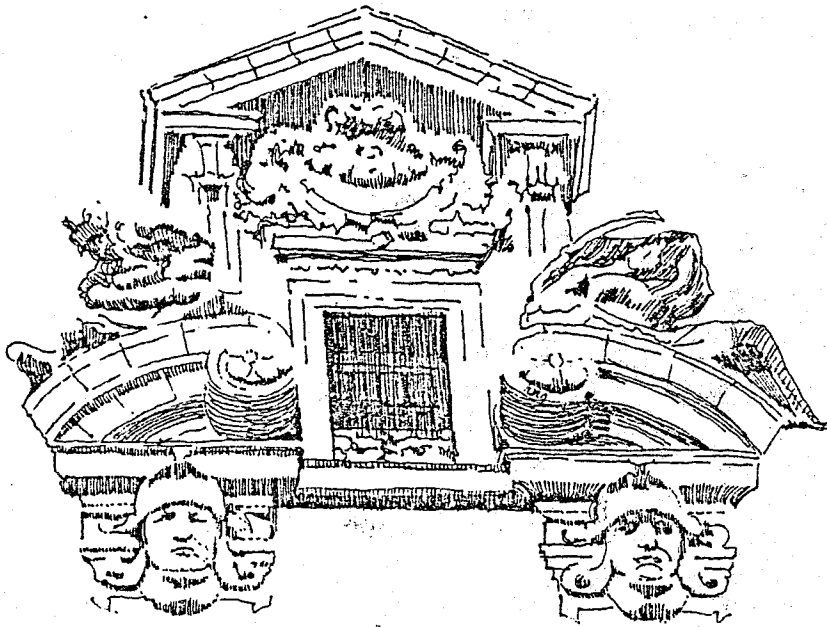


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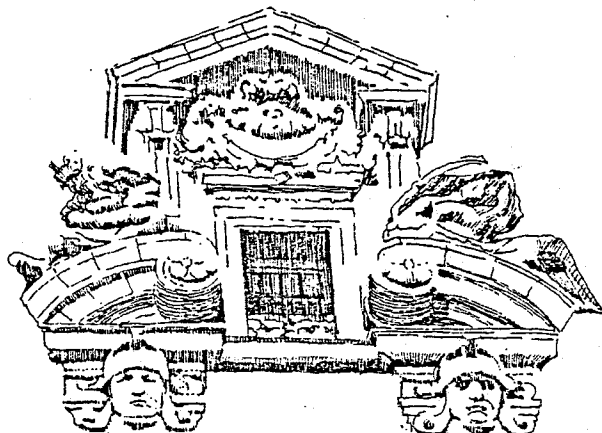
Dallas Historic Preservation Plan



prepared by
the Historic Landmark Preservation Committee
and
the Department of Urban Planning Staff
August, 1981

Table of Contents

1	INTRODUCTION	1
2	A DALLAS HISTORY	5
3	DEVELOPMENT OF ARCHITECTURAL STYLES IN DALLAS	25
4	PRESERVATION ISSUES PAPERS	32
	Issue A: Impacts and Incentives of Preservation	32
	Issue B: Streamlining the C.A. Review Process	39
	Issue C: Streamlining the Designation Process	45
	Issue D: Publicity/Educational Programs	49
	Issue E: Alternatives to Historic Preservation	55
	Issue F: Responding to Development Pressures	61
5	IMPLEMENTATION STRATEGIES	65
	Goal #1: Create Financial Incentives for Preservation	68
	Goal #2: Elevate the H.L.P.C. to Commission Status	73
	Goal #3: Simplify the C.A. Review Process	75
	Goal #4: Streamline the Designation Process	79
	Goal #5: Increase Public Awareness of City Programs	81
	Goal #6: Develop Conservation Alternatives	83
	Goal #7: Identify and Protect C.B.D. Historic Resources	85
	Goal #8: Identify and Protect Citywide Historic Resources	88
6	CONSERVATION DISTRICT PROPOSAL	
7	DALLAS HISTORIC LANDMARK SURVEYS	
	Alexander Survey	
	Historic and Architectural Survey of Oak Cliff	
	H.P.L. Cultural Resource Inventory of the C.B.D.	



Memorandum



CITY OF DALLAS

DATE August 20, 1981

TO Joe Willoughby, Chairman and Members
City Plan Commission

SUBJECT Historic Preservation Plan

Attached for your review and recommendation is an executive summary of proposed actions and a copy of the Historic Preservation Plan as recommended by the Historic Landmark Preservation Committee.

This plan has been developed by our committee over a period of eleven months which included many specially called meetings, night meetings and meetings with outside organizations. The following process was used:

- H.L.P.C. identified major issues to be considered in the plan.
- Staff prepared a series of research papers to elaborate on each issue.
- Staff identified numerous alternatives for addressing each issue.
- H.L.P.C. considered all alternatives and selected the most appropriate options.
- The goals and objectives that evolved from this process were then organized with specific and general actions recommended.
- The plan was then discussed with outside organizations, and appropriate changes made.
- Plan unanimously adopted on August 11, 1981.

The outside organizations to which the plan was mailed and from which input was solicited included the following:

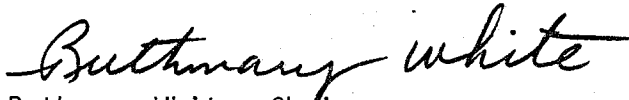
Dallas Chapter of American Institute of Architects
Historic Preservation League
Dallas County Heritage Society
Dallas Genealogical Society
Old Oak Cliff Conservation League
Dallas County Historical Commission
Vineyard Neighborhood Association
Dallas Chapter of American Planning Association
Central Business District Association
Dallas Historical Society
Oak Lawn Preservation Society
South Boulevard/Park Row Association
Southeast Dallas Citizens Committee
Junius Heights Homeowner Association
Oak Lawn Citizens Committee
Munger Place Homeowners Association
Swiss Avenue Homeowners Association

From this process we have identified two primary goals as most important to the success of the preservation program:

- Goal 1 - Create Financial Incentives
- Goal 2 - Elevate the status of the H.L.P.C.

the remaining goals are also important to streamline the program and increase public awareness.

We're proud of the work that we've produced and hope that this plan meets with your approval. Thank you for your consideration.



Ruthmary White, Chairman
Historic Landmark Preservation Committee

cc: E. Jack Schoop, Director
Department of Urban Planning

pb

EXECUTIVE SUMMARY

DALLAS HISTORIC PRESERVATION PLAN July 28, 1981

Introduction

The City's commitment to historic preservation was established in 1973 with the adoption of Chapter 19A of the Zoning Ordinance. As the enabling legislation, Chapter 19A created the Historic Landmark Preservation Committee (HLPC) and declared the following goals:

- . to protect, enhance and perpetuate historic landmarks
- . to safeguard the City's historic landmarks
- . to stabilize and improve property values in such areas
- . to foster civic pride in accomplishments of the past
- . to protect the City's attractions for tourists and visitors
- . to strengthen the economy of the City
- . to promote the use of historic landmarks.

As a result of these goals and mechanisms to achieve them, the City program has now designated ten landmark structures and five landmark districts containing an additional five hundred structures. The program has also fostered the reuse of abandoned properties, helped to stabilize inner city neighborhoods, revitalized commercial properties, improved the city's tax base and created a new awareness and public recognition of our resources.

Purpose of Plan

The preservation plan has been prepared as a response to the Historic Landmark Preservation Committee's charge in the historic ordinance of the development code. To achieve this, the committee:

- evaluated the program to date
- identified past, present, and future issues and feasible alternatives to resolve those issues
- defined primary and secondary goals
- selected appropriate alternatives
- solicited input from numerous organizations throughout the city
- made specific and general recommendations on legal, policy, and administrative changes.

From this process the committee identified two primary goals for the program that will better effect historic preservation in the City of Dallas. Six other goals were also identified that will aid the program. The two primary goals are symbiotic in nature, providing both the climate and the ability for more aggressive preservation. Goal #1, Create Local Financial Incentives, is critical to the success of the program both locally and nationally. Goal #2, Elevate the Historic Landmark Preservation Committee to Commission Status, will clarify and strengthen the committee while shifting it from a review role to a future policy committee. This second goal provides for considerable delegation of current duties to task forces and neighborhood groups, and provides a climate for considerable public input.

Goals and Recommendations

I. Goal Number 1

Create local tangible financial incentives to further encourage City landmark designation and preservation.

Recommendations:

- . Adopt tax abatement legislation locally as a tax incentive for restoration of designated historic buildings as permitted by state law. H.L.P.C. and staff to develop the appropriate provisions in ordinance form for review and adoption by C.P.C. and City Council (p.69-70).
- . Continue funding capital improvement projects in locally designated historic districts (p.68-69).

II. Goal Number 2

Clarify and strengthen the role of the Historic Landmark Preservation Committee by elevating it to commission status.

Recommendations:

- . Establish the H.L.P.C. as the Dallas Landmark Commission (p.73).
- . Certify the City program with the Texas Historic Commission to allow participation in National Register nomination (p.74).

III. Goal Number 3

Simplify the Certificate of Appropriateness review process and enforcement provisions by amendments to Chapter 19A in the appropriate sections.

Recommendations:

- . Simplify the C.A. application process by requiring all C.A. applications to be made at the Department of Urban Planning instead of Building Inspection (p.75).
- . Clarify the enforcement provisions by charging Building Inspection with the enforcement of C.A.'s in all historic districts (p.76).
- . Clarify the level of C.A. review by establishing differing levels of review for different types of maintenance and renovation (p.76-77).
- . Establish the H.L.P.C. as a commission and have them be the final level of review for C.A.'s (p.77).

- . Clarify the role of H.L.P.C. district task forces and their membership (p.77-78).

IV. Goal Number 4

Streamline the administrative aspects of the landmark designation process and increase the level of public involvement.

Recommendations:

- . Adopt a standardized nomination form so property owners can research their buildings when requesting City designation (p.79).
- . Develop a standard format of preservation criteria to facilitate their development for each designated structure (p.80).
- . Hire, when possible, a preservation architect to assist in C.A. review and the development of preservation criteria.

V. Goal Number 5

Increase public awareness of City preservation efforts and programs. By publicizing programs and benefits, the level of public awareness and involvement should be increased.

Recommendations:

- . Establish a public relations task force with a public relations professional serving as voluntary chairman (p.81).
- . Develop City publicity and educational programs in the form of displays, slide shows, brochures, lectures, and photo exhibits for staff and H.L.P.C. members to use and distribute (p.81-82).
- . Require owners of all future City designated markers to pay for the historic markers. However, the H.L.P.C. can determine hardship cases in which the City would absorb the cost of the marker (p.82).

VI. Goal Number 6

Develop conservation alternatives to historic designation and encourage neighborhood planning efforts.

Recommendations:

- . Adopt Conservation District zoning in concept form and have the Department of Urban Planning develop a specific ordinance within one year. This zoning technique, while not a tool of historic preservation, involves the protection of desirable neighborhoods and areas from haphazard development (p.83-84).

- . Actively distribute the Neighborhood Notebook to all neighborhood organizations (p.84).
- . The Department of Urban Planning should complete all information on state and national neighborhood conservation programs to distribute in packet form to interested organizations (p.84).

VII. Goal Number 7

Identify, publicize and protect the significant downtown historic resources and communicate more effectively with development concerns.

Recommendations:

- . Formally adopt the Historic Preservation League's Downtown Cultural Resource Inventory as survey resource in preservation planning (p.85-86).
- . H.L.P.C. and staff should develop a physical plan for the downtown area based on this survey. The plan would include recommendations on the appropriate structures and districts the City should designate, as well as incentives available for downtown preservation (p.86).
- . Publicize the HPL survey by distributing to all City departments, contacting all property owners listed on the survey, mailing the survey and this plan to major development interests, mailing out a brochure describing designation and its benefits, and by establishing an H.L.P.C. task force to work with developers and property owners (p.86-87).
- . Develop Tax Abatement legislation so that it can be applied to downtown properties (p.87).
- . Develop a City Ordinance requiring relocating City departments to office in older historic structures if possible, following both the State and National programs (p.87).
- . When a building cannot be preserved, encourage the owner to document the building in photographs and line drawings before demolition, so that a permanent record is created (p.87).

VIII. Goal Number 8

Identify, publicize, and preserve other significant citywide historic resources.

Recommendations:

- . Identify all areas of Dallas that should be targeted for future survey work and review all surveys by private organizations for possible inclusion in the Preservation Plan (p.88).

- . Should obtain all existing surveys and inventories conducted within City boundaries and program them into a standardized computer file (p.88).
- . Should make an effort to designate all City owned properties that are historically significant, as well as encouraging them to reuse by relocating departments (p.89).
- . Review all city owned properties scheduled to be demolished before the demolition permit is issued and make a report to the City Council (p.89).

Introduction



Progress with Preservation
PLANNING FOR HISTORIC LANDMARKS
CITY OF DALLAS

INTRODUCTION

"Diversity" is the word to describe the preservation movement today. After the decades of saving presidents' birthplaces and war heroes' headquarters, the preservation movement has leap-frogged into alliances with environmentalists, developers, and merchandisers. Following an era during which preservation was equated with patriotism, the movement today is fused into governmental goals for energy conservation, urban social improvements, and jobs."

Robertson E. Collins
Vice-Chairman, National
Trust for Historic Preservation

Historic preservation is a term which generally has been used to describe the efforts of citizens and professionals who attempt to save architecturally and culturally significant buildings from destruction. Preservation was seen as a method for providing a tangible record of our civic past and a visual perspective of our built history. However, historic preservation has evolved to a point where it serves the community in a variety of ways: economically, it serves to recycle old structures and raw materials; socially, it helps to revitalize and stabilize neighborhoods; and symbolically, it links the culture of the past to that of the present through the juxtaposition of their architecture.

Only in recent years have we seen the real potential of urban preservation in America. The earliest preservation efforts focused on saving significant structures, and sites such as Mount Vernon, the home of George Washington; the Hermitage built by Andrew Jackson; and portions of Williamsburg, Jamestown Island and many other sites in Virginia. The goal of preservation was accomplished and tourism benefited from these efforts. However, tourism was incidental to the work of the early preservationists. The salvation of structures and the protection of historically significant buildings were their goals and are tributes to their work. The entire country has benefited from these early efforts.

Gradually, however, the scope of historic preservation in America has changed to encompass parks, neighborhoods, commercial districts and downtowns. Preservation became viewed as an alternative to the large scale clearance programs of urban renewal in the fifties and sixties, but only after the enactment of the Preservation Act of 1966, which included the development of the National Register, the creation of state based preservation programs and matching grant-in-aid. The National Register has proved to be an effective planning tool and has expanded to include bridges, highways, streets, harbors, airplanes and airports. Only after experimentation in cities such as Savannah, Charleston, Columbus and Mobile, did historic preservation appear as a means of revitalizing urban America. It seems that the movement's goals are not only to preserve the scale and diversity of the urban fabric, but to revitalize it and provide the opportunity for alternate uses.

Historic preservation is widely accepted and is seen as a legitimate and effective tool of planning. The movement has very strong political roots and lobbying powers, a legality which has been upheld in the U. S. Supreme Court, and a broad base of appeal. Fortunately, early in the movement it was learned that preservation works only if the economic factors are correct. Consequently, Congress recognized this and addressed preservation in the Tax Reform Act of 1976 by permitting accelerated depreciation for historic structures and outlining disincentives for those who raze historic structures. More governmental support for preservation as an urban policy occurs in the form of urban homesteading, state tax abatement acts and hundreds of municipal ordinances.

In Dallas, the City's commitment to historic preservation was established in 1973 with the adoption of Chapter 19A. As the enabling legislation, Chapter 19A declared the following goals:

- to protect , enhance and perpetuate historic landmarks

- to safeguard the City's historic landmarks
- to stabilize and improve property values in such areas
- to foster civic pride in accomplishments of the past
- to protect the City's attractions for tourists and visitors
- to strengthen the economy of the City
- to promote the use of historic landmarks.

With this initial recognition of the importance landmark preservation in Dallas, it seemed that the early preservation planning had a two fold purpose: 1) to save older and endangered landmark structures and 2) to save and stabilize older inner city neighborhoods. In order to accomplish these goals, Chapter 19A established the following mechanisms:

- City policy in support of preservation
- A designation process for landmark sites, structures and districts
- Accompanying, protective zoning and preservation criteria
- Designation criteria used to evaluate sites, structures, and districts as to their landmark status
- The Historic Landmark Preservation Committee (HLPC) to administer the program
- A Certificate of Appropriateness (C.A.) review which monitors alterations to the exterior of landmark structures
- Review of and possible delay of the demolition of a landmark structure or district
- A historic landmark survey in Dallas
- Ultimately, the development of a preservation plan

As a result of these mechanisms, the City program has now designated eight structures and four districts containing over five hundred structures. But more importantly, preservation is now viewed as a strong planning tool, especially in the area of neighborhood stabilization and commercial revitalization.

The practical aspects and benefits of preservation are also coming to the front - energy conservation, adaptive reuse, preserving the familiar landmark and scale, zoning protection - and the programs emphasis is shifting to the preservation of other types of resources. Preservation is broadening its base of impact and support.

This shifting of emphasis has prompted the development of a preservation plan for the whole city. The city must ensure that historic preservation continues to broaden its impact while accomplishing its original goals of designation and enhancement of landmarks. As the national preservation movement diversifies, so must the local program.

The purpose of the preservation plan is threefold. The first major section is a chronology of the physical development of the city and its architectural styles. This will familiarize the reader with the historic resources and past history that the preservation program is addressing.

The second section consists of discussions of a variety of preservation issues that have occurred since the program's inception. In a sense, it is a reevaluation of many of the original goals and mechanisms of the city's program. Primarily, it is an examination of some of the programs continuing problems accompanied by suggestions for future actions and directions.

The final section will be the actual plan itself and implementation strategies. New goals of the program are explained and the future direction of preservation planning in the city is suggested. Several strategies for implementing this direction and its goals are included. It is hoped that this section will redefine the City's commitment to preservation while establishing a definite role for the public sector. At the same time new mechanisms for broadening the role of preservation are discussed.

DALLAS HISTORY



Progress with Preservation
PLANNING FOR HISTORIC LANDMARKS
CITY OF DALLAS

A DALLAS HISTORY

WHY DALLAS?

Dallas: often described as a city that should not have been--a city with no natural resources, no geographical advantages, a city that sprang up out of the prairie soil only because of the grit and determination of its citizenry. In many ways the description is accurate. Dallas is where it is and what it is largely because of tireless promoters--John Neely Bryan himself, for example; the Confederate "Colonels" who bent the railroad into Dallas in the 1870's; R. L. Thornton and his fellow bankers and businessmen who captured the Texas Centennial celebration in the 1930's. But there were other reasons as well--for example, geography.

Once John Neely Bryan had decided on the Trinity River area for the city he dreamed of building, his choice of sites was almost inevitable. His town would be at the point where the newly designated National Road linking the Capital of Texas to the United States at the Red River, had been marked to cross the Trinity, the only hard rock crossing for many miles in either direction.

BRYAN WAS NOT THE FIRST

The site was well chosen, and, although the evidence is scanty, others long before Bryan had apparently made the same choice. Man apparently lived and hunted in this area during late Pleistocene times. Human remains found in the Lagow sand pits east of the State Fair Grounds in 1921 have been correlated to be the same age as the artifacts found near Lewisville in Denton County in 1956.

The second group of people leaving traces of culture in the Dallas area came much later, sometime between 500 and 800 A.D. These inhabitants, presumably of American Indian stock, were hunters and fishers. The third people were definitely Indian. Of Caddoan stock, they were members of the large family of related tribes that had lived from earliest times in what would become the northeast corner of Texas. The Caddoan tribes occupying the Upper Trinity area were called the Kichai (Keechi Creek, a branch of the Trinity, gets its name from the tribe); there are also references to Yojune tribes in the area. Probably numerous Indian villages resembling the Kichai village known to have been occupied until 1841 existed, but they were abandoned as the area became settled.

The first white man in the area was probably a Spanish explorer named Luis Moscoso, who had been with DeSoto's expedition. He had gotten lost and in 1542 passed through the Dallas area in a wandering attempt to reach Mexico. Many years later, in 1690, a Mexican-born officer of the Spanish crown named Alonso de Leon gave the river its modern name: La Santisima Trinidad, The Most Holy Trinity. By the 1840's most of the Caddos in the Three Forks area of the Trinity had withdrawn to their ancestral homeland in East Texas, and the area was being settled by the Peters Colony of Louisville, Kentucky.

THE FIRST DEVELOPER

John Neely Bryan, a Tennessee native, had wandered down into Texas from Arkansas in 1840, perhaps planning to set up a trading post on the Trinity. He came back in November, 1841, dug into the bluff on the east side of the river, and using a tent as part of his shelter, constructed a kind of dugout.

Bryan began plans for creating a city as early as 1843. His townsite made a neat grid plan, with eight streets running north-south and twelve running east-west. He donated the central block of his new town for a public square, and it remained the site of the courthouse until the 1960's.

Bryan was named postmaster in 1844 and persuaded the new State to create the County of Dallas as a thirty-mile square centered on his town. He donated a square block for a courthouse, and Dallas was made the temporary seat of the new county, a status which became permanent in 1850 after a three-way election contest with Hord's Ridge (future Oak Cliff) and Cedar Springs.

