undergo a review process known as Architectural Review Certification. As stated in the *Design Standards and Guidelines for the City of Dover Historic District Zone*, an Architectural Review Certificate will be granted for the project "if it is found that the architectural style, general design, height, bulk and setbacks, arrangement location and materials affecting the exterior appearance are generally in harmony with neighboring structures and complementary to the traditional architectural standards of the historic district." Thus proposals are reviewed for conformity with the design criteria and development guidelines found in the *Design Standards and Guidelines of the City of Dover Historic District Zone*. For Architectural Review Certification, the Staff reviews of certain types of the projects such as signage, fences, and minor exterior improvements through the Building Permit process. Historic District Commission reviews new construction projects and demolition requests taking action on the Architectural Review Certificate. In instances such as Site Development Plans where the proposed project also requires Planning Commission review, the Historic District Commission makes a recommendation on the Architectural Review Certificate which is forwarded to the Planning Commission.

### **Historic Preservation: Development Activity and Historic Resources**

Since the inception of Dover dating to the early 1700's, the growth and development of the City has continued. Today, development activity is faced with the challenge of balancing preservation as related to building, history, and culture with the development activity of a modern society. As described above certain types of development activity on properties within the designated local Historic District Zone (H) are subject to a design review process known as the Architectural Review Certification. This design review process is part of the regulatory authority established in the *Zoning Ordinance*. The earliest land use codes of the City dating to the 1960's recognized the special character of the oldest sections of the City and sought to protect it.

Most of the regulations associated with the preservation and/or protection of historic resources focus on consideration of an area's character. The character of an area looks at elements like architectural style, building form, siting and placement, presentation of the streetscape, and landscaping. The concept of land use focuses more on the location of the development and the type of uses that occur together or in close proximity. Also the elements of density, lot coverage (paved versus open land), infrastructure, a mix of uses, a diversity of uses, open space, and public space are related to land use. The choices made related to these character elements and land use have an economic impact ranging from jobs created/retained to construction costs, income, wealth, taxation, housing affordability, and tourism opportunities. There are also incentives for which development projects may qualify to assist in addressing the economic impacts (See descriptions.).

Development activity within the area of the Historic District and even other areas of the City has the potential to impact historic resources. Within the current City boundaries, development activity may range from the adaptive re-use of an existing building to infill of a vacant property to the development of a large tract of land. Also as the City continues to annex land, the consideration of the historical importance of these lands may need to focus on historic resources such as agricultural landscapes (and buildings), archaeology, and even early twentieth-century buildings.

With the existing regulations and current design review process in the City of Dover's Historic District Zone, a number of concerns have been expressed including how to clarify the process, how to encourage reuse of existing buildings, how to encourage appropriate architecture for new buildings on infill sites, and Downtown revitalization efforts. Some of the contemporary concepts of planning which may assist with preservation efforts include new standards for construction and rehabilitation, a focus on smarter growth by mixing uses, sustainability, utilization of existing infrastructure, various approaches to affordable housing, and form-based codes. Overall, an emphasis on neighborhood/area planning to address character, the importance of building form, and urban design principles are key concepts.

Another issue that has arisen in recent years relating to revitalization and redevelopment of Loockerman Street is the role of the Historic District Zone (H) on Loockerman Street. The Historic District Commission and the Planning Commission have reviewed proposals along Loockerman Street that do not strictly adhere to the *Design Standards and Guidelines of the City of Dover Historic District Zone*. The public has supported these projects and the Historic District Commission and/or Planning Commission have issued Architectural Review Certificates for some designs.

In meetings with the Planning Commission, the Historic District Commission, and the public in development of the 2008 Comprehensive Plan, all expressed a need to revisit the *Design Standards and Guidelines of the City of Dover Historic District Zone*, and specifically to address how the guidelines apply to Loockerman Street. All expressed a concern that Historic Preservation plays a more prominent role in the area encompassing and immediately surrounding The Green than along the Loockerman Street commercial corridor, and that the standards and guidelines should appropriately differentiate between the two areas. Some feedback indicated that the Loockerman Street corridor should be removed from the Historic

District Zone (H) entirely; however, in order to preserve the overall character of the area, differing treatment within the guidelines is a more appropriate approach to this issue.

## **Historic Preservation: Programs and Groups**

Several entities are involved in the preservation of historic and cultural resources in the City of Dover. These include local, state and federal governmental agencies as well as private and not-for-profit organizations. Some of the major agencies and organizations are identified and described below.

### *Dover Historic District Commission*

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The Historic District Commission was established in 1993 by the *Zoning Ordinance* (Article 10 §3) to create and maintain district zone guidelines and review proposed developments and projects within the local Historic District Zone. The types of projects reviewed for Architectural Review Certification range from exterior renovations to new development projects for multi-story buildings. In the period from 1996-2002, the Historic District Commission reviewed thirty (30) applications. From 2003 to the present (October 2008), the Historic District Commission has reviewed forty-two (42) applications. Some of the large projects include the Haslet Armory conversion to State offices, the Robbins Hose Company (Dover Fire) Station 1 Building Addition, the Kent County Courthouse Building Addition, an office building development known as State Street Commons, and Collegian Plaza (apartments). On The Green, projects have included the renovation of the Old State House and the proposed renovation/restoration of the John Bell House. Other projects reviewed include a variety of parking lots, smaller building additions, signage, and banner programs. In addition, the Commission advises City officials on all matters regarding historic preservation in the City and acts as a local government liaison when meeting with outside officials about historic preservation matters. The Commission also reviews applications for the City's Tax Credit Program for Historic Properties. At least six tax credit applications have been considered since the establishment of the program in 1997. The Commission is also a member of the National Alliance of Preservation Commissions which offers training and research information.

### *Downtown Dover Partnership*

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In July 2008, the Downtown Dover Partnership was formed. This new organization combines the Downtown Dover Development Corporation, the Dover Parking Authority, and Main Street Dover. From its Bylaws, the purpose of the Downtown Dover Partnership is "to promote the public welfare of the residents of the City of Dover, Delaware by promoting and furthering in any way, the development of the economic, cultural, and historic resources of the downtown area of the City of Dover and to provide for the residents to the extent that the common good and general welfare of the community is served." This purpose statement also lists the following goals: to improve the opportunities for job creation, to broaden the tax base through the development of the commercial and residential potential of the Central Dover area, and to maintain and restore the historic and architectural and community qualities of the downtown area consistent with the goals of the National Main Street Program.

One of the Partnership's forerunners, Main Street Dover, Inc. was a not-for-profit organization whose primary goal was the economic development and revitalization of the central Dover commercial areas. The activities of the organization were undertaken in the context of historic and cultural resource preservation. Beginning in 1996, Main Street Dover provided grants for historic properties through the Facade Improvement Grant Program assisting over seventy projects.

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### *Friends of Old Dover*

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The Friends of Old Dover (previously also known as the Dover Historical Society) is a local non-profit group that promotes preservation of properties with historical significance in Dover and Kent County, Delaware. The group encourages the preservation and restoration of documents and other memorabilia of historical, biographical, or genealogical significance. The Friends of Old Dover encourages Dover's beautification by garden sponsorship and tours. The Friends of Old Dover educates citizens on Dover's historical heritage by conducting Old Dover Days activities, celebrations, memorial observations, educational programs and tours. May 2-4, 2008 was the 75<sup>th</sup> Anniversary of Old Dover Days.

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### *First State Heritage Park at Dover*

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The First State Heritage Park at Dover (FSHP) is a new initiative established in 2004 that places the historic resources of Dover in the forefront. In this non-traditional approach to a park, the concept creates Delaware's first urban "park without boundaries" linking together a series of historic and cultural sites. It is a partnership of state agencies under the leadership of Delaware State Parks in addition to the City and a variety of private entities (non-profits and churches). A series of anchor sites make up the urban historical park. The First State Heritage Park at Dover instituted "First Saturdays" to coordinate programming and interpretation at local museums and participated in the development and installation of signage, wayfinding and information features such as maps, banners, and waysides. The FSHP also focuses on the promotion of heritage tourism with innovative opportunities to learn about Dover's history through costumed interpreters, hands-on children's activities, and a variety of walking tours including the popular "cemetery lantern tours." The FSHP took the lead in preparing Dover's application for designation as a "Preserve America Community." The City of Dover was designated a "Preserve America Community" on November 5, 2008. The FSHP program is actively involved in the preservation, restoration, and research of the one story frame building located at 43 The Green, known as the John Bell House.