Where the name 'Dallas' came from, no one really knows. The name was being used in print as early as 1843, and early arrivals said later they had heard it called Dallas before they arrived in 1842. The county is named for George Mifflin Dallas, vice-president under Polk, but the city is probably named for a friend of Bryan's back in Arkansas.

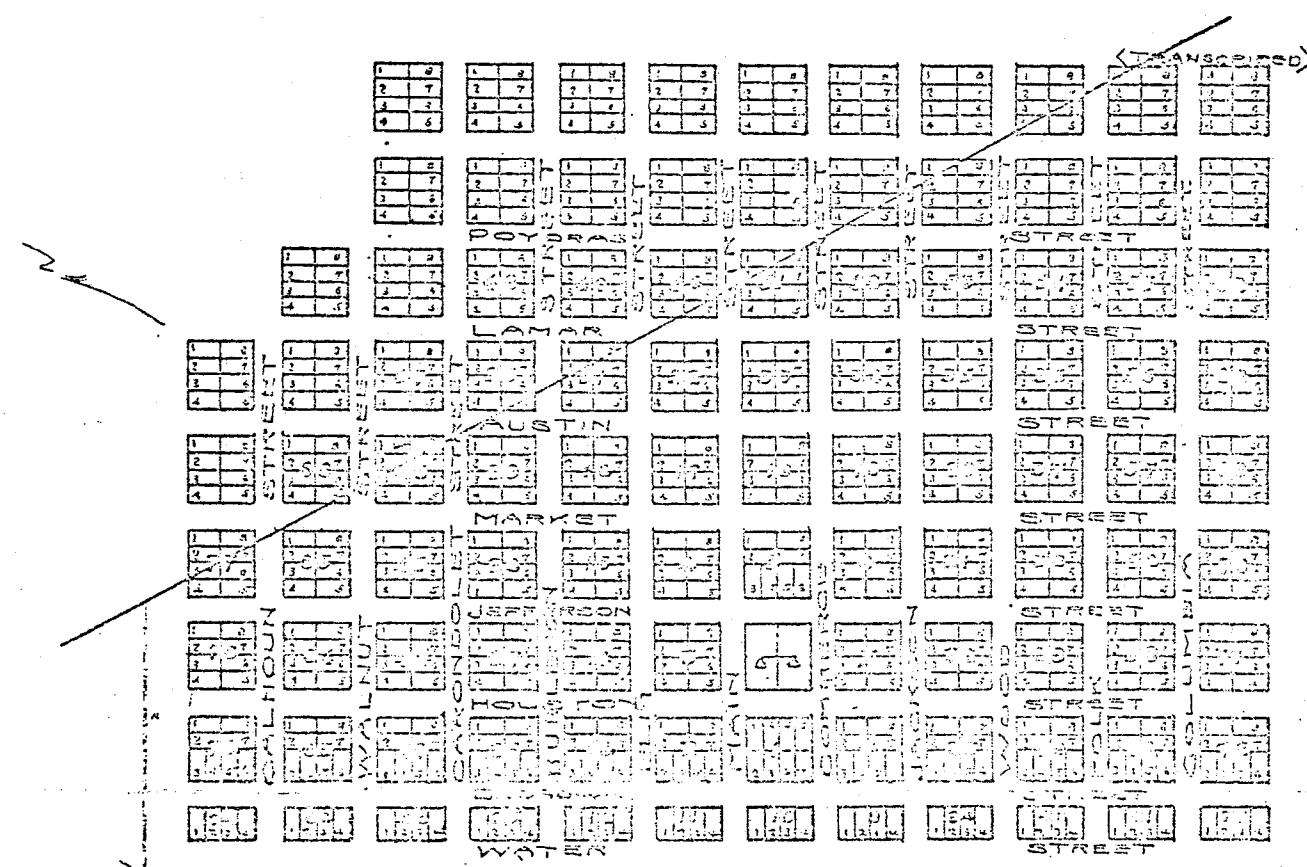
There is also a good deal of confusion about the Bryan log cabin preserved today in downtown Dallas. No one questions that it is at least 75 percent reconstructed, but the original could have been any one of three cabins that Bryan built in the 1840's. It has been relocated to its present site from its original location farther west near the banks of the Trinity.

Another cabin surviving from the early years was built in 1845 by a Peters Colonist from Tennessee named Judge William H. Hord. He settled 640 acres just across the river from Dallas and built a cabin which stood 20 feet by 20 feet, with a fireplace at one end and a half-story above. This was the beginning of Hord's Ridge, a community which five years later almost became the county seat. Later Hord's Ridge became Oak Cliff.

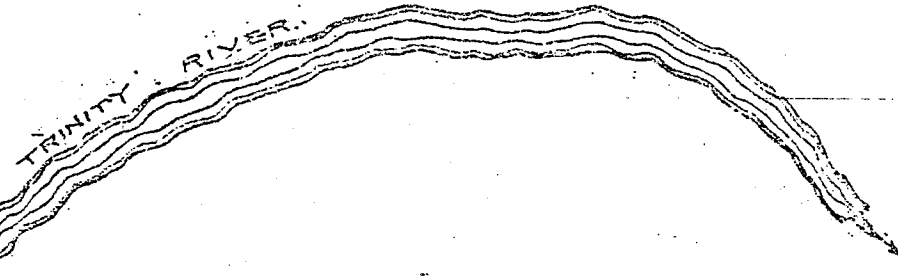
In South Oak Cliff, a log house built by Samuel Sloan in the spring of 1846 still stands. Sloan, who had come to Dallas from Arkansas, built the house for his family six miles south of John Neely Bryan's cabin. Other immigrants settled near the Sloan farm and created a rural settlement out of which the town of Lisbon was born. Sloan's house is possibly the oldest in Dallas County to have been continuously occupied as a residence.

In 1856, the fifteen-year-old settlement called Dallas had grown enough to be incorporated as a real town. Seven hundred fifty people lived in the half-mile square Bryan had surveyed as a town. Several substantial structures had been built, including a double-cabin log courthouse in 1850 and a Greek Revival mansion called "Millermore" in 1855 (now located in Old City Park). The Cockrell Mansion, build by the man who constructed the first bridge over the Trinity, was considered one of the finest residential structures in town. Destroyed by fire long ago, the house was located near the present site of Dealey Plaza.

The Town of Dallas



The State of Texas }
 County of Tarrant }
 I, W. W. P. Clerk of the
 County Court, do hereby certify that the above is a true and correct copy of the map of the Town of Dallas furnished me for Record April 25 1855 and was duly recorded
 as written



The State of Texas }
 County of Tarrant }
 I, W. W. P. Clerk of the
 County Court, do hereby certify that the above is a true and correct copy of the map of the
 Town of Dallas furnished me for Record.
 April 25 1855 and was duly recorded —
 as written
 Given under my hand, —

A TOWN GROWS AMID DIVERSITY

In 1855, a body of French, Belgian, and Swiss emigrants settled on 1200 acres of land on the west side of the river in an experiment in cooperative living called La Reunion. They were highly educated professional people--scientists, authors, artists, musicians, naturalists--but their utopian experiment failed. Some of the colonists returned to Europe, but most settled near the colony or moved to the town of Dallas, developing the Wilson Block and surrounding areas.

In the summer of 1860, just before the Civil War began, a great fire broke out near the courthouse square. It destroyed virtually the entire town, leaving only the brick courthouse standing. Recovery from the fire was delayed by the outbreak of the war.

After the Civil War and Reconstruction, Dallas began to grow again. In response to the promise of a new start, former plantation owners and farmers from all over the war-ravaged South came to the Dallas area, bringing intelligence, enterprise, energy, and agricultural skill. Among them were R.S. Munger and Sheppard King Sr.

A number of freed slaves in Dallas, who had comprised about 10% of the population, established several "Freedman's Towns" around the county. Out of these grew black communities along Alpha and Noel Roads in far North Dallas, Little Egypt near Northwest Highway and Abrams Road, along Ten Mile Creek and Bonnie View Road in South Dallas, and along Hall, State, and Thomas streets in East Dallas. Not far from the Hall Street area was the most famous Freedman's Town. Built immediately following the war in the vicinity of what would become Elm and Central and Preston and Good, the area was know for many years and Deep Ellum.

THE CITY TAKES SHAPE

The 1860's were a difficult time for Dallas. Besides the fire and the war, the greatest flood in the Trinity's history occurred soon after the war--in 1866. All communication was cut off for a week, and Dallas itself became an island with only a narrow trail up Ross Avenue open now and then.

The flood waters were measured at 56 1/2 feet. Dallasites began to make plans to tame the river, plans which would culminate many years later with a change in the course of the river itself.

In 1868, a steamboat arrived from the Gulf and tied up at Commerce Street. Job Boat No. 1, captained by James H. McGavey, had taken a year and four days to come from Galveston. Dallas and Kaufman County resident had raised \$15,000 to induce McGarvey to bring his 26-ton steamboat to Dallas.

Dallasites, encouraged by McGarvey's success, constructed their own steamboat, an 87-footer called the Sallie Haynes. Launched on December 17, 1868, the Sallie Haynes made several short trips down the river before sinking forty miles from Dallas.

Dallas at the time was still a typical frontier town. The town had grown slowly--not at all during the war--partly because it was so isolated. Dallas could be reached only after weeks of long and uncomfortable travel in stage coaches, and goods took months to arrive.

Dallasites knew the railroad could change all that, so they put up \$5,000 to bring the rails of the Houston and Texas Central within a mile of the town instead of eight miles east. The first train arrived on July 16, 1872, and people turned out for miles around to celebrate at the picnic grounds where Baylor Hospital now stands.

The arrival of the Texas and Pacific on February 22, 1873, was even more important than the arrival of the H&TC, but it took a bit of chicanery to get the railroad to Dallas at all. It was to be built westward from Shreveport, generally following the 32nd parallel--which meant it would miss Dallas by 50 miles. Dallasites persuaded their legislator, John W. Lane, to attach a rider to the bill granting lands to the railroad that would require the T&P to cross the H&TC one mile from Browder Springs. No one bothered to inquire where Browder Springs was located--one mile south of the Dallas courthouse. Learning of the subterfuge, the railroad people threatened to make the crossing a mile south instead of north of Browder Springs, but they were appeased when Dallasites subscribed \$100,000 for the road.

THE ECONOMY DEVELOPS

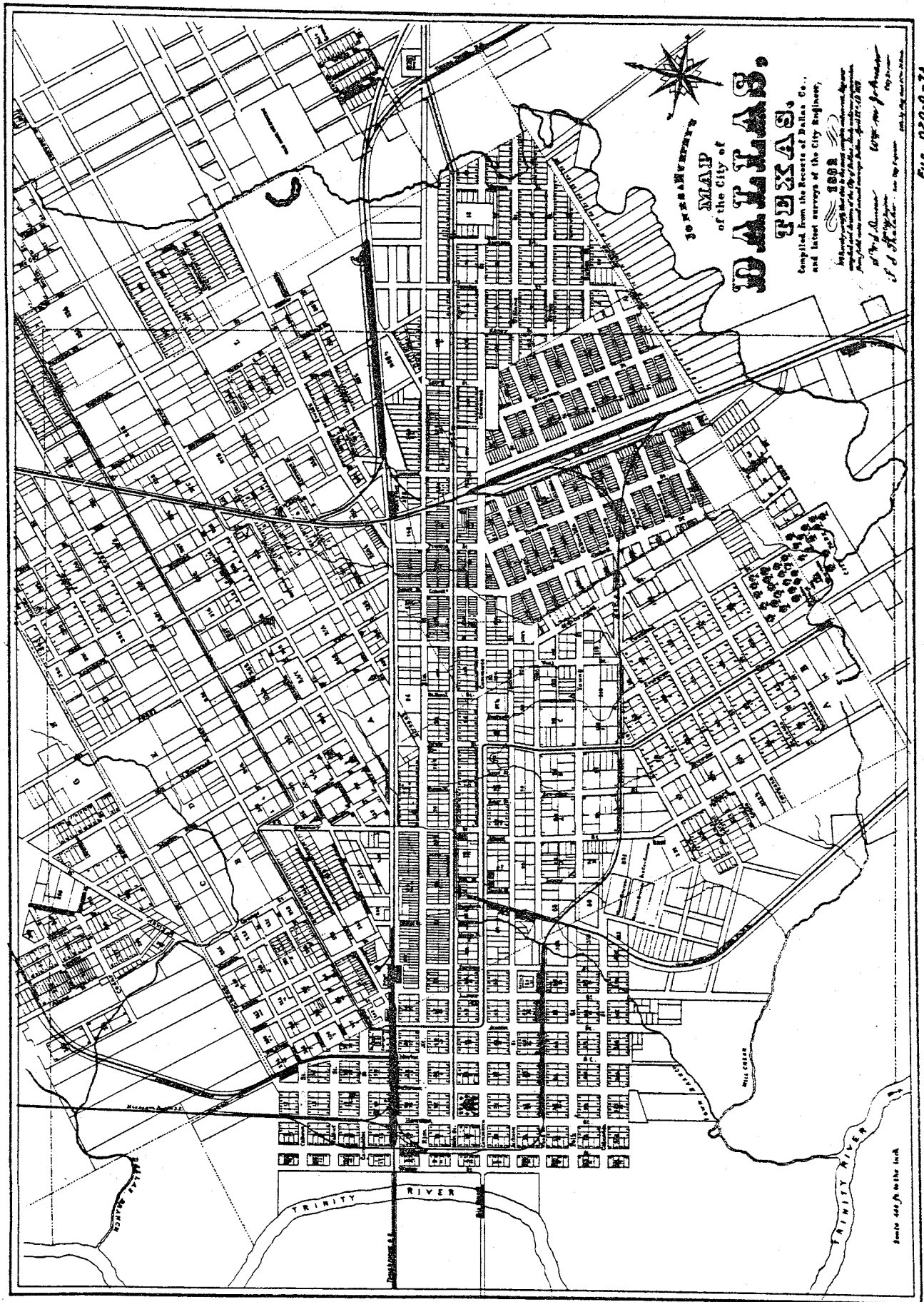
More than 900 buildings were erected in 1873 to accommodate the influx of businessmen who followed railroad construction and remained in Dallas to become leading business firms. These "terminal merchants" included Waples Platter, E. M. Kahn, the hardware company of Huey and Philp, and the Sanger Brothers, who in developing what was to be for decades the outstanding department store in North Texas played a role in Dallas similar to Marshall Fields in Chicago and Wanamaker's in Philadelphia and New York.

Another new industry--harness leather--took advantage of the tremendous herds of buffalo that still roamed the prairies. John R. Tenison established a saddle factory in 1867, and in 1869, Padget Brothers and the Schoelkopf Company came to Dallas. During the next half century Dallas would become the biggest saddle, harness, and leather-goods center in the world.

Dallasites also got a new \$75,000 courthouse in 1872, as well as an iron bridge across the Trinity. The telegraph arrived with the first railroad. The first streetcars--muledrawn--began operating in 1872, and artificial gas light was used first in 1874, with streetlights snuffed out at midnight as an economy measure. Dallas got its first park--City Park--in 1876. (In 1936, City Park was re-named Sullivan Park in honor of Dan L. Sullivan, the city's first water commissioner. The Sullivan house still stands in South Dallas near Old City Park). The Cedars residential area developed around the park.

The 1880's opened with Dallas having an official population of 10,385; at the end of the decade, the population was 38,140. Along with more people, the eighties brought electricity to Dallas, and the telephone. The first telephone exchange opened June 1, 1881, on Elm near Market with 40 subscribers.

Electricity was introduced in 1882 when a privately owned plant was set up at Carondolet and Austin.



30 YEARS
MAP
 of the City of

DALLAS, TEXAS.

Compiled from the Records of Dallas, Co., and latest surveys of the City Engineer.

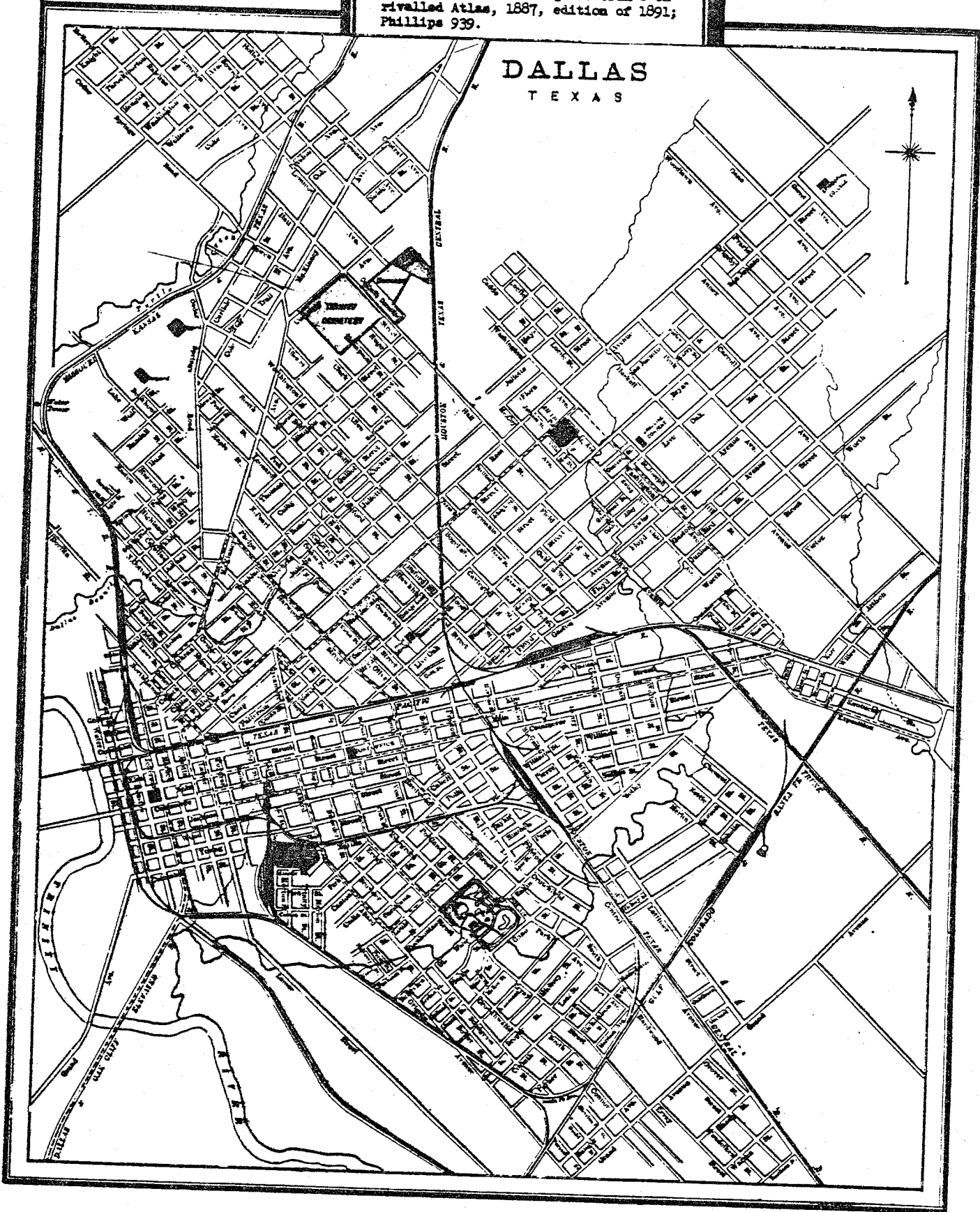
J. S. SELLS

1858
 Published by J. S. Sells, 107 N. Commerce St., Dallas, Tex.
 Copyright 1888 by J. S. Sells

Scale 400 ft. to the inch

FILE 020-Q-74

DALLAS, TEXAS. From George F. Cram's Unrivalled Atlas, 1887, edition of 1891; Phillips 939.



THE CITY GROWS

In 1886, Hord's Ridge across the river, became Oak Cliff. For a time a Dallas rival, it became a part of the city in 1903. T. L. Marsalis, who had bought 2,000 acres north of Hord's original settlement, cut the area into 20-acre blocks to form a town bounded on the north by First Street (now Colorado), on the south by 13th, on the east by Miller (now Cliff), and on the west by Cliff (now Beckley). Also developing west of the Trinity was a neighborhood laid out by J. E. Flanders, architect of Trinity Methodist Church and a number of county courthouses. The West Oak Cliff development was called Flanders Heights.

Two rival fair groups pooled their efforts in 1886 to form the State Fair and Dallas Exposition, forerunner of the State Fair of Texas. The exposition was moved to the present fair grounds that same year, abandoning the Dallas Fair grounds on Gaston (site of the Great Train Arrival Celebration).

In 1885, Colonel A. H. Belo, publisher of the Galveston News, arrived in Dallas to launch the Dallas Morning News. He brought with him a 26-year-old English-born journalist named George Bannerman Dealey who in 1906 began his 40-year career as editor-in-chief of the News.

The Times Herald would get started in 1896 when Edwin J. Kiest, a young printer who had come to Dallas from Chicago, bought out the Times and the Herald and combined them as the Dallas Times Herald.

Dallas in 1890, after the remarkable decade of the eighties, had become Texas' largest city. With a population of 38,067, it edged out San Antonio in second place and Houston in third. East Dallas was annexed in 1890, and Oak Cliff was incorporated as a separate suburban town. The courthouse burned, and a new one was built--"Old Red"--which still stands in the middle of John Neely Bryan's original courthouse square.

Dallas' First Baptist Church, which had been organized in 1868, constructed a new building at Ervay and San Jacinto in 1890. A young Baylor preacher named George W. Truett became pastor in 1897 and remained until his death in 1944.