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### *State Agencies*

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The Delaware Division of Historical and Cultural Affairs focuses on historic resources through historical research, stewardship, management of historic properties, interpretation, and public education. State Historic Preservation Office (SHPO) is a part of this state agency which conducts statewide and local historic preservation activities. SHPO provides informational assistance to property owners and local governments pursuing preservation activities. In addition, SHPO facilitates nominations of properties to the National Register of Historic Places and maintains information about surveyed cultural resources statewide. As part of their goals to provide information on historic resources, they are developing CHRIS (Cultural and Historic Resource Information System), a web-based interactive map. The



agency also just completed Delaware's Historic Preservation Plan 2008-2012 entitled *Planning for the Past: Preserving Delaware's Heritage*.

The Office of State Planning Coordination recognizes preservation as a component of the planning process associated with land use planning, conservation, economic growth, and redevelopment activities. The Office was a partner in the 2004 publication entitled *Better Models for Development in Delaware*. From this report, one of the six Principles for Better Development is "Preserve Historic Resources" in addition to preservation related concepts within the other principles." The principle is given as:

**Principle 4. Preserve Historic Resources**

Delaware's rich history is still evident in the wealth of historic building and neighborhoods found in cities, small towns and rural areas throughout the state. Historic assets should be identified and protected, and developers should be encouraged to rehabilitate and reuse historic structures. Protecting historic resources such as small-town main streets is also important because historic preservation is a powerful tool for economic revitalization that generates jobs and attracts tourists, residents and investors. – *Better Models for Development in Delaware*, page 54 and 69.

A number of other state agencies contribute to preservation efforts by supporting local community redevelopment initiatives. The Delaware Office of Management and Budget provides monetary and informational assistance. The Division of Facilities Management, within the department, manages a number of state owned historic buildings within Dover. The Delaware Department of Transportation (DelDOT) administers recognition programs and grant funding opportunities, such as the Delaware Scenic and Historic Highways program and Transportation Enhancement program. The Delaware Department of Natural Resources and Environmental Control (DNREC), in addition to having offices within adaptively used historic buildings, plays a role in park programming, in conservation programs associated with the St. Jones River adjacent to Downtown, and other cultural resource management and planning. Other divisions and agencies contribute to land protection activities as part of the Open Space Program and federal and state wildlife areas.

The Delaware Economic Development Office (DEDO) also plays a role in historic preservation activities in the state. DEDO supports the preservation activities undertaken by public, private and not-for-profit organizations by providing information and technical assistance. The Delaware Main Street Office and the Delaware Tourism Office are part of this agency.

The Delaware Department of Agriculture (DDA) assists in administering the Delaware Agricultural Lands Preservation program. The program includes land enrolled in ten-year Agricultural Preservation Districts and land permanently-protected through the Purchase of Development Rights. Many of these properties include historic dwellings and agricultural outbuildings, as well as archaeological sites. There two farms within the City limits protected through the Purchase of Development Rights program of the Agricultural Lands Preservation program: one on the north side of Route 8 at the City's western boundary and the second along Long Point Road on the east side of the City.

### *Preservation Delaware, Inc.*

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Preservation Delaware, Inc. (PDI) is a statewide not-for-profit organization dedicated to preserving historically and architecturally significant resources in the state. PDI provides information to Delaware local governments and individual property owners seeking to preserve or rehabilitate historic structures. Its counterpart at the national level, the National Trust for Historic Preservation provides leadership, education and advocacy to save America's diverse historic places and revitalize communities.

### *Federal Agencies*

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The U.S. Department of the Interior administers most federal government programs and assistance. The National Park Service, part of the Department of the Interior, maintains the National Register of Historic Places and the Heritage Preservation Services program. These programs provide recognition, monetary assistance and tax incentives for rehabilitation projects of certified historic properties. The Advisory Council on Historic Preservation administers the federal regulations for implementing Section 106 of the National Historic Preservation Act of 1966 and well as other programs such as the Preserve America program.

## **Historic Preservation: Available Programs, Incentives, and Resources**

Several assistance and certification programs are available to local governments and private property owners pursuing historic and cultural resource preservation activities. There are other approaches such as easements, covenants, and Transfer of Development Rights which may be ways to assist in preservation activities as well. Four of the main programs and incentives are described below.

### *Certified Local Government Program*

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In 1980, an amendment to the National Historic Preservation Act of 1966 established the Certified Local Government (CLG) program to involve local governments in national preservation efforts. Most states, including Delaware, created programs extending CLG status to local communities with a local historic preservation district and a historic preservation commission. The CLG program provides intensive protection to designated areas and eligibility for federal Historic Preservation Funds. In addition, localities participating in the CLG program may participate in the National Register nomination process for historic properties and are strongly considered for training and technical assistance from SHPO. The Dover Historic District Commission is working to complete an application for Certified Local Government status.

### *Tax Credit Programs*

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Tax credit and incentive programs for historic preservation are available at the City, county, state, and federal level for certified historic properties in Dover. The City of Dover Tax Credit Program is administered by the Dover Historic District Commission and applies to exterior rehabilitations to properties within the local historic district or properties listed on the National Register of Historic Places. The City program provides a tax credit amounting to 50% of the cost for approved preservation, restoration, or rehabilitation project to the exterior architectural facades. The project must cost a minimum of \$1,200. The credit is provided in equal amounts over the period of ten years with a maximum credit of \$600 per year.

The Tax Credit Program for Historic Properties in Kent County offers a county tax credit for historic properties listed in the National Register of Historic Places based on preservation, rehabilitation, and/or restoration projects involving exterior rehabilitations to the architectural facades of buildings. The credit is applied to county property taxes and is similar in requirements to the City program.

The Delaware State Tax Credit Program applies to rehabilitations to those properties individually listed on the National Register of Historic Places, those located within a National Register Historic District and certified as contributing to the historical significance of that district, or those located within a local historic district and deemed eligible for National Register listing. The rehabilitation project must be certified by SHPO and have “qualified” expenditures exceeding \$5,000. The tax credit ranges from 20-40% of the qualified expenditures and may be claimed after SHPO issues a certificate of completion for the project.

The U.S. Department of the Interior, in partnership with the U.S. Department of the Treasury and the Internal Revenue Service, administers two federal tax credit programs (20% program and 10% program) for rehabilitation projects on historic and non-historic properties. The 20% program applies to improvements to those properties either listed on the National Register of Historic Places or properties within a National Register Historic District that have obtained “Certified Historic Structure” status through the SHPO. The rehabilitation project must be deemed a “certified rehabilitation” by a representative of the National Park Service in order to qualify for either tax credit program. The program provides a tax credit of 20% of the total project cost and is applicable to all properties except owner-occupied residences. The 20% credit may only be claimed after the National Park Service issues a certification of the completed work and requires that the owner retain the property for a minimum of five years from the completion of the project. The second program provides a credit of 10% of the total project cost and is applicable to non-historic, non-residential buildings built before 1936.

*The City of Dover Code of Ordinances* also establishes other development activity incentives for the Downtown Redevelopment Target Area. Incentives range from tax abatement to reduction in permit fees and impact fees depending on project criteria. Other federal level incentives are the Low Income Housing Tax Credit program, Community Development Block grant funds, and other programs administered by HUD.

#### *Preservation Revolving Fund*

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The Delaware Preservation Fund, Inc. (DPF) administers a rehabilitation grant program, a low interest loan program, and an easement program. DPF receives funding from a variety of sources including the State of Delaware, the Longwood Foundation, and the Welfare Foundation. Through the program, short-term, low interest loans are provided to the owners of historically significant structures who wish to rehabilitate or stabilize their historic property, but have trouble meeting the requirements for traditional loans. The historic property must meet eligibility requirements and the potential loan recipient must meet approval criteria. The loans are available to corporations, partnerships, individuals and not-for-profit organizations.

### *Scenic and Historic Highways Program*

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Established and administered by the Delaware Department of Transportation (DelDOT), the Scenic and Historic Highways program protects and promotes historically significant corridors in Delaware through awareness and recognition. The program involves a two-step process of nomination and the creation of a corridor plan. DelDOT reviews nomination applications through an evaluation committee and an advisory board, and then forwards the approved nominations to the State Secretary of Transportation for official designation as a Scenic and Historic Highway. After receiving an official designation, the sponsor must create and implement a corridor plan that includes a vision, goal statements, an inventory of resources, a promotion and support plan, and a short-term action plan. Designated corridors are eligible for grants through the Federal Highway Administration for the creation and implementation of the plan. An area designated a Scenic and Historic Highway is promoted through the Delaware Tourism Office, is identified on state highway maps and may receive additional funding consideration from the Delaware Economic Development Office. The Route 9 Coastal Heritage Highway, located east of Dover, has received this designation. Other groups are working on an application for designation of an Underground Railroad Scenic and Historic Highway which may also include resources in Dover.