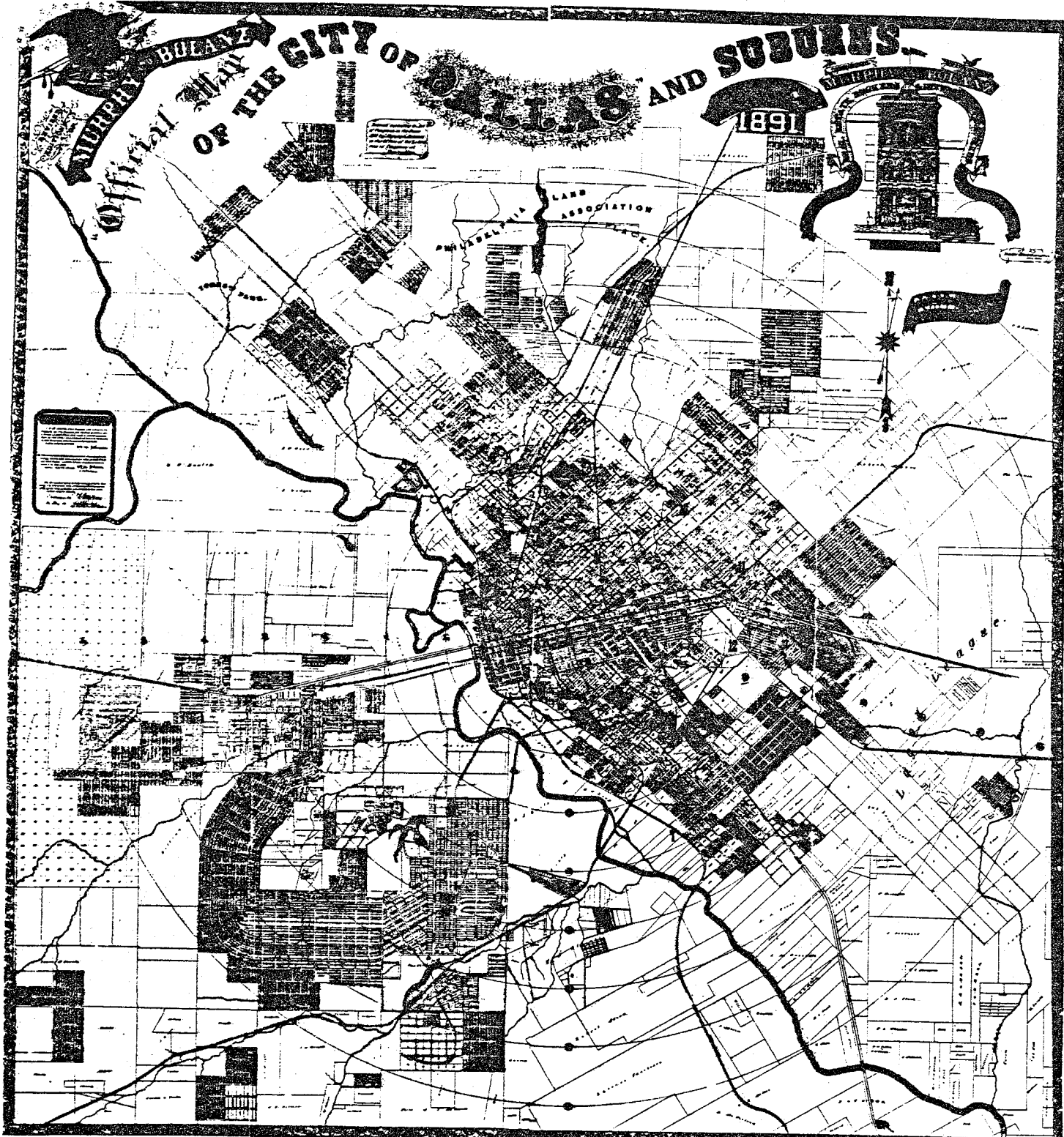
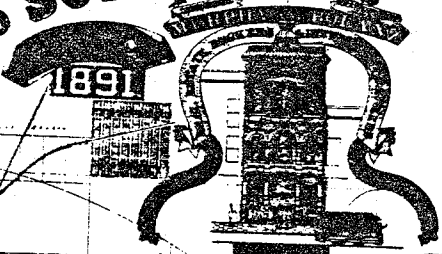
Compared to the 1880's, the decade of the 1890's was relatively quiet and uneventful, partly because of a nation-wide economic depression. The Panic of '93 hit Dallas fully in 1894, however, business revived, and by 1896, the wholesale and jobbing business was doing a total of \$30 million annually.

CIRCA 1900, ARRIVAL

As it entered the twentieth century, Dallas already was the commercial, medical, communication, and trade center of the Southwest; the first decade of the new century consolidated the position. The city was also the center of the all-important cotton distribution industry. Cotton or cattle provided the wealth for most of the Dallas Establishment.

It was these people who probably read with interest a full-page advertisement in the Dallas Morning News on Sunday, September 8, 1907. The ad announced "the opening of the New and Exclusive Shopping Place for Fashionable Women, devoted to the Selling of Ready-to-Wear Apparel." Founders of the new

Official Map OF THE CITY OF DALLAS AND SUBURBS.



The following description of the City of Dallas is published for the information of the public, and is based on the official map of the City of Dallas, Texas, as published by the City of Dallas, Texas, in 1891. The map shows the city limits, the streets, and the various landmarks of the city. The map is published for the information of the public, and is not to be construed as a warranty of any kind.

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To the Board of Commissioners, Dallas, Texas, and the Dallas Board of Public Works.

The following table shows the population of the City of Dallas, Texas, for the years 1880, 1890, and 1900.

Year	Population
1880	1,000
1890	2,000
1900	3,000

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specialty shop, the first of its kind in the South, were the 27-year-old boys-clothing buyer at Sanger Brothers, the leading store in the Southwest; his 24-year-old sister, blouse buyer and top saleswoman at A. Harris & Company, another local store; and the young woman's husband. The store would be known as Neiman-Marcus.

The first decade of the new century also saw major transportation improvements, including the arrival of the Rock Island Railroad, extensions of the streetcar lines, and the beginning of the remarkable Electric Interurban system. The first interurban line began hourly trains to Fort Worth in 1902 via Oak Cliff's Jefferson Boulevard. Eventually six lines radiated out from Dallas to points as far away as Sherman and Waco.

Another major transportation improvement grew out of the Trinity River's rampage in 1908. During that flood, the river had reached a depth of fifty-one feet and a width of two miles, cutting off Oak Cliff for weeks from downtown Dallas and flooding many parts of South and North Dallas near the river. After the flood, the critical need for a permanent and flood-proof bridge over the Trinity was obvious, so voters authorized the funding of the high level reinforced-concrete Oak Cliff viaduct, at the time the largest such span in the world.

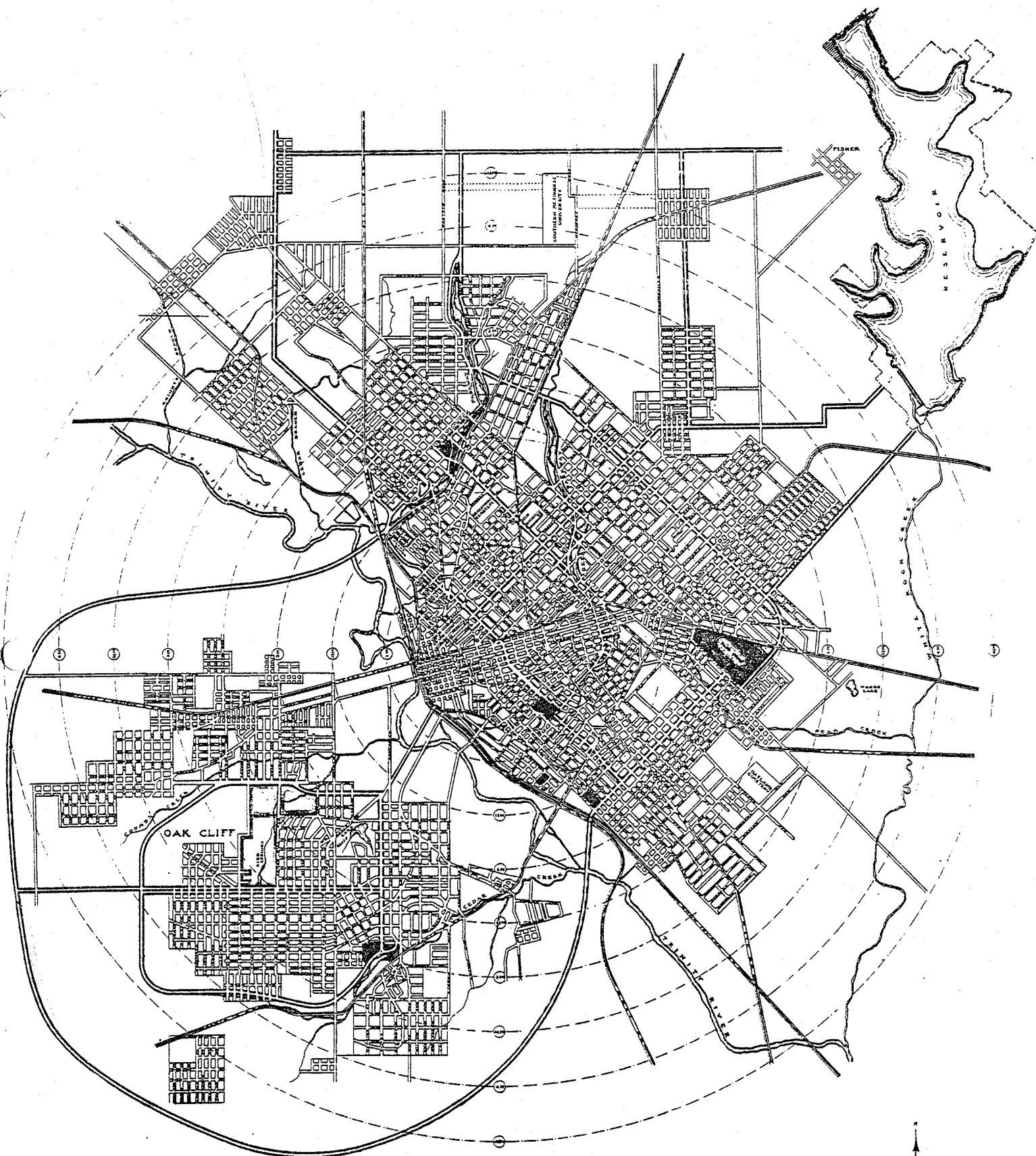
Dallas residential districts were rapidly developing along streetcar lines. Neighborhoods were springing up along Maple Avenue, resulting in the Vineyard area, on South Boulevard and Park Row in South Dallas, and in Oak Cliff, which voted by a narrow margin in 1903 to be annexed to Dallas. Two years later, Munger Place, just east of Dallas, was opened as a planned and deed-restricted subdivision along Swiss Avenue and parallel streets. In 1907, Highland Park, a few miles north of Dallas, was opened, also as a planned and deed-restricted community.

The coming of the automobile accelerated this suburban development trend. Dallas got its first traffic ordinance in 1901--prohibiting speeds in excess of 7 mph on downtown streets--its first automobile dealer in 1902, and its first rubber-tire store in 1909. Three thousand automobiles were registered in Dallas by 1912.

PLANNING FOR THE FUTURE, CIRCA 1910

The first decade of the twentieth century was another period of tremendous growth for Dallas--the population went to 92,105 in 1910. Some kind of orderly development was needed for the bustling city, and in 1910, the Dallas City Plan and Improvement League was organized. The League hired George E. Kessler of Kansas City (originally from Dallas) to prepare a city plan. Many of the major features of Dallas today, although carried out at various times, originated with Kessler.

Kessler proposed a consolidated Union Terminal to replace several outmoded stations scattered throughout Central Dallas. He called for removal of railroad tracks from Pacific Avenue and other downtown streets to improve access between downtown and North Dallas, as well as numerous street widenings and straightenings. He proposed the creation of Turtle Creek Boulevard, and he encouraged the development of the city's excellent park system. He also proposed the building of a wide divided boulevard, Central Boulevard, to

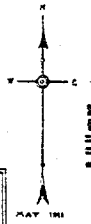


**GENERAL PLAN FOR A SYSTEM OF
PARKS AND BOULEVARDS FOR THE CITY OF
DALLAS TEXAS**

PARK BOARDS	
1911 - 1913	1907 - 1911
WALTER HARRILLAND - PRESIDENT	WALTER HARRILLAND - PRESIDENT
MALBAUER - VICE PRES.	A. B. BAKER - VICE PRES.
EDGAR FRYE	EDGAR FRYE
EDGAR L. WYKE	EDGAR L. WYKE
M. L. BUCKNER	M. L. BUCKNER

CITY COMMISSIONERS	
1907 - 1911	1911 - 1913
S. J. HAY - MAYOR	W. H. HARRILLAND - MAYOR
HARRY L. MAY	F. W. BARTLETT
W. H. HARRILLAND	J. C. BELL
DAN F. SULLIVAN	S. B. WELLS
C. A. GILLESPIE	H. T. HENDERSON

PREPARED FOR THE PARK BOARD BY
GEORGE KESSLER & CO. - LANDSCAPE ARCHITECTS
KANSAS CITY - ST. LOUIS



INDEX

	EXISTING PARKS
	PROPOSED
	BOULEVARDS
	AVENUES
	RAILROADS

replace the H&TC tracks and its flanking dirt-paved Central Avenue--this would open up development to the north. (His proposal became, many years later, Central Expressway).

Kessler also suggested that a new and straightened channel with levees be built for the Trinity and its sprawling floodplain. This proposal, carried out over the following twenty years, resulted in a new channel for the Trinity and the development of the large Trinity River Industrial District. He also proposed a town lake for the Trinity--one of the few Kessler proposals that has (as yet) not been implemented.

In 1911, Dallas build its new Houston Street Viaduct and changed the skyline with the construction of a number of buildings--the 21-story Adolphus Hotel, a new City Hall, the Masonic Temple, and the First Presbyterian Church.

Southern Methodist University, a dream for some time, became a reality in 1912 when J. S. Armstrong, father of Highland Park, donated 133 acres of land for a campus, and the city raised several thousand dollars. Southern Methodist opened in 1915 with an enrollment of 700.

DALLAS: THE REGIONAL CENTER

The first bank in Dallas had been established in 1868; forty-six years later, in 1914, Dallas was awarded the 11th District Federal Reserve Bank, a tremendous boost for a small (about 100,000 people) city which would soon be the major financial center of the Southwest.

War in Europe in 1914 sent the cotton price down to 4¢ a pound, and Dallasites launced a 'buy-a-bale' campaign to save the area's cotton industry. Apparently the move was successful since cotton prices boomed after the war.

In January, 1917, a wide open space north of town was made into Love Field; on November 5, the U. S. Army made it an air training base. (Love Field was given to the city after the war and became the municipal air field in 1927). In 1918, a temporary tent city called Camp Dick was set up at Fair Park for draftees and volunteers.

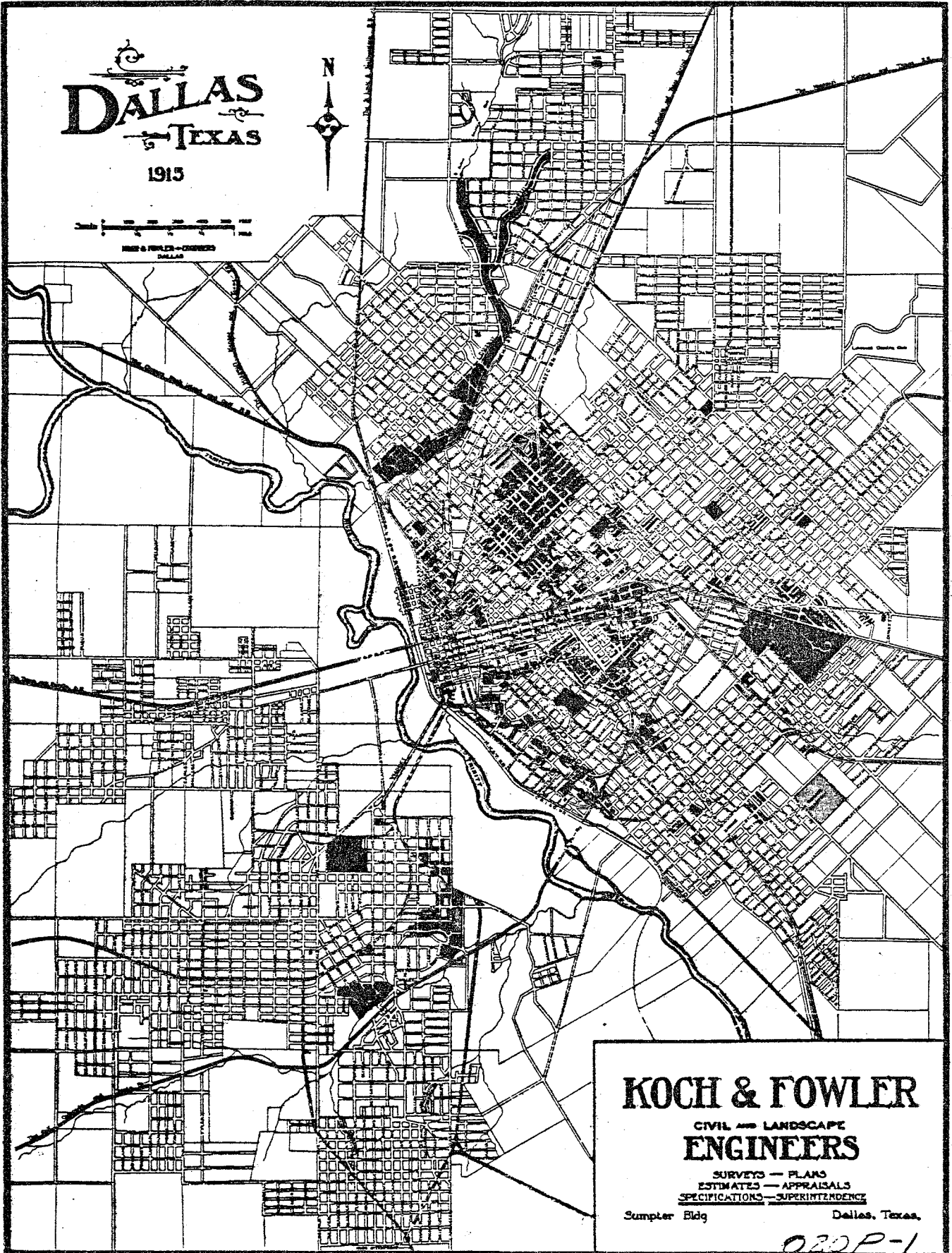
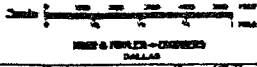
At the end of the decade, Dallas had grown to a population of 158,976, another amazing growth surge. As the post-war boom started, Dallas lost its last living link with the original settlement of the Trinity when Margaret Beeman Bryan, the wife of John Neely Bryan, died at the age of 94.

Dallas during the twenties experienced continued business, industrial and financial growth. By 1925, Dallas was sixth among American cities as a headquarters for insurance companies, and it was the largest inland cotton market in the world. New skyscrapers included the Santa Fe Building, the Cotton Exchange, the Hilton Hotel (later the White Plaza), First National Bank, and Republic National Bank. The Magnolia Building (now the Mobil) was completed in 1922, and its Flying Red Horse sign immediately became the Dallas trademark. Signal lights and stop signs were inaugurated on Dallas streets to help control the mushrooming auto traffic, and in 1921, the last train traveled over Pacific Avenue.

DALLAS

TEXAS

1915



KOCH & FOWLER

CIVIL AND LANDSCAPE
ENGINEERS

SURVEYS — PLANS
ESTIMATES — APPRAISALS
SPECIFICATIONS — SUPERINTENDENCE

Sumpter Bldg

Dallas, Texas.

020P-1

The importance of Dallas as an air hub emerged in 1926. On May 12, the first mail plane of National Air Transport took off from Love Field for Chicago. In July, 1928, the first passenger service between Dallas, San Antonio, and Houston was begun by Texas Air Transport. American Airlines and other transcontinental carriers were flying into Dallas by 1930.

THE MIDDLE YEARS, 1930-1945

Although the Great Depression had already hit the nation in 1930, Dallas, with a population of 260,398, felt optimistic. It had four newspapers, a new federal building, and a new 46,000-seat stadium at Fair Park called the Cotton Bowl.

However, by 1931, the city had 18,500 unemployed, and the Chamber of Commerce raised \$100,000 for relief.

Depression relief, if not recovery, came from another source as well--several large theaters built along Elm during the 1920's during an era of 2000-3000-seat "cathedrals of cinema." The most opulent in Dallas was the Majestic, built for Karl Hoblitzelle, the man who put together the Interstate Theater Circuit, Inc.

The thirties was a period of little growth of Dallas, similar to the 1890's, but several significant events occurred during the decade. On January 1, 1930, for instance, C. M. (Dad) Joiner brought in the discovery well for the East Texas oil field--at that time the biggest oil field in the world. Dallas bankers began to lend money to oilmen accepting as collateral oil still thousands of feet underground. More and more oilmen headed for Dallas, until by 1950, more than 700 oil companies and operators had offices in the city.

The thirties saw the completion of the Trinity River Diversion Channel and levee system--a project which put some 1500 men to work--and the development of a state highway system plan for Dallas county. But the high point of the decade was the Texas Centennial Exhibition.

Banker R. L. Thornton and a hand-picked group of civic and business leaders determined that Dallas should be chosen as the site of the upcoming Pan-American Exhibition to celebrate the Centennial of Texas' Independence.

Thornton and his fellow promoters knew Houston, Galveston, San Antonio, or Austin were the logical choices for the site of the exhibition because of the active part they had played in early Texas history (Dallas did not even exist). But the unified civic and financial backing--\$5.5 million--the already substantial physical plant of the Texas State Fair Grounds, and a commitment to extensive expansion and new building at the Fair Grounds for the Centennial convinced the Texas Centennial Commission. The Centennial drew visitors from all over the world, including President and Mrs. Roosevelt, and national news coverage highlighted Dallas as a beacon of prosperity and optimism during the gloomy Depression era.

Dallas finished the decade with a population of 295,000, very little growth since 1930, although the city was the undisputed financial capital of the Southwest--with an emphasis on banking and insurance--and it had become a major apparel center.

During the '40's, Dallas again grew rapidly. The city shared in the recovery of the national economy that was spurred by WW II, and immediately after the war it began the unparalleled growth that continued into the sixties. Between 1945 and 1955, Dallas absorbed 235,000 new residents and added 153 square miles.

DALLAS TODAY

The Dallas which was built in the fifties is largely intact today. The overwhelming trend of these years was the rapid development of suburban neighborhoods (still mostly within the City of Dallas) with owner-occupied single-family houses under the twin stimulants of Federally-guaranteed home mortgages and the increasing use of the automobile. Retail stores followed housing to the new neighborhoods with the development of Wynnewood Village in Oak Cliff, Preston Center and Northpark Mall in North Dallas, and other large shopping centers throughout the city.

Dallas, long a manufacturing and distribution center, was increasingly becoming a headquarters city, an international market center, and a center for the new field of computer electronics and other scientific industries. Industrial, wholesaling, and light manufacturing uses had been located in a tight ring around the central business district until after WW II, but during the fifties, industrial sites along Industrial and Irving Boulevard in the reclaimed floodplain lured such businesses out of town. Since more and more workers had automobiles, public transit service became less and less important to employers considering site locations.

Dallas grew dramatically in the fifties, reaching a population of 680,000 by 1960. And Dallas had entered a new era. It had become a city of home owners in new sub-divisions geared almost completely to the private automobile. Several suburban cities had grown rapidly during the fifties also, and in the years to come would account for more and more of the growth in the Dallas area.

Where Dallas was going was of prime concern in the mid sixties when then-Mayor Erik Jonsson set in motion the "Goals for Dallas" program. Jonsson appointed committees which identified what Dallas needed to do and specified how to do it. The project was financed heavily by businessmen, but it also involved a broad spectrum of the community. "Goals for Dallas" completed its work in 1969 but was revived in 1976.

In the years since the war, Dallas, now the nation's seventh largest city (population approximately 980,000), has become a sprawling metropolis. It has survived the traumatic events surrounding the assassination of President Kennedy, and the typical big-city problems it faces today--an aging inner core, loss of middle-class confidence in the public schools, flight to the suburbs, and others--seem at least to be manageable.

Dallas also finds itself one of the most influential cities in the so-called Sunbelt region of the United States, a financial, marketing, fashion, and corporate-headquarters city equi-distant from both coasts and the approximate crossroads point for the four largest centers of population on the continent--New York, Los Angeles, Chicago, and Mexico City.

In a relatively short period of approximately a hundred and fifty years, Dallas has progressed from a barren prairieland; a series of muddy streets,

leaning tents and shanties; a bustling village of bois d' arc-paved streets and electric trolley cars; a flamboyant "roaring twenties" and art deco exuberance; to a stolid high-rise reflective-glass business community of the modern period. Dallas' reputation of forward and upward progress is perhaps unsurpassed in the country. This image of Dallas is good and healthy and certainly an asset in promoting new industry and related economic activity; in fact, the lure of the Sunbelt frequently centers on Big D.

If, however, we continue to ignore our local history and resources, Dallas, the City of Tomorrow, will become a bland and dull environment. Through a conscious and conscientious policy of preservation of certain structures and neighborhoods, the opportunity to create a diverse but unified and stimulating urban environment is realizable. This paper has demonstrated that the physical resources, all too often unnoticed, are present locally. The challenge for the City of Dallas and its citizens is to make effective use of our tools and facilities to provide, through planning and imaginative urban design awareness, an environment that is not only efficient but one that is truly stimulating.

DALLAS FROM THE GROUND UP

TOWN BUILT ON A BLUFF

- 1840 – Col. William Cooke surveys the National Road from the Brazos to the Red River, and names it Preston Road. The course of this road has remained virtually unchanged.
- 1841 – J. N. Bryan founds Dallas.
- 1844 – Bryan is appointed postmaster; his cabin becomes the post office. J. P. Dumas surveys and plats Bryan's townsite and sets the center block aside for a courthouse square. Dallas County is organized and Dallas becomes the temporary county seat. Bryan's cabin is the first courthouse.
- 1845 – Judge Hord settles Hord's Ridge – now known as Oak Cliff.
- 1846 – Bryan establishes a ferry across the Trinity River.
- 1850 – Dallas wins the election for County Seat. A 10' x 10' log cabin becomes the first official courthouse.
- 1851 – The first cotton gin begins operation.
- 1852 – The first cotton, 22 bales, is shipped by barge from Dallas down the Trinity to Galveston. M. Guillot opens a carriage factory and becomes the first manufacturer in Dallas.
- 1853 – The first brick plant opens.
- 1854 – La Reunion, the utopian "old French Colony", is established west of Dallas.
- 1855 – A. Cockrell opens a sawmill; lumber for frame construction becomes available locally. Cockrell builds the first bridge over the Trinity. Located at the foot of Commerce St., it is the largest bridge in the state. Dallas builds a new two-story courthouse using the finest brick in the county.
- 1857 – Repeated crop failures force La Reunion to disband. Most of the leaders return to Europe, but many other colonists move to Dallas. The Swiss form a colony outside of town; the road connecting the settlements is later named Swiss Avenue.
- 1858 – The Trinity floods, washing out the wood bridge.
- 1860 – The town is destroyed by fire. Two buildings survive – the brick courthouse and a brick hotel. When the town rebuilds, brick and stone construction replaces the frame structure.
- 1860 – With the outbreak of Civil War, Dallas becomes the supply center for the Confederate army west of the Mississippi River.
- 1865 – After the Civil War, Dallas slaves form Freedman's Towns. "Deep Ellum" and "Little Egypt" are best known for their residents Huddie "Leadbelly" Ledbetter and Blind Lemon Jefferson.
- 1866 – The Trinity floods, isolating the town for a week.
- 1867 – Gaston and Campbell establish Dallas' first bank; J. R. Tennyson opens the first saddle shop.
- 1868 – *Job Boat No. 1* becomes the first steamboat to travel from Galveston to Dallas. Passage took more than a year. Later that year, Dallas citizens build and launch the *Sallie Hayes*. It is loaded with cotton and bound for Galveston.
- 1870 – The Houston and Texas Central Railroad reaches Corsicana and plans a line to McKinney which will bypass Dallas. The town's businessmen pay \$5,000 cash and deed 115 acres of land and 3 miles of right-of-way north and south of Main Street to the company to alter the course of the line.
- 1872 – The State Legislature amends the Texas and Pacific Railroad Charter, approving a line from Memphis to El Paso. A Dallas lawyer adds a clause requiring that the line, originally routed far south of Dallas, cross the Trinity within one mile of Browder Springs. A bonus of \$100,000 and 25 acres of land in East Dallas convinces the company to extend the track into town. Sarah Cockrell finances an iron toll bridge across the Trinity. Terminus merchants such as E. M. Kahn and the Sanger brothers begin to arrive in Dallas. East Dallas begins as a Houston and Texas Central Railroad community. On July 16th, the first locomotive pulls into East Dallas' new frame Union Depot. Dallas County builds its fourth courthouse.

WHERE THE EAST ENDS

- 1873 – Dallas is the terminal for two major railroads when the Texas & Pacific locomotive arrives on February 22nd.
National financial crisis halts construction of the T & P route to Ft. Worth. Dallas becomes the collection center for hides and leather.
- 1874 – The Gaston Building is erected to house the influx of cotton traders.
- 1875 – The New Commercial Hotel is built. Later that year, the Le Grande opens; it is the finest and most elaborate hotel of its size in the Southwest.
- 1876 – Southwestern Life Insurance Co. establishes its home office.
- 1877 – Voters authorize a public school system; the first opens in 1883.
- 1879 – A private company builds the Browder Springs waterworks and pumps water to a standpipe at Main and Harwood. The city purchases the operation in 1881.
- 1880 – The Courthouse burns; a new granite structure with square clock tower replaces it. Dallas now had more courthouses than any other town in Texas.
- 1881 – Telephone service begins; the first electric lights are installed.
- 1882 – Main and Elm Streets are paved with bois d'arc blocks.
- 1883 – The Dallas Opera House, seating 1200, is completed and becomes one of the South's finest show places.
- 1885 – A. H. Belo founds the Dallas Morning News; G. B. Dealey is named editor.
- 1886 – The Dallas State Fair and Exposition is chartered. It secures 80 acres of swamp land – the site of the present Fair Grounds. The next year it consolidates with a rival fair; this land becomes the Fairlands residential addition.
- 1887 – J. S. Armstrong and T. L. Marsalis end a long partnership in a dispute over selling their land on Hord's Ridge. Armstrong moves to Dallas and later develops Highland Park. Marsalis opens the Oak Cliff residential district connected with Dallas by a steam railway.
- 1890 – The Courthouse burns. This time it is replaced with a red sandstone and granite Romanesque building – "Old Red".
- 1890 – The Trinity floods an area 2 miles wide.
Dallas annexes East Dallas, and buys the East Dallas waterworks.
- 1893 – The H. A. Harvey reaches Dallas from Galveston after 67 days, raising hopes of navigating the Trinity.
Adolphus Busch finances construction of the Oriental Hotel.
- 1896 – Dallas Commercial Club sponsors the Record Crossing dam to establish a water route to Galveston.
- 1898 – The Linz Building is the tallest fireproof building in the South.
- 1899 – The first "horseless carriage" arrives.
Andrew Carnegie donates \$50,000 for a Dallas Public Library.
- 1900 – Elm Street is paved with asphalt – a material previously used only in the East.
- 1902 – The electric Interurban Railroad inaugurates service to Ft. Worth. By 1923, service included Sherman, Waco, Corsicana and Terrell.
- 1903 – Oak Cliff is annexed into Dallas on the condition that sale of liquor is prohibited and the artesian water system is retained.
- 1905 – Munger Place opens as Dallas' first deed restricted residential area; Highland Park opens in 1907.
- 1907 – Herbert Marcus and Carrie Neiman open the dress shop which is to become Neiman-Marcus; The Praetorian Building is Dallas' first steel skyscraper.
- 1908 – The most devastating flood in Dallas' history. The Trinity crests at 51' 3".
- 1910 – The first airplane lands in Dallas.
The Dallas Park Board hires George Kessler, a Kansas City Landscape Architect, to develop a City Plan for Dallas.
- 1912 – The Houston Street viaduct to Oak Cliff opens. At the time, it is the longest concrete structure in the world.
- 1914 – Dallas is awarded the 11th District Federal Reserve Bank.
- 1915 – Southern Methodist University is dedicated. The 133 acre campus is donated by J. J. Armstrong.
- 1917 – Dallas businessmen purchase land for a private airport. When the U.S. enters World War I, Love Field is taken over as an Army Air Corps Training base.
- 1919 – Dallas leads all other cities in the Southwest in auto sales.

DALLAS GROWS UP

- 1921 – The Majestic is the first theater to open in the Elm St. theater district.
WRR, the first municipally owned radio station, begins broadcasting.
- 1922 – The Magnolia (Mobil) is completed. The 29-story structure remains the tallest building west of the Mississippi River for over 20 years.
- 1923 – Dallas begins removing the Pacific Avenue train tracks which have restricted growth of the business district to three streets. The work is completed in 1926.
- 1925 – Dealey Plaza is built on the site of Bryan's first cabin.
- 1926 – City bus service begins to outlying areas as an auxiliary to street car lines: the city limits include over 42 square miles – 100 times larger than Bryan's original plat.
- 1927 – S.M.U. completes McFarland Auditorium – Dallas' largest assembly hall.
C. E. Ulrickson proposes a city plan to develop a water and park system and improve streets. The Triple Underpass is part of this proposal.
- 1928 – The city purchases Love Field for a municipal airport. By 1930, Dallas is an air transportation hub with overnight service to New York City and Los Angeles.
- 1929 – The first zoning ordinance is adopted.
In May, the Trinity River floods causing extensive damage.
October 25th, the Stock Market crashes.
- 1930 – September 8th, "Dad" Joiner strikes oil in the East Texas Oil Fields.
By the end of the year, Dallas is in the midst of the Depression. It is regarded as the worst disaster since the fire of 1860.
- 1931 – To alleviate unemployment, private enterprise is encouraged to begin new construction. The Lone Star Gas, Dallas Power & Light and Tower Petroleum Offices are built during this period. Dallas officially submits the Trinity River Channelization project for federal financing: they acquire WPA funds for construction of the Triple Underpass.
- 1932 – Work is completed on the Trinity Channel and levees. The Levee District, created from reclaimed land, extends from Bachman Lake to the Santa Fe Railroad.
- 1934 – Bidding opens for the site of the Texas Centennial Exhibition. Dallas is selected and receives \$6 million in State and Federal funds. The project is instrumental in the city's recovery from the Depression.
- 1936 – President Roosevelt attends the opening ceremonies for the Texas Centennial. During the preparations for the "World's Fair", Dallas is advertised as the "Little New York" of the Southwest.
- 1937 – The Pan-American Exposition and the first Pan-Am Olympic Games are held on the Centennial grounds.
The city builds its first low-income housing.
- 1941 – North American Aviation and the Naval Air Station build plants in Grand Prairie, just west of Dallas.
The U. S. enters the second World War. The Dallas-based petroleum and aviation industry become a major part of the war effort.

SKY'S THE LIMIT

- 1942 – Dallas moves into an era of expansion. 41,000 residential units are built during the year to house the influx of employees for war-related industries.
- 1943 – Harland Bartholomew, a city planner from St. Louis, prepares a master plan. He proposes neighborhood concepts for subdivision developments, community responsibility for housing and co-ordinated programs for parks and schools. Included is a plan for a civic center in the central city.
December 18th, Dallas suffers a devastating war-time fire when an incendiary bomb factory burns. Fueled by 17 carloads of magnesium, the blaze is visible over a 100 mile radius.
- 1945 – Voters approve a bond issue to finance construction of the civic center. The project is shelved and funds diverted for roads and city services to growing suburban communities.
- 1946 – Trinity Industrial District opens on reclaimed land in the Levee District. Brookhollow and Empire Central follow later. Within ten years, the expansion totals 10,000 acres.
- 1947 – Construction of Central Expressway begins.
- 1948 – KRLD is granted a television broadcast permit. The first live telecast originates from the WBAP studio.
The last interurban line suspends service.
- 1949 – The City begins construction of a series of reservoirs to increase its water supply which the suburbs are depleting.

- 1950** – After the 1950, Texas - O.U. game, Dallas police use an airplane for the first time to control the flow of traffic.
Federal government restrictions during the Korean conflict retard the city's growth.
- 1951** – "Big Tex" is designed and installed for the opening of the State Fair of Texas.
3,500 unit West Dallas Housing Project is completed. It remains the largest in the U.S. until 1961.
- 1953** – The city enters another phase of rapid expansion.
The Republic National Bank's new building is completed.
- 1955** – The Carnegie Library is replaced by the new Dallas Public Library building; the new City Hall nears completion.
Great Southwest Corporation prepares a comprehensive master plan and begins development of a 5,500 acre site between Dallas and Ft. Worth. Six Flags Over Texas is finished in 1961.
- 1955** – Development of a trade center complex on Stemmons Freeway begins.
- 1956** – The city discontinues streetcar service.
Construction begins on the Dallas-Ft. Worth Turnpike.
- 1957** – The Dallas Memorial Auditorium opens on the site intended for the Dallas Civic Center Complex.
3525 Turtle Creek becomes one of the city's few luxury highrise apartment complexes.
Dallas city planner, Marvin Springer, proposes a ring of freeways around the central city aimed at alleviating traffic flow in the downtown, and encourages business to move to this ring.
- 1958** – Southland Center opens as the "tallest building west of the Mississippi". Later the title is relinquished to the First International Building.
Texas Instruments, Inc. completes its Richardson complex. Dallas adds electronics to its growing list of "clean" industries.
- 1965** – NorthPark Regional Shopping Center opens.
- 1969** – Union Terminal is closed to passenger traffic; it reopens in 1974 for Amtrak and Surtran service.
Travers and Ponti present their Central Business District Plan.
- 1970** – Eastfield and Mountain View Colleges open as the first suburban facilities in the Dallas County Community College System.
- 1973** – Swiss Avenue is designated as the city's first historic district.
In a multi-county referendum, voters defeat a proposal for a new Trinity River channelization project and lake development.
- 1974** – Air service begins at the Dallas/Ft. Worth Regional Airport.

This exhibit is jointly sponsored by the Dallas Museum of Fine Arts, the Historic Preservation League, the City of Dallas Department of Urban Planning, the American Institute of Architects, and the Dallas County Heritage Society.

Architectural History



Progress with Preservation
PLANNING FOR HISTORIC LANDMARKS
CITY OF DALLAS

DEVELOPMENT OF ARCHITECTURAL STYLES IN DALLAS

The development of architectural styles in Dallas can be seen as a response to the major architectural movements fostered in the more established cities of the northeast and commercial centers of the mid-West. While Dallas development has been based on rapid growth, commerce, and transportation she has never produced an architecture which is at the forefront of American architectural development. Architectural styles have appeared in Dallas only after they have been accepted elsewhere. Dallas has always remained in the middle ground of architectural thinking and practice.

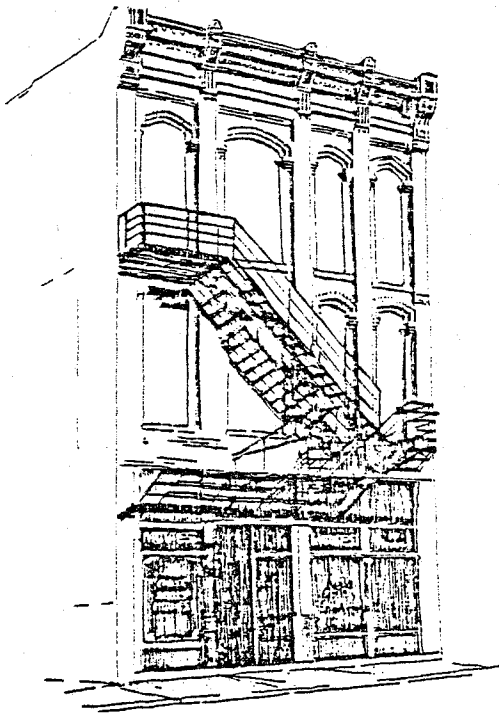
Relatively few examples of Dallas architecture survive which were built prior to 1900. One of the oldest structures, though not at its original location is Millermore. Constructed in 1855, it is Dallas only example of Greek Revival architecture, (1820-1860) the principal classical style of the early 19th century in the United States. The Greek Revival dwelling is characterized by a bold silhouette, broad proportions, and simple detailing. It is typical for a raised frame cottage to exhibit the classical elements of deep porticos and columns. Millermore is reminiscent of the more impressive Greek Revival plantation houses of the Antebellum South.

The Greek Revival style was soon replaced by the Gothic Revival and Italianate styles. These styles were characterized by picturesque irregularity of building plan, broken roof lines, clustered chimneys, offset porches, bay windows, and towers. The Gothic revival and Italianate styles were well suited for commercial structures and became very popular in the growing city. There are few examples of this period remaining in the city.