### **Cultural and Other Resources**

The City of Dover not only possesses a number of historically significant structures, but also is home to several unique cultural resources. As the capital of the state, Dover hosts many institutions that illustrate and exemplify the cultural and historic character of both the City itself and the State of Delaware as a whole. A few of these cultural and other resources are identified and described below.

#### *Museums and Cultural Institutions*

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Due to its own unique and rich history and its role as a state capital, the City of Dover hosts several historical and cultural museums and institutions. An agency of the Division of Historic and Cultural Affairs, Department of State, Delaware State Museums administers the following state owned museums located within the City of Dover:

- Delaware Archaeology Museum (Meeting House Gallery I)
- Delaware State House
- Delaware State Visitor Center
- Johnson Victrola Museum
- Museum of Small Town Life (Meeting House Gallery II)

Other museums and cultural institutions located in the City include:

- Air Mobility Command Museum (on the grounds of the Dover Air Force Base)
- Delaware Agricultural Museum and Village
- Delaware Public Archives (Hall of Records)
- Delaware State Police Museum and Education Center
- Delaware State University: Art Gallery
- Delaware State University Education and Humanities Theatre
- Dover Art League
- Dover International Speedway

- Legislative Hall
- Schwartz Center for the Arts
- Sewell C. Biggs Museum of American Art
- Various sculptures and memorials

### *Festivals, Celebrations, and Special Events*

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In addition to typical holiday celebrations and parades that are common to cities across the region and the country, Dover hosts several festivals and celebrations that are distinctly unique to the City. These include:

- **African American Heritage Festival** – A Citywide event recognizing the important role of African American heritage in Dover.
- **Amish County Bike Tour** - Each September over 1,500 cyclists start this tour at Legislative Mall area in Downtown Dover. The tour consisting of varying mile loops winds through the Amish countryside southwest of Dover.
- **Arts on The Green** – A Spring and Summer music series that brings family-style entertainment to Dover each week. The event is held on The Green.
- **Collage of Cultures** – An annual arts exhibit sponsored by the Dover Art League, a key player in cultural and community revitalization in Dover.
- **Dover Air Force Base Community Appreciation Days and Air Show Events** – The Dover Air Force Base hosts open houses and air show events.
- **Dover Mile** – One of many races and walk-a-thons that travel through the historic district. This one mile run and walk event sponsored by the Colonial Rotary Club of Dover is held in June celebrating Flag Day.
- **First Night Dover** – A community New Year’s Eve celebration with a ‘ball’ drop countdown, fireworks and other activities and entertainment.
- **Governor’s Festivals at Woodburn** – The Governor’s mansion hosts seasonal events each year including a Fall Festival, Easter Egg Hunt and holiday events each December
- **July 4<sup>th</sup> Celebration** – Legislative Hall provides a scenic backdrop for this annual celebration and fireworks display.
- **NASCAR Races** – Dover International Speedway currently hosts two major stock car racing event weekends each year, each drawing well over 100,000 fans.
- **Old Dover Days** – A celebration of the historical heritage of Dover, held the first weekend of May in the City’s historic district each year.
- **Old Dover Days Garden Tour** – This tour founded in 1933 features various public and private gardens in the City and nearby area.
- **St. Patrick’s Day Parade** – One of many parades that travel the streets of Downtown Dover, this parade is sponsored by Main Street Dover Inc./Downtown Dover Partnership.

## Part II – Plan Goals: Historic Preservation

### *Goal 1: Preserve and Protect Historic Resources*

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Preserve and provide better protection for historic resources including individual properties and historic districts in order to maintain community character and the plan for integration of these places into everyday use.

#### **Recommendation 1: Identification and Designation of the Dover Historic District Zone**

Identify areas and study properties/areas for potential future local Historic District designation as individual structures in a Historic District or the creation of new Historic Districts. The local Historic District designation criterion is established in the *Zoning Ordinance*.

- Evaluate properties of interest and concentrated areas of historic resources for local Historic District designation
- Evaluate for local Historic District designation those areas currently listed in and/or eligible for the National Register of Historic Places
- Evaluate proposed annexation areas for historic resources to address needs for preservation and protection

#### **Recommendation 2: Stewardship of Historic Resources**

Encourage stewardship activities by public and private owners of historic resources to ensure the long-term care, protection, preservation, and continued existence of historic resources.