Millermore-1855 (Greek Revival)

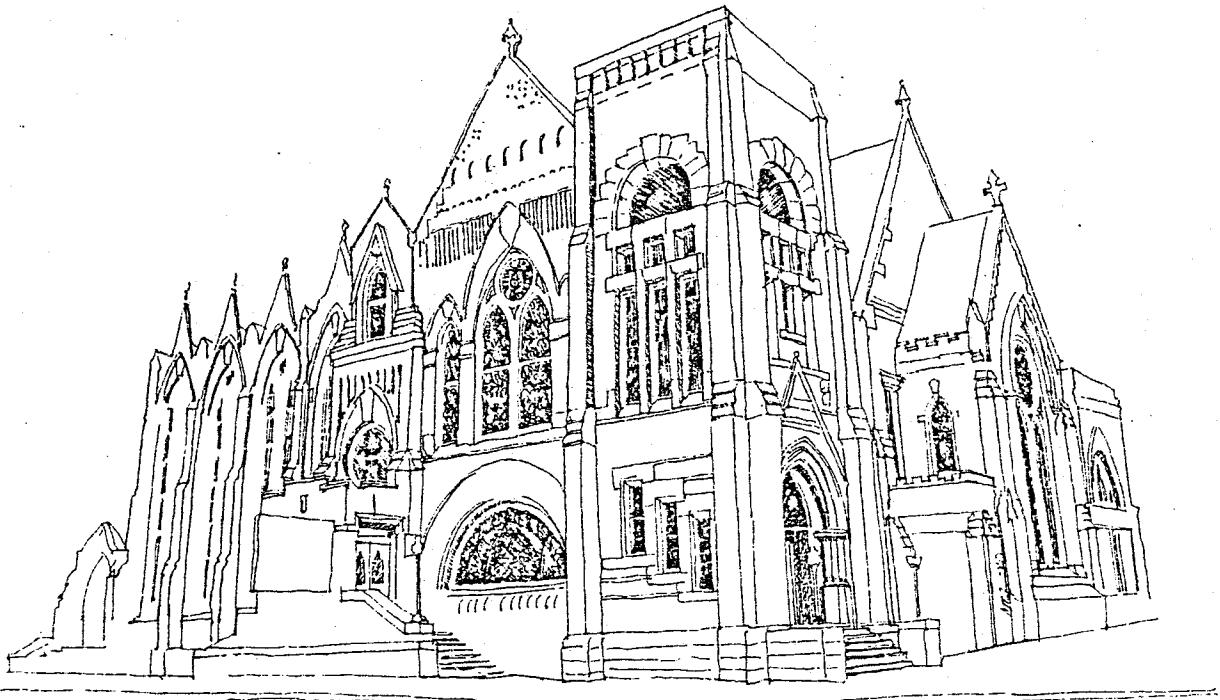
What has come to be called the Victorian Period flowered from 1860-1895. The 1890's were a period of rapid growth for Dallas due to rising importance of the rail connections to the cities of the mid-West. These connections to St. Louis and Chicago fostered a relationship which was cultural as well as economic.



Commercial Building-1910 (Italianate)

The Victorian Period is characterized by five revivalist styles; Gothic Revival, Italianate, Second Empire, Richardsonian Romanesque and Victorian Gothic. Victorian Gothic sported pointed arched windows and contrasting masonry banding. The style is evident at Sacred Heart Cathedral, 1891 now Our Lady of Guadalupe. The Italianate shop front exhibited broad expanses of plate-glass windows, framed by round columns with rich capitals and cornices. Upper story windows were headed by round arches with projecting Keystones. The roof-line is flat, emphatically crowned at the eaves by a projecting cornice with brackets. Second Empire can be categorized by a single feature, a highly sculptural mansard roof. Cousins of the Second Empire are the Eastlake and Queen Anne Styles. Both were popular in residential construction in Dallas from the late 1870's to around the turn of the century. Queen Anne

featured a picturesque roof-line broken by a gabled pediment and chimney stack as evidenced at the at the Beilharz House; 1885, and Wilson House, 1898. The Richardson Romanesque, 1880-1900, was a popular style for commercial, civic, and religious structures in the city. Characterized by low round arches, rough stone masonry and deep window reveals. The style is one of overall massiveness and horizontality. The style is evident today at the Old Red Courthouse, 1891, while the First Baptist Church, 1891, is a mixture of Gothic and Romanesque forms.



1st Baptist Church-1891 (Victorian Romanesque)



Wilson House-1898 (Queen Anne)

The twentieth century brought many changes to the architecture of Dallas. The city reflected the influence of the Chicago School of Architecture and the Chicago Fair of 1893. The Chicago School is the name given to the style of architecture which originated in Chicago in the 1880's in direct response to the building type known as the skyscraper. William LeBaron Jenney, Adler and Sullivan, and Burnham and Root were all pioneering a new style

of architecture to reflect and accommodate the high-rise structure. Louis Sullivan provided his own personalized version of this Commercial style (1905-1915), now known as the Sullivanese (1905-1920). This period produced some of Dallas most noteworthy structures. The John Deere Plow Company (1901), and the Parlin and Orendorff Implement Company, 1905, clearly owe their inspiration to Louis Sullivan. The vertical division of three sections - base, shaft, and cornice are similar to Sullivan's Wainwright Building in St. Louis. Also representative of the Chicago influence in Dallas is Trinity Methodist Church 1903. Much of the detailing on the building is decidedly Sullivanese.

In residential architecture the Chicago School was paralleled by the Prairie School. Structural expression, open but restrained floor plans, and an emphasis



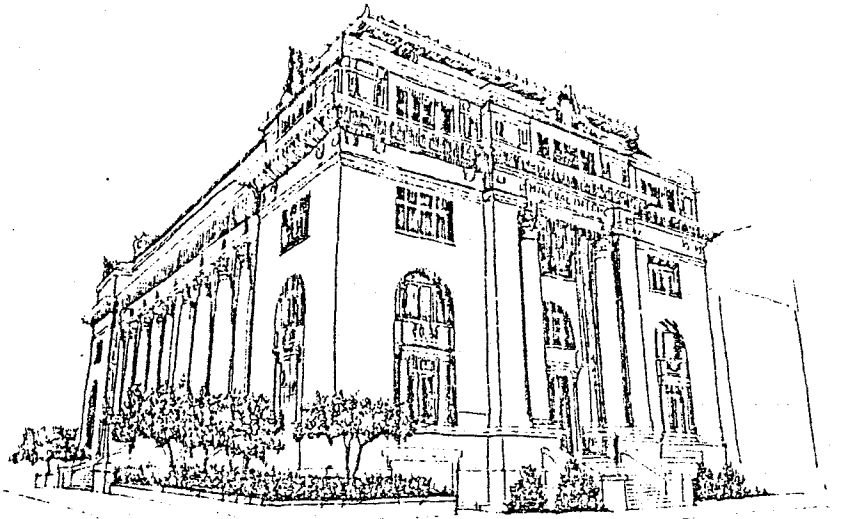
Trinity Methodist Church-1903 (Chicago School)



Higginbotham House-1913 (Prairie School)

on horizontal lines echoing the ground plane are the emphasis of a style fostered by Louis Sullivan and Frank Lloyd Wright. The Higginbotham House (1913), shows the direct influence of Wright's prairie house, typified by the Robie House in Chicago. The "bungalow" became the norm for smaller structures. Typically the bungalow has widely overhanging gables forming a porch at the front, supported by heavy battered piers. The natural quality of the materials is emphasized. As a result of the Centennial Exposition of 1876, the World's Columbian Exposition of 1893, and the influence of American architects trained at the Ecole des Beaux Arts in Paris the Beaux Arts movement eclipsed the Chicago School of Architecture. The Beaux Arts school touted a return to classicism characterized by strict symmetry and the use of classical orders. Union Station, 1916, is a direct derivative of the exposition pavillions at the Chicago Columbian Exposition of 1893. The Federal Reserve Bank (1921) was considered to be Dallas last great Beaux-Arts building.

The period from 1895-1920 was also one of renaissance and classical revivals. The revivals of this era are larger, grander, and more elaborate than the earlier 19th century revivals. The Wilson Building (1902), was acclaimed for its eight floors of renaissance revival detailing of arched openings, rusticated masonry, and finely detailed cornices and moldings. The Adolphus Hotel (1912), combines stone, dark red brick, slate, and copper, in a traditional Beaux-Arts sense to produce a neo-baroque monument for the City. The Kirby Building -



Municipal Building-1912 (Beaux Arts)

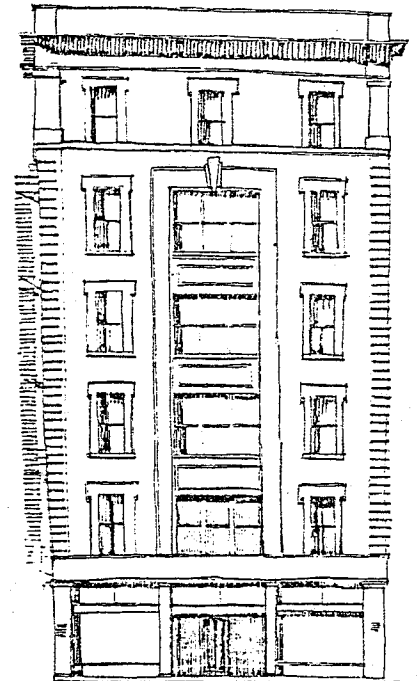
1913 - adapts the Gothic Style to a high-rise structure. Scottish Rite Cathedral (1907), First Presbyterian Church (1912), and the Old City Hall, (1912), can be attributed to these revivalist styles. Period revivals became the dominant style for



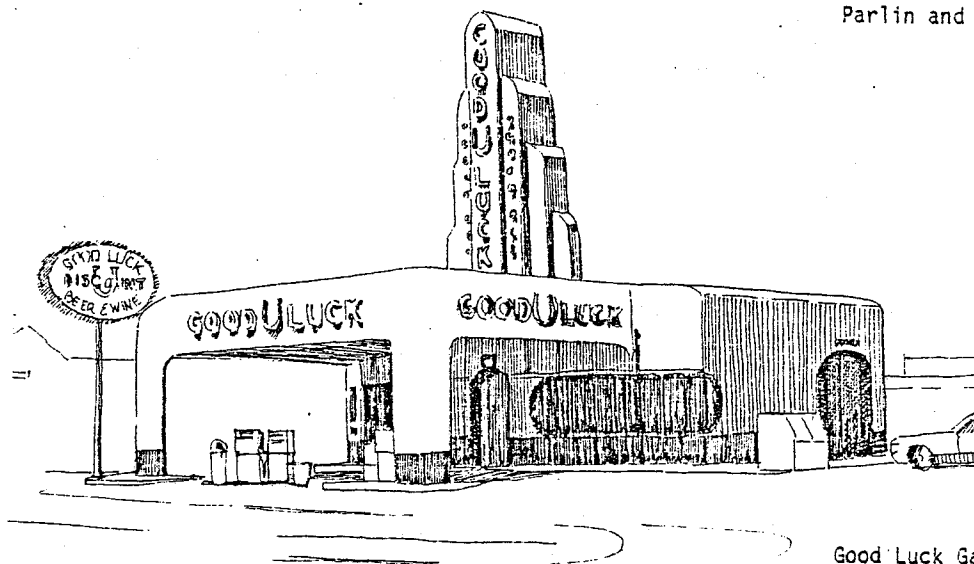
Wilson Building-1902 (Classic Revival)

most forms of construction from 1900-1940. Neighborhood commercial strips, schools, churches, and residential structures were built in the styles ranging from English Tudor style which was popular for academic structures throughout the City. Highland Park Shopping Center is perhaps the best example of the Spanish Baroque Style (Spanish Colonial Revival) popular for churches and residences throughout the City. Appearing as an architectural style between 1920-1940 "Art Deco" derived its name from the 1925 Paris Exposition "L'Exposition Internationale des Arts Decoratifs et Industriels Modernes." Art deco was a designer style pervading the decorative arts and furniture design as well as architecture. It was particularly suited to "skyscraper" construction.

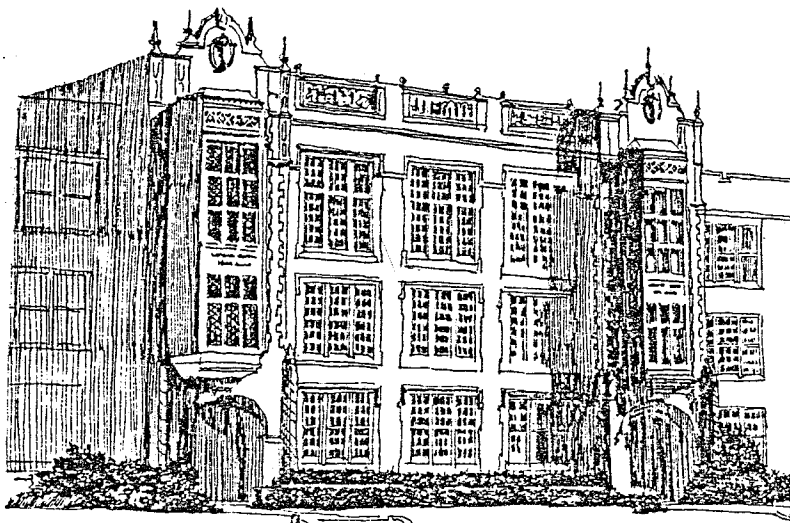
Recurring Deco designs were the ziggurat (a stepped pyramid), the chevron, the sun and its rays, and stylized flowers. The Dallas Power and Light Building, the Lone Star Gas Building and the Tower Petroleum Building (1931) are all notable Art Deco structures. The buildings constructed at Fair Park for the Texas Centennial Exposition (1936) constitute a major ensemble of art deco structures. Paralleling art deco in industrial design was the "Art Moderne" or "Streamline" style. Americans infatuation with speed and the automobile permeated all phases of daily life including building styles. Building materials were chosen for their adaptability to streamlining: stucco, vitrolite, shiny porcelain, and glass block. Service stations, drive-ins, and motels justifiably exhibited this new style. The Good Luck Gas Station on Ross Avenue is a prime example of this rapidly disappearing style.



Parlin and Orendorff Implement Company-1905
(Chicago School)



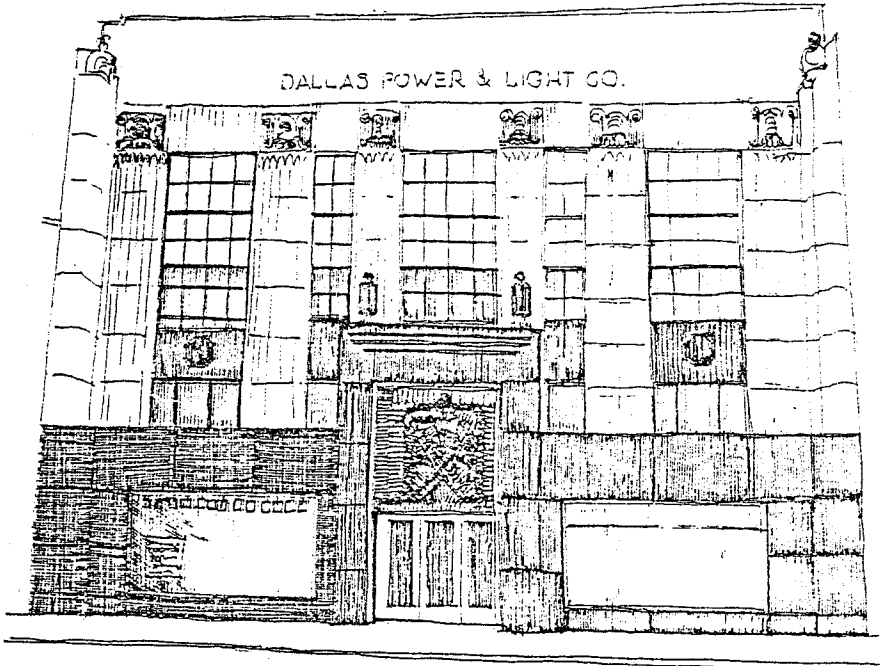
Good Luck Gas Station-1920's
(Streamline Art Deco)



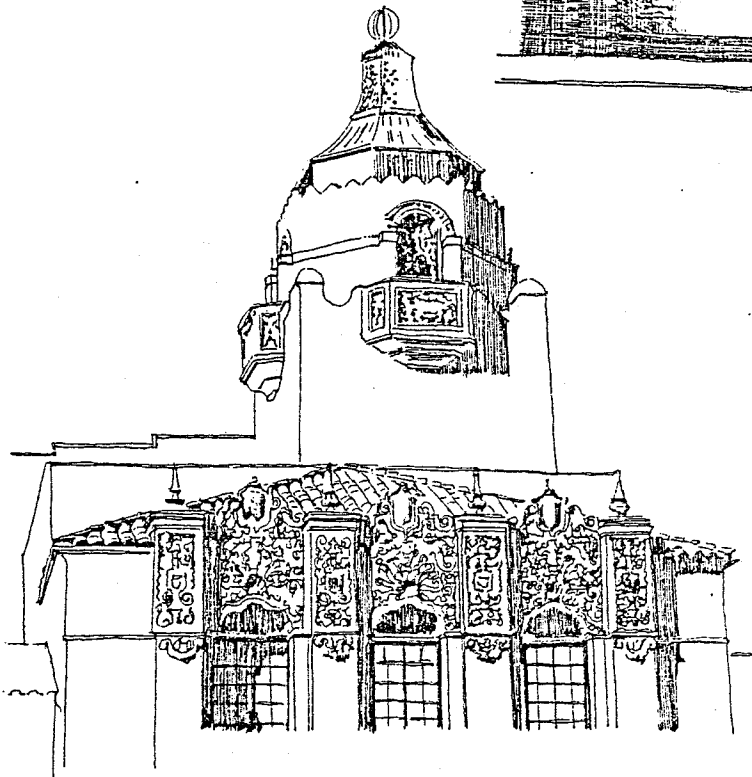
Woodrow Wilson High School-1920's (Period Revival)

The International Style in particular and the Modernist movement in general developed in reaction to the variety of historical styles which dominated architecture in the Nineteenth and early Twentieth Centuries. Of the leaders of European modernism, Le Corbusier visited, wrote about and built in the United States, and Walter Gropius and Mies van der Rohe emigrated and

established themselves as greatly influential American architects. An early phase of the Modernism, the International Style, emphasized flat roofs, alternations of glass and simple planes and an uncluttered clarity of design. Plans were open and space flowed freely.

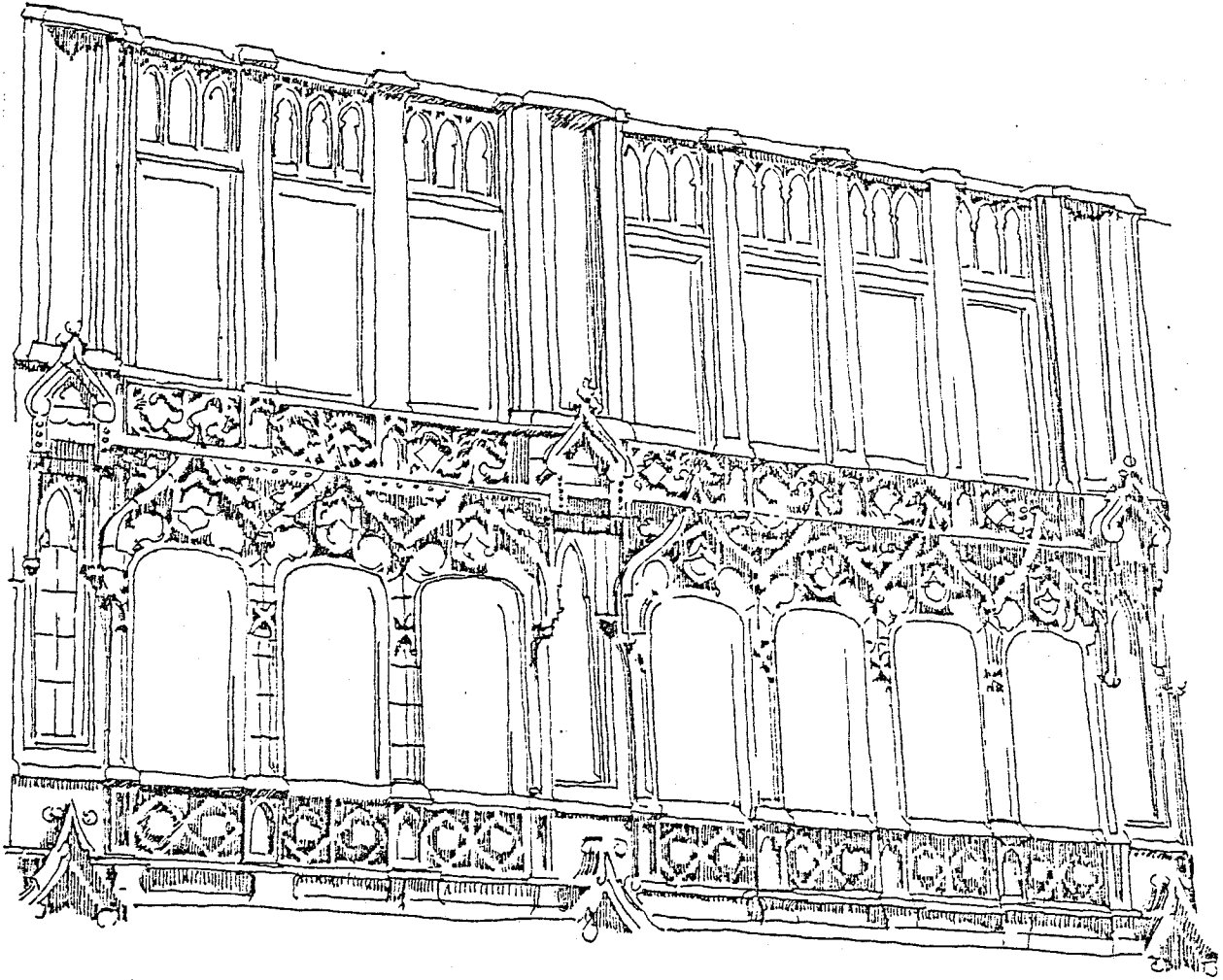


Dallas Power and Light-1931 (Art Deco)



Highland Park Shopping Village-1931 (Period Revival)

Although American architects never wholly embraced the pure European version of the International Style it became the major influence on post World War II building in Dallas as well as the rest of the country.



Kirby Building (originally the Busch Building)
1913 (Gothic Revival)

Preservation Issues



Progress with Preservation
PLANNING FOR HISTORIC LANDMARKS
CITY OF DALLAS

PRESERVATION ISSUES PAPER A
IMPACTS & INCENTIVES OF HISTORIC PRESERVATION

Issue: The existing impacts and incentives of historic preservation need to be defined further to eliminate any misconceptions about the program. Furthermore, some type of financial incentive needs to be implemented to offset what many owners feel are restrictive preservation criteria.

If historic preservation is to be a major and continuing element of the city fabric, the public must become aware of the many impacts and incentives associated with the preservation of landmark structures and districts. Financial incentives are bound to be the most attractive and there are several possibilities that need to be recognized. However, most incentives and impacts associated with historic preservation are non-monetary. Yet they are valuable to the program. This paper will attempt to identify and describe the various incentives and impacts associated with preservation and then examine other financial incentives. Since the City of Dallas has no financial incentives for preservation, the first portion of this paper will elaborate on those incentives and impacts that are not directly related to financial savings, but still are amenities to the city. As the paper progresses, several financial incentives will be explored.

AESTHETIC AMENITIES

Preservation has great value in that it offers direct visual and tangible opportunities for remembering our past history as expressed in built form. By saving historic structures, we are preserving a certain scale and diversity of architectural style which is rarely found in new construction. Historic structures are often familiar physical landmarks which serve as reference points to people through out the city; often they are landmarks of a city's skyline and symbolize that city for a region. Whatever scale, these

structures lend a sense of familiarity to an ever changing city form while reminding us of the development pattern of the past.

PUBLICITY ASPECTS

The positive publicity associated with a designated historic landmark is perhaps one of the most beneficial impact of the city's historic preservation program to the property owner. Press releases, public hearings, newspaper articles, marker ceremonies, and the landmark plaque all serve to draw attention to the designated property. This much free publicity on the local level often results in a much more favorable opinion of and appreciation for the property. The marketability of historic properties can also improve due to an influx of tourists when the properties are included on historic tours. Regional and national publicity can be obtained in the form of the National Trust for Historic Preservation's two publications, the Historic Preservation Magazine and the Preservation Press newspaper. Many realtors try to offer listings that are located in historic districts, also. Whatever the medium, the publicity derived from historic preservation will be positive and at no cost to the owner.

ZONING CONTROL AND NEIGHBORHOOD STABILIZATION

Essentially, historic designation is a zoning change and herein lies the greatest physical impact of historic preservation. The base zoning of a nominated property can be changed to a more compatible use and then protected by an "H" (historic) zoning overlay. This zoning can prevent incompatible land uses from intruding and provide architectural control.

More importantly, the zoning changes and overlay have helped create stability in somewhat transitional neighborhoods. Areas that previously had multi-family or commercial zoning have been down-zoned to single family and protected by an "H" overlay. This has reassured existing property owners that the city is committed to neighborhood preservation while encouraging new

owners to move in. The zoning changes are also helping to preserve a supply of valid inner city housing.

Higher property values have often resulted when a neighborhood or district was designated and protected. As a result of the protection and restoration, preservation in Dallas has increased housing values and the tax base in neighborhoods such as Swiss Avenue and Munger Place.

ARCHITECTURAL CONTROLS AND DESIGN REVIEW

Perhaps the most controversial incentives/impacts are the architectural controls that are embodied in the preservation criteria of a designated structure or district. In essence, every repair, restoration, renovation, maintenance, new construction or addition to a historic property requires the review and approval of the Historic Landmark Preservation Committee and the City Plan Commission before a building permit is issued. This process was established to protect and enhance the architectural qualities of designated properties.

Some property owners feel this is not an incentive but an undue regulation and too time consuming (the process can take a maximum of 45 days). However, other property owners have found it to be an aesthetic control that protects the value of their property. It has always been seen as a free review or design service - D.U.P. staff and professional architects review the plans for work at all levels. While this may take longer than normal repair work, it guarantees that the work will be appropriate for the structure and its environs.

ADAPTIVE REUSE AND PRESERVATION ECONOMICS

An additional incentive for historic preservation is preservation economics and the possibility of adaptive reuse of the structures(s). Adaptive reuse deals with the redevelopment/restoration of structurally sound older buildings for economically viable uses. A structure does not have to

be designated to be adaptively reused; however, many designated structures are being renovated for new uses.

Adaptive reuse is economical and viable for a variety of reasons:

1. Renovation of older structures has been shown to be 1/4 to 1/3 less expensive than new construction.
2. Quite often older structures for renovation are located in the core of the downtown area and this provides sound locational economics.
3. The renovation time frame will be shorter than new construction, thereby permitting shorter term financing.
4. Construction can proceed year round since most of the renovation will be on the interior.
5. Adaptive reuse is highly labor intensive and provides jobs for many skilled laborers and local artisans.

Other preservation economics also add to the incentives. If a building is on the National Register and is renovated, the property owner can receive tax reductions in the form of rapid depreciation and rapid amortization under the provisions of the 1976 Tax Reform Act. Designated properties, may also be eligible for several national and state matching grants, usually in the form of a 50-50 match.

A final incentive for preserving an older structure for reuse is found in the concept of embodied energy. As the Booz and Allen's Energy and Environment Division has stated,

"Preservation usually saves energy when you count the energy embodied in building materials. This includes the energy it took to manufacture the materials used in the building, plus the energy it takes to manufacture and transport new materials. When you tear down an old building and throw away the materials, you are wasting the energy investment of yesteryear. This investment is substantial: eight bricks, for example, embody the energy equivalent of a gallon of gasoline. But because this energy investment was made a long time ago, we tend to ignore it."

As was mentioned earlier in the paper, the city offers no direct financial incentives to encourage historic preservation. While the benefits of the Tax Reform Act and various state grants have been accrued by several property owners, their implementation and effect in the city have not been widespread. The city's historic preservation program has not suffered due

to a lack of financial incentives. However, the establishment of monetary incentives could provide a catalyst for more preservation projects, especially in the downtown area.

Two financial incentives for Texas municipalities have been established by the state legislative. They are the Tax Abatement Act and Tax Increment Financing Districts. Each has provisions which would be applicable in Dallas and they will be explored in the following sections.

TAX ABATEMENT ACT

Local Tax incentives for the rehabilitation of historic commercial and residential buildings have been minimal. The Tax Abatement Act does provide local incentives that benefit the public, individuals, and the city government. The cities of Austin and San Antonio have adopted Tax Abatement Act ordinances. The following description of the Act is derived from the adopted San Antonio Ordinance and a Statement to San Antonio's City Council.

The Tax Abatement Act offers incentives to property owners of both commercial and residential buildings. Commercial buildings that meet the criteria of an "Historically Significant Site in need of Tax Relief to encourage preservation" will have no assessed value for ad valorem taxation for five years. Following the five years, the exempt property will be appraised at current market value and assessed at fifty percent of value for an additional five years. Residential structures will have the assessed value for ad valorem taxes frozen at the value assessed prior to restoration/renovation for a period of ten years. These incentives will benefit the City by eventually increasing the tax base (a short term investment by the City for a long term gain). With incentives such as this, investors will be attracted to commercial buildings which, if left unrestored, promote increased urban decay.

Property owners will also benefit by increased value to the property after rehabilitation, and by the ten year period to recoup some of the costs of restoration. The "domino" or "snowball" effect is an indirect benefit also. Other property owners in the area begin to invest in the neighborhood, the quality of life improves, and the entire City benefits from the increased urban investment.

Local tax incentives have a solid precedent and a respectable record of providing added impetus to the re-use of the Nation's historic buildings. City property owners deserve this opportunity to invest in older buildings without having to immediately pay higher taxes because of increased values. Tax write-offs should be tied to restoration, so that the City can look forward to the actual improvement of historic properties as well as an eventual increased tax base. Individuals will benefit from the Tax Abatement Act, especially lower or fixed income individuals who find it difficult to keep up with rising costs of property upkeep. The ten year tax freeze for residential properties will help these property owners to maintain and remain in their historic homes.

TAX INCREMENT FINANCING

Tax increment financing is a local tax incentive that encourages property owners to rehabilitate structures. Taxes increase as properties are improved due to increased property values. Tax increment financing would allow the property to support the redevelopment of the area.

Tax increment financing is a simple method of redeveloping deteriorated areas at minimum cost to taxpayers. It is a method of finance for repaying indebtedness incurred by property owners for improvement to property owners. The assessed value of a historic property is frozen upon establishment that a rehabilitation project will take place and continues to be frozen throughout the duration of the rehabilitation project. Any

increase in the assessed value over the frozen base is reserved for the repayment of indebtedness incurred by the property owner for rehabilitation of the historic structure. The increased property taxes resulting from the rehabilitation are not available for revenue until all rehabilitation costs have been repaid.

Public enticements need to be provided to encourage rehabilitation of historic structures and districts. An environment must be created that will attract private investors. Tax increment financing provides an enticement by using the increased property tax revenues generated by structural improvement to finance rehabilitation costs. TIF relieves local taxpayers of expenses that otherwise would have to be paid from bond funds or other resources. Rehabilitation reduces decay in the city and enhances financial conditions and other tax entities. The private investor receives public benefits in return for the higher tax payments that result from his property improvements.

Several incentives for historic preservation do exist, both financial and non-financial. However, more local financial incentives are needed to encourage city wide preservation and to make it a viable planning tool in the 1980's. Economics often become the bottom line in decisions concerning historic preservation, therefore the City must help create an economic climate that is favorable to preservation.

There are too many examples across the country where tax incentives have worked. St. Louis' Leclde Landing is a good example of a city's tax abatement program with no increased tax for ten years and an increase of 50% for ten years. Tax abatement is currently working in Austin and San Antonio, and even Houston has adopted local tax abatement legislation. If financial incentives are adopted in Dallas, historic preservation will continue to enrich the urban environment in a variety of ways.

PRESERVATION ISSUE PAPER B
STREAMLINING THE C.A. REVIEW PROCESS

Issue: Since 1973 there have been no legal challenges against Chapter 19A. However, several questions have arisen concerning the Certificate of Appropriateness process including the current level of review, enforcement procedures, penalty provisions and the timeframe.

"No owner or person in charge of a landmark, landmark site or structure shall reconstruct or alter all or any part of the exterior of such property or construct any improvement upon such designated property or properties within an Historic District or cause or permit any such work to be performed upon such property unless a Certificate of Appropriateness has been granted by the Landmark Commission. Unless such certificate has been granted by the Commission, the Building Inspection Superintendent shall not issue a permit for any such work." (Madison, Wisconsin, Landmark Ordinance, Section 33.01(5)(b)(2)).

All across the United States, the essential provision in any historic preservation ordinance is that a preservation commission has the power to review, and approve or deny proposed alterations to designated structures or structures within designated districts. This provision, when coupled with enforcement powers, is fundamental to the ordinance because it establishes the so called "teeth" of preservation - the right to protect the architectural integrity of historic landmarks through review.

It is only fitting that such a fundamental provision has come under so much scrutiny locally and nationally. Ordinances everywhere have been challenged, and usually upheld, as to the legality of the Certificate of Appropriateness (C.A.) review and enforcement provisions. However, more problems seem to be occurring within the boundaries of interpreting the meaning of the provisions, and the exact parameters where the ordinance can be applied. Regulating aesthetics can be a very subjective process,

especially when protecting older historic homes in a modern age. Questions are arising concerning ordinances that were written almost a decade ago; questions regarding routine maintenance, enforcement powers, areas of review, and over-regulation.

Dallas' historic enabling ordinance, Chapter 19A, is no different. Established in 1973, the ordinance charged the Historic Landmark Preservation Committee (HLPC) with identifying, designating, protecting and enhancing historic landmarks and created the certificate of appropriateness review (Section 19A-9) with its enforcement powers (Section 19A-12). While the Dallas ordinance has not been challenged in court, several questions have been raised concerning sections of the ordinance and the possibility of revising or streamlining the ordinance. More specifically, the following areas of concern have been expressed:

- 1) Section 19A-9(b) - should the Department of Urban Planning (D.U.P.) receive C.A. applications first, thus reducing the time frame? Should the C.A. process even be based on building permits?
- 2) Section 19A-12(a) - ultimately, who has the power of enforcement and would be responsible for court testimony (HLPC or Building Inspection)? Building Inspection (B.I.) has the power to issue citations and stop work, but lacks the authority to offer testimony - should there be a means of enforcement established within the D.U.P.?
- 3) Section 19A-9(a) - technically, a certificate of appropriateness is necessary only for exterior work where a building permit is required. However, a building permit is not required for any roof repairs, painting, fence construction or landscaping, all of which are elements of previously adopted preservation criteria. Some modification needs to be made so that all

preservation criteria require a building permit or building permits cover the aforementioned situations.

- 4) The level of C.A. review needs to be reexamined to allow for a more flexible procedure. Currently, no distinction is made between major or minor repairs, maintenance or replacement due to damage, and criteria or non criteria items. Every type of exterior work requires the complete review process, from the task force and staff review to HLPC and CPC approval. Distinctions need to be made to determine reasonable levels of review and a more expeditious time frame.
- 5) There is no provision requiring the maintenance of historic properties at minimum housing standards. In essence, an historic structure could be allowed to deteriorate until it is past the point of repair or salvage and may ultimately have to be demolished.
- 6) More of the burden of C.A. review needs to be shifted to the neighborhood task force and property owners with the task force performing initial review. Again, the ultimate authority of enforcement could be founded in the HLPC or D.U.P. staff. The enforcement and penalty provisions are rather nebulous.

These concerns and questions could be resolved in a complete reevaluation and possible revision of Chapter 19A. The revisions of the ordinance could streamline the C.A. review process while clarifying the enforcement provisions.

While the revision of Chapter 19A will involve a variety of staff and citizens, the benefits accrued could be very worthwhile. Several suggestions for revising the ordinance are as follows:

REVIEW PROCESS

- . There needs to be a definition of ordinary maintenance and a distinction between it and exterior work that would require a C.A. Telluride, Colorado defines ordinary maintenance thusly:

"Any work, for which a building permit is not required by law, where the purpose and effect of such work is to correct any deterioration or decay of or damage to a structure or any part thereof and to restore to the same, as nearly as may be practicable, to its condition prior to the occurrence of such deterioration, decay, or damage. (TELLURIDE, COLORADO, ORDINANCE, ARTICLE XII (B)(7))

In Dallas, a C.A. is required for ordinary maintenance on the exterior of a structure. Nationally, it seems that preservation ordinances typically provide that a C.A. is not required for ordinary maintenance. These ordinances provide definitions of ordinary maintenance which remove certain types of alterations from the review powers of the preservation commission.(1). If Dallas wishes to adopt this policy a careful definition of ordinary maintenance would be necessary, one that addresses changes in material and exterior appearance due to maintenance.

- . The level of review in the C.A. process should be more clearly defined and based on more neighborhood task force and staff review. Based on a matrix (figure 1.) which delineates C.A. work that alters or maintains the preservation criteria, the review time frame could be significantly reduced. Essentially, in the review of aesthetics, the review period can be reduced if substantial changes to the structure require total review and more temporary or cosmetic changes require limited review.

1. Recommended Model Provisions for a Preservation Ordinance, with Annotations. Stephens N. Dennis, National Trust for Historic Preservation, April 1980, p.118.

Application		45 day max.					Permit issued
		Building Inspection	D.U.P. Staff	District Task Force	HLPC Chairman	CPC	Building Inspection
If Criteria Affected	Alters	X	X	X	X	X	X
	Maintains	X	X	X	(C)		X
	Min. Hsg. Standards	X	X	X			X
If Criteria Unaffected	Alters	X	X	X			X
	Maintains	X	X	X			X
	Min. Hsg. Standards	X	X	X			X

Figure 1

The time frame could be reduced further if C.A. applications went directly to the D.U.P. staff instead of Building Inspection.

ENFORCEMENT

- While all structures in the City of Dallas are required to be maintained at minimum housing standards, a similar provision might be appropriate in Chapter 19A. In Savannah, Georgia, the historic ordinance states, "Historic buildings shall be maintained to meet the requirements of the Minimum Housing Code and the Building Code." (Section 9(4)). Coral Gables, Florida requires that, "structures and sites designated as significant shall be maintained to meet requirements of the Minimum Housing Code...."(Section 8(3)).
- For enforcement purposes, the D.U.P. staff member in charge of C.A.'s could be given the power to stop work, issue citations and testify in court when improper work is being performed.
- The language in Chapter 19A should be clarified so that property owners in each district know that C.A.'s are required for all elements covered by the preservation criteria, not just building permits. Each district

ordinance is distinctive and provides different preservation criteria.

These examinations of and suggestions for the revisions of Chapter 19A are provided merely to illuminate the need for changes that will streamline the C.A. review process. A much more detailed analysis is necessary before any legal revisions are considered. However, as more structures and districts are designated, the administration of the C.A. process will require more and more staff time. Streamlining the C.A. review, shifting more burden to the property owners, and clarifying enforcement could save time and avoid confusion while protecting the architectural integrity of historic landmarks and districts.

PRESERVATION ISSUES PAPER C
STREAMLINING THE DESIGNATION PROCESS

Issue: Landmark designation and the accompanying zoning protection are the city's most useful tools in historic preservation. However, due to a shortage of staff, the level of research in a nomination, and the development of preservation criteria, the number of landmark designations had decreased. The task of landmark designation cannot be staff's alone.

des.ig.nate: to call by a distinctive title, term or expression, to indicate or set apart for a specific purpose.

In 1973, Chapter 19A charged that the City Council, upon the recommendation of the H.L.P.C. and City Plan Commission, may designate certain buildings, land areas and districts in the City as historic landmarks. Since that time eight structures and four districts (containing over 550 structures) have been designated as Dallas Historic Landmarks. While this is quite an accomplishment, there still remain over forty structures and five districts on the Alexander Landmarks Survey which have not been designated or even nominated and researched.

The designation of a structure or district is a very time consuming, yet well documented process. Based on Chapter 19A, the HLPC requires formal nomination reports on proposed designations in advance of the necessary public hearings. These reports document the cultural and architectural history of the structure or district, evaluate the nominees against established criteria, and propose preservation criteria that protect and enhance the structure(s).

The nomination reports have been extremely useful to the H.L.P.C. for a variety of reasons: 1) they are used to educate both property owners and the community as to the significance of a proposed property; 2) they help the H.L.P.C. monitor changes to the designated structure or district and

provide renovation guidelines; 3) they provide a permanent record and give basis for the designation by documenting substantial evidence. The normal time frame for a nomination report to be developed and acted upon is four to six months for a structure and eight to twelve months for a district.

However, due to an increase in designation requests and a decrease in man-hours allocated to staffing the landmark designation program, the reports are requiring much longer time frames. More to the point, the number of landmark designations occurring in the future will drop significantly. Structures could be lost because the D.U.P. staff did not have the manpower to do the research and prepare nomination reports with preservation criteria.

The problem cannot be attributed to a lack of manpower alone. Several other aspects of the designation process are problematic to the timely designation of landmark structures.

. LEVEL OF RESEARCH/JUSTIFICATION - The level of research and documentation necessary to justify designation has been thorough and almost extreme in some instances. Chapter 19A sets no standards as to the level of research; however, the H.L.P.C. and staff assumed the highest levels of justification to provide credibility and evidence of significance in the event the ordinance was challenged in court

. LEVEL OF PUBLIC INVOLVEMENT - While the D.U.P. staff has never refused information or research from public or private sources, it has never actively sought it. As a result, staff has performed the majority of detailed research and justification for both outside requests and H.L.P.C. or staff initiated nominations. In essence, the burden of proving the significance of a structure was the staff's responsibility, especially in the earlier days of the program.

. LEVEL OF DESIGNATION TASK FORCE INVOLVEMENT - As a subcommittee of the H.L.P.C., this task force has been responsible for setting designation priorities, reviewing nominations, making recommendations, and performing research. In recent years staff has underutilized the research benefits of the task force. Also, as a recommending body, the task force has often been at odds with what its primary responsibilities are.

. LEVEL OF PRESERVATION CRITERIA - Preservation criteria ensure the protection of a landmark's architectural features. However, each landmark structure or district has different preservation criteria due to differing styles. Also, the criteria have been written to be very specific so property owners will have definite guidelines for renovation. It is not enough to establish the review of exterior repairs, the criteria have had to establish parameters and standards for an owner to follow. While this is often a tedious and time consuming exercise, staff feels it is necessary to produce preservation criteria that are comfortable for the property owner and protective of the structure(s).

The aforementioned situations have often caused the designation process to extend far beyond its normal time frame. Because the preservation movement has taken root and the beneficial aspects of preservation are beginning to surface, more and more requests for designation should occur. These requests, coupled with staff designation priorities formulated from the task force and Alexander's Survey, could overload the designation process. The following suggestions are made in an effort to streamline the process and involve more public input; no policies are being established. Hopefully, policies concerning designation will be established in the implementation section.

1. Establish a City Nomination Form - The National Register and Dallas County Marker Program have standard research and nomination forms for the public to use. The city should adopt a similar form in order to put the burden on proving significance on those who make the request. The level of research should not be compromised, so guides as to how and where to do research should accompany the nomination forms. The public could submit the research and justification along with photographs for staff review and recommendation.
2. Clarify and Utilize the Designation Task Force - Task force duties should be clarified and the group should meet every month prior to the H.L.P.C. The task force needs to established a designation priority list based on Alexander's Survey and its perceptions of endangered buildings. Staff and members of the task force could then work in conjunction to develop nomination reports. The task force will always be a review and recommend body - staff needs to utilize more of its designation capabilities.
3. Hire a Historic Research Person - If the department of Urban Planning will continue performing research or overseeing other research for designation at quality levels, a staff researcher should be hired. Not only would this ensure quality research and documentation, but it would also allow other staff to develop the preservation criteria and send it through the designation process.