- Encourage appropriate stewardship of historic resources in City building projects and infrastructure improvements located within designated historic districts or projects impacting historic properties.
- Develop strategies within disaster response plans for the consideration of historic resources.

#### **Recommendation 3: Evaluation of Design Standards and Guidelines**

- Evaluate and update the *“Design Standards and Guidelines for the City of Dover Historic District Zone.”* This document was originally developed and adopted in 1992.
- Evaluate and consider the standards and guidelines in regards to the levels of protection for The Green and the Loockerman Street historic contexts.

#### **Recommendation 4: Architectural Review Certification Process**

Evaluate the existing regulatory process and procedure for Architectural Review Certification for properties located within the designated local Historic District Zone (H) including the process for review and approval of waivers and requests for demolition.

#### **Recommendation 5: Impact of Development Activity on Historic Resources**

Explore other strategies, activities, and incentive programs to assist in the preservation and protection of historic resources in order to balance the needs of preservation and revitalization. These activities may involve regulatory measures such as ordinance or

code amendments, flexible building codes for rehabilitation, form based zoning codes, etc.

- Develop and/or improve incentives and ordinances that encourage the use of historic structures
- Focus planning initiatives on Downtown Dover to strengthen Loockerman Street and the adjoining areas while maintaining the balance of preservation and development activity

### **Recommendation 6: Support of Historic Resources**

There are a variety of approaches that can support and recognize historic resources.

- Support consideration of historic resources in development activities from infill projects to land annexation.
- Continue to identify, assist, and review the nominations of eligible properties to the National Register of Historic Places.
- Explore opportunities to conduct and/or update the Delaware Cultural Resource Survey for properties located within City limits.
- Ensure the diversity of the community as reflected in the City's history, architecture, and demographics are reflected in the preservation efforts
- Recommend completion of a Self-Assessment for the Historic District Commission to identify other strategic planning needs.

### ***Goal 2: Provide and Promote Incentives for Preservation Activities***

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Provide and promote incentives for public and private preservation activities and the protection of residential and non-residential historic properties including incentives to encourage continual use, on-going maintenance of such properties, and appropriate in-fill project design.

### **Recommendation 7: Tax Credit Program for Historic Properties**

Evaluate and improve the process for the City's Tax Credit Program for Historic Properties.

### **Recommendation 8: Increase Participation in Resource-Bearing Programs**

Increase participation in resource-bearing programs (Certified Local Government Program and the Scenic & Historic Highways Program).

- Continue process to complete application to achieve Certified Local Government (CLG) status in the National Park Service's Certified Local Government program.
- Identify corridors for evaluation and consideration for designation in Delaware's Scenic & Historic Highways Program and support initiatives by other groups working to achieve such designation.

### ***Goal 3: Increase Public Information on Historic Resources***

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Increase and promote dissemination of information on preservation activities, the value and significance of historic resources, and historic and cultural heritage tourism opportunities to the general public and elected/appointed officials.

**Recommendation 9: Public Outreach Education**

Initiate educational programs on historic and cultural resources for the general public and elected/appointed officials.

- Develop and/or update written and digital materials (brochures, process guides, web-based postings, GIS mapping, etc.) on such topics as the local Historic District Zone, historic resources, the Historic District Commission, the Architectural Review Certification process, and the City's Tax Credit Program for Historic Properties.
- Conduct workshop training with for the Historic District Commission and Planning Commission on preservation topics and the Architectural Review Certification process.
- Identify and implement methods of on-going communication with historic property owners and interested groups.

***Goal 4: Collaborate with Diverse Groups and Governments***

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Partner and collaborate with special interest groups, within municipal government, and state and federal government agencies regarding preservation activities, cultural activities and heritage tourism.

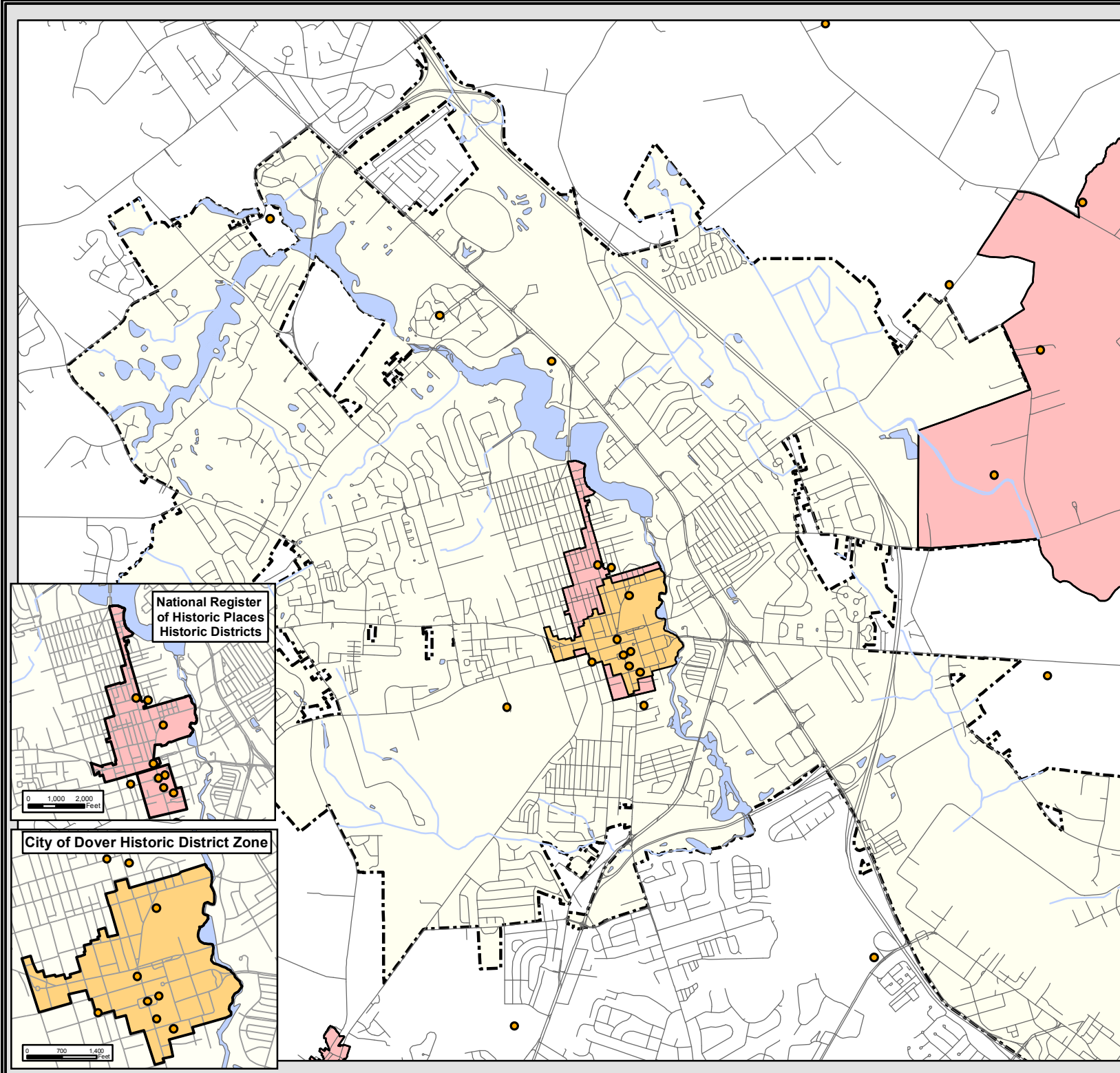
**Recommendation 10: Assistance and Support of Interest Groups**








- Continue to coordinate with and assist government agencies/ officials and preservation interest groups. Examples of these groups and agencies include the City Council, Planning Commission, Downtown Dover Partnership, Preservation Delaware, the Division of Historical & Cultural Affairs (State Historic Preservation Office), and the First State Heritage Park at Dover.
- Build relationships with the historic preservation programs at Delaware State University, Wesley College, and the University of Delaware



# City of Dover, Delaware

Map 6-1:  
Historic Resources



-  Hydrology
-  Roads
-  Water Bodies
-  Dover Boundary
-  National Register of Historic Places Individual Sites
-  National Register of Historic Places Historic Districts
-  City of Dover Historic District Zone


National Register of Historic Places Historic Districts

0 1,000 2,000 Feet

City of Dover Historic District Zone

0 700 1,400 Feet

As Adopted On  
**February 9, 2009**



0 3,000 6,000 Feet

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