The ultimate goal of streamling the designation process is to accomplish more landmark designations by putting the burden of proof on the public. A new designation format will relieve request pressure on staff allowing them to pursue city designation priorities. But another underlying goal will also be accomplished - more citizens will be involved in the designation process, thus broadening the political base of historic preservation in the city.

PRESERVATION ISSUE PAPER D
PUBLICITY/EDUCATIONAL PROGRAMS

Issue: One of the most beneficial aspects of historic preservation could also be the most helpful in perpetuating the program - publicity. Yet very little is being done at this time to take advantage of the publicity aspect of preservation. Educational programs and use of the media could aid the program.

Level of City and Citizen Involvement

In the past there has been little need to define the role of citizen involvement in the process of historic designation in Dallas. Ever increasing budget constraints, affecting both funding and staff time, have brought this need to the forefront. In general, the aim of the Historic Landmark Preservation Committee (HLPC) will be to shift the burden of proof of designation onto those requesting City of Dallas Historic Designation.

The first step in this reorientation is to define the role that the City should play in the process of designation. The role of the HLPC should be a supportive one, and the Committee should provide an overall scheme for designation priorities in the City. Further, the HLPC should be the ultimate authority as to the worthiness of any structure, district, site, or "object" brought before it for designation. The HLPC and the Department of Urban Planning staff should be available to provide assistance to those researching a nominee for designation, as well as refinement of criteria for the preservation of the designated property. Many of these roles are currently defined or implied by the existing enabling ordinance, yet this process and function is not clearly understood by those seeking designation, resulting in confusion and a lack of understanding about who does what, when, and how.

A broader, yet equally important function for the HLPC and support staff is the education of citizens to a preservation attitude, the benefits,

general methods of, and incentive for preservation, and the full array of resources in the community. A great part of wanting to preserve is knowing what is valuable, and a general overview of the assets in Dallas is the key to this kind of understanding. Public information programs, highlighting our city's resources, should be directed to groups from elementary age children through adults. Slide shows, designed for different age and interest groups, should be prepared and shown to these groups throughout the City to spark interest in historic preservation in both Dallas, the State and nationwide.

Along with this general educational process, a slide show and handout material should be prepared which clearly describes how the designation process works, and who is expected to do what, and when. It is at this point that a standardized form, similar to that used by both the State and National Register, should be implemented in order to guide those seeking historic designation through their research, while putting it into a format that can easily be used by the City staff for any further documentation. A format for a standardized designation form to be used by the City of Dallas will be presented later in the plan. In addition, with impending budget cuts, the task of pursuing designation and preparation of the preservation criteria should be undertaken by those requesting historic designation. The purpose of this is two-fold: 1) Staff could then spend time administering already existing designated properties, as well as pursuing city-originated designations, and 2) The time lag of the current process may be reduced, that is, designations may be able to occur more rapidly than is currently possible.

With greater public involvement in the designation process, further benefits may be seen such as greater support of historic designation in the City, and support for endangered structures and districts in time of redevelopment pressures.

Along these same lines, the Marker Program, as it currently exists, can be streamlined in several ways. Currently the Marker Task Force is charged with pulling together the elements of a dedication ceremony. However, practice has shown that the bulk of the work can be handled most efficiently by a single contact person on the Department of Urban Planning staff. This leads to less confusion by outside groups, who then become accustomed to keeping one person informed as to what arrangements have been taken care of. Also in the recent past, not much attention has been placed on getting "good" publicity for the marker ceremonies, partly due to lack of time, and partly due to lack of expertise in this area. This is where a Public Relations Task Force, whose responsibilities would not be limited to the marker ceremonies, would come into play. With a professional public relations person as chairman, key persons in the newspaper, radio, and television industries could become working partners in the ceremony. Once this public relations person has been selected, it is suggested that he/she meet with representatives from these various media to explain the designation program in Dallas, and the goals of the program. Further, there could be an interchange of ideas as to how public announcements should be prepared, time tables, etc. Currently, this has been a hit or miss proposition, at best. Then, when a marker ceremony comes up, information could be provided to the news media in a usable form, with some assurance that it will receive coverage.

In general, the marker ceremony should reflect the desires of the owner of the designated property, while following accepted protocol for such an event. Again, with more citizens involvement in this type of activity, responsibility for taking care of details, as well as adding creative touches will naturally follow. The end result will be a quality product, tailored to the situation, with minimum expenditure of time and money on the City's part. Further, with better publicity directed to those most

interested, support will continue to be generated for historic designation in Dallas.

HLPC Public Relations Task Force

As suggested in Part I of this paper, a Public Relations Task Force should be established by the HLPC to deal not only with the Marker Program, but also with a variety of issues that need to be disseminated to the public. This Task Force should be composed of one professional public relations person, one HLPC member, and one staff person. It is suggested that this task force have the responsibility for providing information about the historic designation program in Dallas to the local news media on a regular basis, as well as sparking interest in the dedication ceremonies, currently designated districts and buildings, and historic preservation in general. Further, this committee could design displays, slide shows, exhibits, etc. to be used for National Preservation Week, as well as the on-going educational process suggested in earlier of this paper. This Task Force could engage support for endangered structures and areas, as well as keep the public abreast of what is currently happening with historic preservation in Dallas. Further, this Task Force would be responsible for maintaining an information network with other local groups such as the Heritage Council, a consortium of preservation groups meeting on a quarterly basis, and other groups both statewide and nationwide, as well as administering the educational process described earlier.

General Publicity and Distribution of Preservation Information

A program which would provide for a coordinated approach should be undertaken to disseminate information about historic preservation in

Dallas. Currently, there are vague plans for pulling together all the brochures from designated properties into a booklet; it is suggested that a more general tour be designed which could include all designated properties, as well as points of interest. Since this would cover quite an extensive area geographically, this tour could be divided into parts such as East Dallas, Oak Cliff, the CBD, the Westend, etc. Brochures describing these tours could be provided at the visitor information centers at Union Station and Plaza of the Americas, Chambers of Commerce, Public Libraries, schools, etc.

Roving photographic displays of designated properties such as that put together for the recent Neighborhood Convocation could be designed for use at Union Station, the Chamber of Commerce, Public Libraries, schools, and public buildings.

Slide/tape shows for general educational purposes should be designed for various groups and shown at meetings of neighborhood groups, HLPC sponsored lectures, and at elementary, junior, and high schools.

A system for coordinated handouts should be implemented which would provide easy access to packets answering common questions such as the designation process, the historic districts, national and state designations, etc. This information would be made available in the Department of Urban Planning, and be in such a form that anyone in the office could easily find and gather the information to hand out to those seeking information. A news release through the local papers and historic preservation group publications could announce that this information is available. Emphasis should be placed on Preservation Week, with roving displays, lectures, etc., as well as displays to be used at local conventions, the State Fair, workshops, etc. The 1982 APA Convention, which will be held in Dallas would be an excellent opportunity to let others know what we're doing here in Dallas, and early planning and design of a display would be highly suggested.

Preservation in Dallas is alive and well. Untold hours of work in preservation are spent annually by City staff, Committees, Task Forces, and citizens, yet few of those not directly involved in the process are even remotely aware of what is being done. Unfortunately, many of the negative aspects of preservation are what receive press coverage, and reach most of the public. Emphasis on the positive could help to make historic preservation much more accepted and less unknown to those who call Dallas home. More understanding and knowledge makes things appear less dark and unclear, and could increase support of historic preservation in our city by leaps and bounds. The interest and energy is there, and it is now a matter of learning how to harness that excitement that will lend credence to our programs.

PRESERVATION ISSUES PAPER E
ALTERNATIVES TO HISTORIC PRESERVATION

Issue: While historic landmark designation has helped to achieve the stabilization of neighborhoods as it physically preserves them, it cannot be used for this purpose in every neighborhood. Alternatives to historic preservation are needed to achieve similar goals and to protect and enhance the intrinsic qualities of younger, less historic areas.

In Dallas and across the United States, historic preservation programs have accomplished several goals other than the overriding goal of preserving history in the form of the built environment. The conservation of neighborhoods, the protection and reuse of viable inner city housing and the stabilization of property values have all been beneficial by-products of historic designation. Often times they were the explicit goals of certain historic designation projects.

Dallas has seen its program protect and stabilize not only structures but whole neighborhoods. Coupled with zoning changes, preservation has been used as a successful revitalization tool in older areas. However, not every neighborhood is historically or architecturally significant, or old and decaying; and many of these neighborhoods do have special features or intrinsic qualities that warrant saving and preserving. For this reason, new alternatives for preserving neighborhoods (other than historic preservation) need to be developed and implemented in Dallas. These alternatives could provide similar protective controls as in preservation, or simply be information and education campaigns.

Several alternatives will be examined in the following sections. While the gist of this paper will focus on conservation district zoning, the other alternatives will be suggested as bona fide alternatives.

CONSERVATION DISTRICT

Conservation Trends

Traditionally, concern for conservation has been focused on the conservation of natural resources. This is still a major area of conservation concern; however, the growing attention for environmental quality in the late 60's included an interest for the quality of the built environment and the quality of life within that environment. This general national trend towards conservation is an outgrowth of many factors including the growing concern for the quality of the built environment and the quality of life, the success of historic preservation programs and the failure of urban renewal. Greater public awareness and increased citizen participation has resulted in the growing recognition of the broad range of threats to neighborhoods that require expanded use of specific districts, flexible regulations, design review and citizen involvement process.

Conservation trends in Dallas have developed as an extension of the Department of Urban Planning's work in historic preservation and its response to citizen request for conservation assistance to fill the gap between historic preservation and rehabilitation programs.

Conservation District Zoning

Conservation District Zoning can be generally defined as a zoning technique that addresses issues involving the protection of desirable, existing neighborhoods from haphazard developmental impacts. It directly addresses the problems of an area's future by stating public policy to conserve the areas, by identification of boundaries giving positive identification, and by stabilizing and controlling the process of change. It controls the intrusion of undesirable uses and the intrusion of undesirable use characteristics, such as the amount of traffic generated,

intensity of use, and density. Also, it controls the intrusion of undesirable design features such as incompatible height, bulk, setback, color, material and design.

Conservation District Zoning differs from a Planned District Zoning in that the objective of a Planned Development is to allow more flexibility in planning and development of projects primarily related to raw land development. There are constraints on the amount of flexibility possible in P.D.'s; P.D.'s do not provide for review of development activities and architectural design related to renovation, alteration or redevelopment and does not provide for citizen participation.

Conservation District Zoning differs from Historic Preservation Zoning in that the objective of Historic Preservation is the preservation of areas and sites with historic value, with criteria that must be met to designate a site or district. The benefits of historic preservation goes to all citizens; while conservation more directly benefits area residents.

Conservation District Zoning is designed for areas worthy of saving, valued by the neighborhood or the community; not for the renewal of deteriorating or deteriorated neighborhoods. Many of these areas would be threatened to the point that they may cease to exist or their essential character may cease. A broad range of threats may require a full range of conservation strategies with the Conservation District Zoning being only one strategy.

The Proposed Conservation District Zoning

The Conservation District, if recommended by the City Plan Commission and adopted by the City Council after public hearings, would be a new zoning classification. There would be two types of Conservation Districts; residential/commercial areas and public amenity areas.

In residential and commercial areas the designation process would begin with a resident's petition demonstrating local interest and organization, defining the proposed boundaries and stating the goals, objectives and attributes to be saved. The Department of Urban Planning would then initiate a feasibility study which would determine if the request is in compliance with other City plans and policies and if the area is appropriate for a conservation district. If these criteria are met, it could be recommended that the City Plan Commission and City Council action could establish a district. Each district ordinance could establish a citizen advisory committee.

Public amenity areas would have to have city wide appeal as a public activity center; wide recognition as important to the City's overall quality of life; or provide a desirable and unique function in the City. These would be areas of significant expenditure of public money for economic prosperity and enjoyment of citizens citywide. For public amenity areas, the Department of Urban Planning would identify potential areas. Initiation procedures would be by request of the City Manager, City Plan Commission, or City Council. After following the same procedure for establishment of a district in a residential/commercial area, an ordinance could establish a Citywide Review Task Force.

Summary Features of Conservation District Zoning

1. Protective Zoning
2. Applicable to unique areas of the city
3. Provision of flexible regulations, tailored to the specific needs of the area
4. Regulations that directly achieve conservation objectives
5. Regulations of a broad range of potential threats including land use, use of characteristics and design features
6. Provision for citizen participation
7. Provision for review of development actions that could affect conservation

The impetus for the benefit from conservation within residential and commercial areas would relate directly to the area property owners and residents. Public amenity areas would have a city-wide impact. In both types of districts, they would benefit from having a special identity, receiving special consideration for capital improvements, having flexibility in standards and having more investment protection.

NEIGHBORHOOD NOTEBOOK

Another alternative to preservation which has already been developed, but underutilized is the NEIGHBORHOOD NOTEBOOK. Developed as a guidebook for the maintenance and stabilization of neighborhoods, the NOTEBOOK was never distributed in an organized fashion to neighborhood organizations. The NOTEBOOK is also in need of revision and updating of information since it was first published in 1976.

The NOTEBOOK was intended to provide information on and address problems of:

- . neighborhood deterioration
- . lack of information on public services
- . lack of information on how to address neighborhood issues
- . lack of understanding as to how public decisions are made
- . lack of neighborhood leadership
- . lack of community commitment to conservation of neighborhoods

As an information/education tool, the NOTEBOOK is unsurpassed. As an alternative strategy for preservation/conservation, it could be the catalyst for a variety of neighborhood "fix-up" programs. The Department of Urban Planning should make the necessary revisions of the NOTEBOOK, have it reprinted and distribute it to all identified neighborhood organizations, homeowner's associations, Chamber of Commerce, and preservation groups.

CONSERVATION INFORMATION DISTRIBUTION

Beside the Neighborhood Notebook there are several publication and information services that provide guidance in the area of neighborhood conservation and restoration. A few of the publications and conservation organizations are listed below:

1. Conserve Neighborhoods
2. Bibliography for Neighborhood Leaders
3. The Old House Journal
4. Office of Neighborhood Development (HUD)
5. Neighborhood Self Help Development Program

While neighborhood conservation/preservation is not one of the enumerated goals of the preservation program or the HLPC, it is a goal of public planning. If a neighborhood or area does not qualify for historic designation, then it should be made aware of these other alternatives for stabilization or self help. A clearinghouse of this type of information should be established among all preservation organizations. While not directly planning neighborhood conservation outside the realm of preservation, they would inform interested neighborhoods and steer them in the right direction.

PRESERVATION ISSUES PAPER F
RESPONDING TO DEVELOPMENT PRESSURES

Issue: With the majority of new development occurring in the older areas of downtown, many historic structures are being demolished or threatened with demolition. Significant structures downtown need to be identified and incentives for reuse proposed in order to eliminate conflicts between preservationists and developers. Better lines of communication between preservationists and developers need to be established.

In the past decade a renewed interest in central business districts occurred along with the developing historic preservation movement. The interest in historic preservation coupled with increased private demands for new commercial and office space in older cities, has resulted in a growing number of conflicts between preservation and development objectives. The conflicts have been intensified since most of the recent development has focused in downtown areas, often where the greatest variety and most valuable historic resources are located. Moreover, federally assisted developments such as Urban Development Action Grants and the Urban Mass Transportation Administration have put new pressures on historic properties.

The number and complexity of these conflicts has grown in recent years, with many developing into law suits (e.g. PENN CENTRAL TRANSPORTATION CO. v. CITY OF NEW YORK, 438 U.S. 104 (1978)). Even if the conflict doesn't reach law suit proportions, it can be costly. Much private expenditures and federal money, either is lost as development projects are halted or abandoned.

Conflicts between new development and historic preservationists frequently put the two parties in adversary positions. When this occurs, the community usually loses either important landmark structures or opportunities for economic growth and strengthening of the tax base.

Dallas is no exception to the rule. The City has witnessed its most unprecedented growth in the past two decades, and it is most highly visible

in the downtown area. Development pressures have caused many historic structures to be demolished for new construction, but they have also brought about the adaptive reuse of several significant older buildings. However, new development occurs more often due to the following reasons:

1. Higher Land Costs - land in the downtown area is probably the most expensive per square foot in the city. This makes it difficult for a developer to assemble large tracts of land or reuse an older building. It is more economical to build a high rise.
2. Location Economics - corporations often locate in downtown areas for this is the traditional financial and office headquarters of the City. Also, existing infrastructures, utilities and transportation networks make the location less expensive and more desirable.
3. Accessibility - the downtown area is often at the center of a city wide transportation network, which gives greater accessibility for new development.
4. Uses - older structures are often located on the most desirable blocks in the downtown area, but they are not suited to the proposed new use of a new developer. Also, they may not offer the amount of square footage necessary.

Whatever the reasons, Dallas has seen a proliferation of new construction and an increase in conflicts over preservation and development goals. These conflicts can be attributed to a number of weaknesses in the historic preservation/development process:

1. LACK OF COORDINATION BETWEEN LOCAL GOVERNMENT DEVELOPMENT POLICY AND PRESERVATION POLICY. - The responsibility for preservation planning and policies and development plans and policies is split between different departments. Therefore, respective policies and plans are often pursued and implemented independently of one another. Conflicts are not exposed until a project or plan is announced which doesn't coincide with preservation goals or policies. By that time, a developer has expended considerable time and money, an investment that he doesn't want to be delayed.
2. INADEQUATE PREDETERMINATION OF THE HISTORICAL SIGNIFICANCE OF BUILDINGS. - A complete downtown building inventory is needed to educate developers as to the historical significance of certain

structures. All too often preservation groups do not determine the significance of many buildings until they are threatened by new development. When that occurs, the effort to list a building on a local, state, or federal register seem reactionary and not founded on a legitimate survey.

3. LACK OF DEVELOPERS' AWARENESS AS TO PRESERVATION OBJECTIVES.

More often than not, it seems that developers are unaware of the goals of local preservation groups and of the economic potential of older historic structures. A "clear and rebuild" strategy has been adopted when it could have been possible to integrate existing buildings into a new project. Again, this stems from the problem of not predetermining historic structures and not educating the public.

4. LACK OF STANDARDS OR INCENTIVES FOR TRADE-OFFS BETWEEN DEVELOPMENT AND PRESERVATION OBJECTIVES - While most communities have clearly articulated preservation and development goals, there are no standards for trade-offs when conflicts occur between the two. Also, there are few preservation incentives that would make compromise or bargaining easier. As a result, the conflict is won by the side with the most political clout and an examination of alternatives may not even have occurred.

To alleviate conflicts between developers and preservationists, definite lines of communication and education need to be established between the two. These lines of communication should be based on a legitimate and credible data base and a sensible set of incentives for preservation. Compromise can take advantage of the mutual benefit that both preservation and development have to offer. Hopefully, the following suggestions will create a setting for compromise.

PREPARE A DOWNTOWN BUILDING SURVEY - a survey of significant downtown structures will educate developers and be a rational guide for development. It could also aid in establishing areas of downtown where massive new development would be most appropriate.

PUBLICIZE/CREATE PRESERVATION INCENTIVES - incentives need to be developed to encourage developers to reuse or incorporate older structures. Transferable development rights, development trade offs and the Tax Abatement Act could all aid preservation in downtown. The existing incentives of the Tax Reform Act, preservation economics, zoning protection and publicity need to be publicized more.

RELOCATION ORDINANCE - the city could adopt a policy (similar to the state and Federal government), encouraging any city office relocations to occur in historic buildings in the downtown area.

FURTHER DELINEATE CITY PRESERVATION POLICY - by adopting a city wide preservation plan, the City of Dallas would be establishing more credibility and commitment for historic preservation. An adopted plan could raise the preservation awareness of other city departments and involve them in its policy decisions.

The responses to development pressures will only be antagonistic unless they can be made from a legitimate data base. Developers, as well as the public, need to be educated as to the historic resources located downtown and what the possibilities for incentives are. The city needs to determine and designate these resources while publicizing preservation. Open lines of communication can lead to compromises between development and historic preservation.

Implementation Strategies



Progress with Preservation
PLANNING FOR HISTORIC LANDMARKS
CITY OF DALLAS

FUTURE DIRECTIONS: IMPLEMENTING THE PLAN

The early efforts of the city landmark program were directed at defining general program guidelines and achieving specific project objectives. Having gained from over eight years of experience with preservation, the Preservation Plan is an attempt to bridge the gap between goals inception, program development and administration. Issues have been raised dealing with areas of policy, legislation, economics and other matters. These issues have been thoroughly discussed over a period of six months and, as a result, an action plan has been proposed. The challenge now is to expedite designations, to provide additional incentives for preservation and to broaden the public support for and understanding of the programs.

The Historic Landmark Preservation Committee (HLPC) and staff of the Department of Urban Planning have completed an appraisal of the landmarks preservation program. Inconsistencies as well as strengths were candidly discussed. Areas of particular concern were acted upon enabling the program to continue to expand and develop in a responsive and reasonable manner.

From this process the HLPC identified two primary goals and a series of secondary goals to better effect historic preservation in the City of Dallas. The two primary goals are similar in nature, providing both the climate and the ability for more aggressive preservation. Goal #1, create local tangible financial incentives, is critical to the success of the program both locally and nationally. Goal #2, reorganize and strengthen the role of the HLPC to shift from a review capacity to a future oriented policy commission, provides for considerable delegation of current duties to task forces and provides a climate for increased public input.

Every two years the Plan should be reevaluated for the purposes of determining past goal achievement and setting the new priorities. This reevaluation will coincide with the two year term of office of the HLPC, thus

enabling each new committee to establish new goals for the program and constantly update the Plan. Supplementary Plan reports, perhaps on an annual basis, will be developed by staff. These reports will serve as both an update and enrichment. Additional landmark surveys of previously unrecognized areas of Dallas may be incorporated into the Plan after careful evaluation.

For the present, the goals and strategies presented here should be implemented as quickly as possible. Following approval in concept a general public education process will begin with the concerned public, historic property owners and residents, potential landmark designees, civic groups and other preservation organizations.

A task force of the HLPC will be organized to monitor the Plan as well as to evaluate public reaction. The task force will evaluate areas of administration, proposed amendments, legislative and financing tools, and public coordination and education. Periodic reports will be prepared for review by the HLPC.

In response to the Issues and Answers section of the Plan, the HLPC identified areas of major concern and appropriate policy/program responses. In publicizing and implementing these strategies, the City program must coordinate with citizen efforts locally through the Heritage Council and nationally through the National Trust for Historic Preservation. State support should be developed through the Texas Historic Commission and other state groups of public and private support. However, the thrust of coordinating the implementation of strategies must remain at the local level.

The Preservation Plan will broaden the base of citizen support for preservation in Dallas and make it easier for citizens and local groups to participate in the programs. While the City's resources for historic preservation are limited, the goals and parameters of the programs are far reaching. By reevaluating the city program, the Preservation Plan will streamline the process, establish incentives, educate the public and better serve historic preservation in Dallas.

The following sections examine in detail the prioritized strategies and selected alternatives that the HLPC is recommending for implementation. Developed in the Issues and Answers section, the alternatives are action plans that implement new goal statements of the HLPC. The goals of this Preservation Plan are as follows:.

Goal Number 1

Create local tangible financial incentives to further encourage City landmark designation and preservation.

Goal Number 2

Clarify and strengthen the role of the Historic Landmark Preservation Committee by elevating it to commission status. This will increase public access, delegate review and research roles to task forces and the public, and streamline administrative aspects of the program.

Goal Number 3

Streamline and simplify the Certificate of Appropriateness review process and enforcement procedures.

Goal Number 4

Streamline the administrative aspects of the landmark designation process and increase the level of public involvement.

Goal Number 5

Increase public awareness of City preservation programs.

Goal Number 6

Develop conservation alternatives to historic designation and encourage neighborhood planning efforts.

Goal Number 7

Identify, publicize and protect the significant downtown historic resources and communicate more effectively with development concerns.

Goal Number 8

Identify, publicize and protect other significant historic resources within the City of Dallas.

GOAL NUMBER 1

Create local tangible financial incentives to encourage city landmark designation and preservation, while publicizing state and national incentives.

STRATEGY:

The preservation and adaptive reuse of older structures has proven to be a viable economic alternative to new construction. Recycling historic buildings is an accepted business practice, and banks and savings and loans have reconsidered their lending policies while many cities have reevaluated building codes (as has Dallas) and the resulting effects on recycling.

The impetus is present and has been sustained by financial incentives at the national and state levels. However, for the preservation and recycling effort to continue to expand, a joint commitment at the local level is necessary - a partnership between the public and private sectors to establish financial incentives. The market is available and steps must be taken to accommodate it at the local level. The purpose of this section is to identify legislative and financing programs presently available and to recommend a possible strategy for a city financial incentive for historic preservation.

ACTION PLAN:

The City Of Dallas

The City made an active and continuing commitment to historic preservation with the adoption of the Landmark Ordinance in 1973. Since that time, bond programs have been implemented for capital improvements within designated historic areas, acquisition and restoration of the Union Terminal and Majestic Theatre, design and development of Market Street Mall, and other programs designed to supplement the preservation effort.

Passage of the Community Development Act (1974) has provided considerable additional funding opportunities. Over the first three years of the program, approximately \$24 million has been provided Dallas to effect improvement in low and moderate inner city locales through this revenue sharing program. In the past seven years the City has utilized funds for historic preservation in the following ways:

- City insurance of loans for home improvements in high risk areas (the City has entered into a partnership with six local banks)
- Guaranteed loans for the relocation of structurally sound homes to new sites
- Sidewalk and paving improvements in the Munger Place District.
- Lighting and paving improvements in the South Boulevard/Park Row District and Swiss Avenue District.
- A consultant study of the building codes and their effect and adaptability on recycling of older structures
- Planning and survey work in prescribed areas of the inner city deemed appropriate for retention and reinvigoration efforts
- Establishment of a revolving fund for endangered buildings
- Design and construction of the Akard Street Mall.

Stronger ⁿ and more direct financial incentives for individual historic properties need to be established by the City for property owners to continue to renovate historic buildings situated on valuable real estate. The economic benefits of adaptive reuse alone cannot be expected to sustain the recycling of older structures, especially in the C.B.D. For these reasons, it is recommended that the city council adopt Tax Abatement legislation and continue using C.D. funds and bond programs for capital improvements in historic districts.

Tax Abatement at the municipal level was introduced by the 65th Legislature of the State of Texas. In June of 1977 the Legislature passed S.B. Number 595, amending Title 122, Revised Civil Statutes of Texas, 1925, by adding Article 7150i authorizing the governing body of political subdivisions to exempt historic sites from property taxation. Article 7150i was made effective upon adoption of Section 1-f to Article VIII of the Texas Constitution providing for the Legislature to so authorize political subdivisions. Texas voters on

November 8, 1977 approved an amendment to Article VIII of the Constitution by adding Section 1-f. Effective January 1, 1980 the 66th Legislature codified section 7150i as section 11.24 of the Property Tax Code (1979).

It is recommended that the City Council adopt Tax Abatement legislation as a City ordinance. The legislation should be adopted in concept at this time, until staff can research other city ordinances and develop the appropriate tax reduction and time frame formulas. Several aspects of the abatement will be carefully examined:

- Criteria to be used in determining eligible properties
- Type of properties to be affected - commercial, residential, office, institutional, industrial, etc.
- The amount of the actual tax abatement - 25%, 50%, 100% or a combination based on the time frame
- The amount of time a property will be eligible.
- Whether assessments will be based on current use or improvements made to the property.

Tax Abatement legislation has been successfully implemented in Austin and San Antonio and could be a strong financial incentive for preservation in Dallas. By removing historic properties partially or totally from the ad valorem tax rolls, owners will be encouraged to preserve and rehabilitate their structures. After the abatement period, the property is returned to the tax rolls and eventually reassessed at the new higher values. The City will benefit by preserving and reusing its architectural heritage and by eventually realizing an increase in property values.

The State of Texas

The most significant state enabling legislation relating to financial incentives for preservation is the previously discussed Tax Abatement amendment. In most matters relating directly to statewide preservation, the legislature has delegated the administration, implementation planning and promotion to the Texas Historic Commission. Serving as the middle man between the national programs, particularly the Federal Register, and the localities,

the Commission distributes grant money, provides assistance for Register designation and participates in a statewide marking program. In a recent expansion of authority, the legislature has provided increased protection for state designated properties by providing a delay of demolition period of three months, whereby the Commission must be notified sixty days prior to proposed demolition.

The Antiquities Code of Texas, approved by the legislature to protect Gulf Coast treasures and shipwrecks of primarily an archaeological orientation, has been expanded in its interpretation to include all state and federal designated and publicly owned facilities. Notification must be provided the Antiquities Commission prior to demolition.

One of the most significant bills approved in the 1977 legislative session affecting preservation and in-town revitalization efforts is the Neighborhood Preservation Act. Under provisions of this law, the State will provide the financing to assure low interest, high risk loans to low and moderate income families for home rehabilitation and improvements within predetermined preservation zones. This legislation will be a definite assistance when coupled with local Community Development funded programs to assure a renewed inner city.

The Texas Tax Increment Act (1977) provides authority for local municipalities to issue tax increment bonds for redevelopment of blighted commercial areas. Municipalities are permitted to purchase structures as well as offer easements for restoration.

The Federal Government

For some time historic preservation has been supported by the Federal government. Even with recent budget cuts, the most significant legislation designed to encourage landmark preservation in recent years is the Tax Reform

Act of 1976. Signed into law on October 4, 1976, the act amended the Federal Income Tax Code with provisions to:

- stimulate preservation of historic commercial and income-producing structures by allowing favorable tax treatments for rehabilitations; and
- discourage destruction of historic buildings by reducing tax incentives both for demolition of historic structures and for new construction on the site of demolished historic buildings.

These preservation provisions permit owners and qualified long-term lessees of certain depreciable properties to amortize the costs of a rehabilitation over a five year period or to depreciate the costs of a substantially rehabilitated structure at an accelerated rate.

The Historic Preservation Fund (September, 1976) provides for the establishment of a fund for matching grants-in-aid to designated National Register properties. Funding has increased over the years and unused portions may be carried over to the year following. The funds are allocated to the State Historic Commission and may be redistributed to individuals, private groups or political subdivisions. A number of additional funding programs are available which will be publicized.

GOAL NUMBER 2

Clarify and strengthen the role of the Historic Landmark Preservation Committee by elevating it to commission status.

STRATEGY:

As a recommending body, the Historic Landmark Preservation Committee has had to respond to a myriad of preservation issues and problems. The committee's responsibilities have increased significantly over the past eight years due to increasing demands on the city program. However, the general public, city departments, and outside preservation groups have often been confused as to what the HLPC's role as a recommending body really is.

Due to these misconceptions and the expanding nature of the city's program, the time has come to reorganize, clarify, and strengthen the role of the HLPC. The committee is spending too much time on the administrative aspects of the program and not enough time on future preservation policy concerns. Also, the HLPC has not had the time (or authority) to develop effective liaisons with state and national preservation organizations and become the City's preservation spokesman. The HLPC needs to be established as the authority on and representative of the City preservation program. In doing this the committee could reorganize its role and functions while delegating authority to streamline administrative processes.

ACTION PLAN:

1. Establish the HLPC as the Dallas Landmark Commission - The City Council should amend the necessary ordinances in order to elevate the HLPC to commission status. The committee should be established as the Dallas Landmark Commission with membership appointed by the City Council. The Landmark Commission, like the HLPC, would be staffed by the Department of Urban Planning.

Commission status for the HLPC would greatly increase the profile of City preservation programs and increase their efficiency. Several positive aspects of commission status are as follows:

- . Increasing public access to the HLPC and public education.
- . Establishing a clear representative of and spokesman for City preservation policies and programs.
- . Establishing a City liason with state and national organizations.
- . Delegation of responsibilities to task forces and public groups to streamline C.A. review (Goal #3) and landmark designation (Goal #4).

In essence, the Landmark Commission would be the recognized representative of the City of Dallas historic preservation. It will also shift from an administrative review body to a future oriented policy planning commission.

2. Certify the City program with the Texas Historic Commission (THC) - The staff of the Department of Urban Planning should take the necessary steps to have the City preservation program certified by the State Historic Preservation Office of the THC. This could also involve certification of the Landmark Commission. Either way, it would enhance the profile of the program and the commission with the state and national programs. It would also involve the commission in the review of National Register nominations from the Dallas area.

GOAL NUMBER 3

Simplify the Certificate of Appropriateness review process and enforcement provisions by amendments to Chapter 19-A in the appropriate sections.

STRATEGY:

Legal issues such as those cited in Issue Paper B will be most efficiently and effectively implemented through amendments to Chapter 19-A of the Dallas City Code. These amendments are of critical importance due in part to the number of administrative policy changes which they will support as well as the immediate streamlining which they will effect. The proposed amendments are as follows:

ACTION PLAN:

1. Simplify the C.A. application process - In order to simplify the Certificate of Appropriateness (C.A.) review procedure, all C.A. applications should be made at the Department of Urban Planning, not Building Inspection. In essence, application for a building permit would no longer be required to initiate the review procedure. Instead, all C.A. applications would come directly to the Urban Planning staff for processing and review. After the various levels of review of approval have been completed, the C.A. application would then be sent to Building Inspection for the issuance of a building permit.

This shifting of the C.A. application procedure should not require any additional staffing in the Department of Urban Planning. Also, the time frame of the C.A. review process will be reduced, and the applicants will have fewer steps as a result of centralizing the review within the department. In summary, the following steps are recommended:

- Do not require property owners to apply for a building permit first in the C.A. review process.
- Require all C.A. applications to come directly to the Department of Urban Planning for processing.
- Accurately define exactly which restoration and repairs will require a C.A. and which repairs or work will ultimately require a building permit.
- Send all C.A. applications to Building Inspection after review, whether they require a permit or not.

2. Clarify the enforcement section - Currently, Chapter 19A makes no determinations as to who will be responsible for enforcing and monitoring C.A.'s in historic districts. It should be explicitly stated in Chapter 19A that C.A. enforcement will be the responsibility of Building Inspection. When required, they will issue the building permit that will allow a property owner to begin work. They will also receive copies of all approved C.A.'s that do not require building permits as well as copies of all denied C.A.'s.

One final consideration of the enforcement section is the penalty provisions and fines in Chapter 19A; it should be clarified that violation (and fines) are in effect each day until corrected, not as a single or one time violation.

3. Clarify the level of C.A. review - Under Chapter 19A, a C.A. is required for routine repairs as well as major exterior alterations. This process will be streamlined by establishing differing levels of review for different types of maintenance and restoration. Chapter 19A will be amended to make these distinctions.

The basis for these differing levels of review are defined as routine maintenance and replacement, minor alterations and major alterations.

- ROUTINE MAINTENANCE AND REPLACEMENT - the process of cleaning (water blasting, etc.), painting, replacing, duplicating, or stabilizing deteriorated or damaged architectural features (i.e. roofing, windows, columns, siding) in order to maintain a state of original appearance and to slow deterioration.
- MINOR ALTERATION - the process of changing the character of architectural features, either back to the "original" appearance or to a compatible style.

- MAJOR ALTERATION - any new construction, move-in of additional structures, or total reconstruction of any major architectural feature.

Based on these definitions, the following levels of C.A. review will be established:

Application	C.A. Issued			
	D.U.P. Staff	District Task Force	H.L.P.C.	Building Inspection
Routine Maintenance and Replacement	X			X
Minor Alteration	X	X		X
Major Alteration	X	X	X	X

By reducing the level of review, the time frame for the applicant and the staff time of review is reduced.

4. Clarify and strengthen the role of the H.L.P.C. - The simplification and expedition of both the C.A. review process and preservation criteria enforcement will be greatly enhanced by eliminating unnecessary reviews often associated with these cases. To this end, again it is strongly recommended that the H.L.P.C. be established as a separate commission independent of the City Plan Commission. This status would greatly enhance the profile of the H.L.P.C., and increase public access to them. The current state of the historic preservation programs in Dallas warrants this treatment due to the myriad responsibilities that this committee has assumed, and the need for better public education. This change would increase the efficiency by eliminating one review step. All matters of land use (i.e. designation) would still be considered by both the H.L.P.C. and the City Plan Commission.
5. Clarify the role of the H.L.P.C. Task Forces - Historic district task forces should have at least five (5) members, with membership being composed of two (2) HLPC members, two (2) district property owners, and one (1) outside design professional. The Urban Planning staff

representative will serve as an ex officio member. Any member of the task force shall have the right to appeal any decision to the HLPC. All task forces should be encouraged to meet in the district they supervise in order to provide on site analysis. A brochure will be developed and distributed to all district residents as an information source. The brochure will contain the following:

- . A map of the district boundary.
- . A description or flow chart of the C.A. review process.
- . A description of the task force with an explanation of their role, and the role of the HLPC and staff.
- . Phone numbers and addresses of the members and staff contact.
- . Phone numbers and address where the district preservation criteria can be obtained.

GOAL NUMBER 4

Streamline the administrative aspects of landmark designation process and increase the level of public involvement.

STRATEGY:

Streamlining the designation process is another fundamental procedural change that indicates a small shift in program policy. In the past, staff and citizen volunteers have prepared all the research and preservation criteria associated with a landmark nomination report. However, due to fluctuating budgets and increasing designation requests, the burden of landmark designation should be shifted to the public. In order to facilitate the designation process, the following strategies should be implemented as soon as possible.

ACTION PLAN:

1. ADOPT A CITY NOMINATION FORM - The City will adopt a standard nomination form (see attached) for designations and request all applicants to perform their own research. The form, similar to the National Register process, will allow a property owner to immediately begin the designation process while staff is researching HLPC priorities. The nomination form will be reviewed by staff, and if acceptable, preservation criteria will be added. If a property owner chooses not to document the cultural and architectural history of his/her structure, the request will be added at the end of the HLPC priority list. The form will increase the number of designations that can be processed by staff while increasing public involvement in the program.
2. LEVEL OF RESEARCH - The level of research required for the cultural/architectural justification of any property should remain at its current high standards. This will insure the credibility and legal protection of the program.

3. LEVEL OF TASK FORCE INVOLVEMENT - The Landmark Designation Task Force is an underutilized resource in the city's program. This task force will be charged with developing the HLPC priority list of designations and making sure that they are accomplished within certain time parameters. This will be a primary goal established during the biannual review as noted earlier. This will involve the task force members sharing the research responsibility with staff, reviewing submitted nomination forms, and developing nomination reports independently.

4. LEVEL OF PRESERVATION CRITERIA - Preservation criteria have often slowed down the designation process because of the necessary level of detail and the fact that they are designed for each unique property. To expedite matters, a standard format for preservation criteria will be developed which addresses a broad range of architectural elements. Staff will prepare the criteria, but the flexibility will depend on the level of architectural significance. The standardized format will include the following categories:

SURFACE MATERIALS	COLOR
FENESTRATION AND OPENINGS	NEW CONSTRUCTION
ROOF	LIGHTING AND LANDSCAPING
EMBELLISHMENTS & DETAILING	PUBLIC IMPROVEMENTS
SETBACKS	SIGNS

Depending on the property, each category will have broad guidelines with specific requirements included when appropriate. This is necessary for the protection of the property owner and clarification for future review committees.

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HISTORIC NOMINATION FORM
City of Dallas - Historic Landmark Preservation Committee

Note: See attached instructions for completing this form.

1. Common name of nominated property: _____

2. Type of nomination: District Structure Other (state)

3. Location: a. City address _____
b. Block, Lot, Tract number _____
c. Legal description _____

4. Current owner: _____
Address _____

5. Date of construction/alterations: _____

6. Name of person or persons who built structure (or who had it built):

7. Name of architects, contractors and/or others involved in the building design:
a. Original _____

b. Alterations _____

8. Style of architecture:

9. Current condition of structure:

9a. Relationship to the surrounding fabric(structures):

10. History: (Use additional pages as needed) (See #10 on attached instruction form):
(to be provided)

11. Listing on existing surveys (check and circle where appropriate):

Alexander Survey (Citywide)
 Beasley H.P.L. Survey (CBD) A B C D
 Mason Survey (Oakcliff)
 National Register
 State Marker
 Other (explain)

12. Reasons for desiring historic designation:

13. Current zoning classification:

14. Inventory of structures (district nomination only):

For each structure in district -

- a. Address of structure
- b. Architect
- c. Builders
- d. Original owner
- e. Present owner
- f. Style
- g. Condition
- h. Category (choose one):
 1. Contributing - excellent example of an architectural style, and/or designed by prominent architect
 2. Compatible - supportive of district in age, style, massing, but is not outstanding architecture.
 3. Intrusive - detracts from character of district
- i. Short history and description of house
- j. Does structure already have State or National historic nomination?

15. Natural features of site:

16. Form prepared by:

a. Name and title:

b. Organization:

c. Date:

d. Contact person and telephone number:

17. Attachments: (circle those which apply)

a. District or site map

b. Site plan

c. Slides, photographs, etc.

d. Additional descriptive materials

CITIZENS PRELIMINARY DESIGN FORM - INSTRUCTIONS

One of the major components in streamlining the historic designation process in the City of Dallas is the design and implementation of a standardized form to be used by those requesting designation. The procedure described below is suggested for those wishing to pursue City of Dallas historic designation.

The first step in applying for designation is to send a color photograph or slide, along with a description of the property and brief history to the Department of Urban Planning staff. In this way, a preliminary decision can be made about the worthiness of the property, before a significant amount of time is spent in research and documentation. After the initial investigation is complete, and a positive response has been received from the Department of Urban Planning, a formal application can begin.

The application for designation, which will be furnished by the Department of Urban Planning, must be accompanied by a complete, documented and footnoted narrative. Sources for the information will follow. The following information must be included:

1. Name of structure, district, etc.-submitted for consideration.
2. Location of structure - must also include if it is the original location or if the structure has been moved, with date of relocation. Include block, lot, and tract number of property, as well as map and site plan.
3. Current owner - a complete, dated list of all the owners of the property.
4. Legal description - the deed records will give a boundary description and approximate acreage.
5. Documented proof of the date(s) of construction and alterations - include a description of the original structure, detailing architectural style, number of rooms, stories, porches, fireplaces, outbuildings, principal exterior materials, etc. A brief description of how the building was constructed, including acquisition of materials, any techniques or materials no longer in use, and a description of each addition, in chronological order.
6. Name of person who built structure - or, the name of the person who had it built. A short personal history of the person should be included, along with names of other important owners or residents.
7. Name of original architect(s) - also, names of contractors, and those responsible for any alterations.
8. Style of architecture - include a commonly-accepted name for the type of architecture, along with any influences that caused the structure to be built that way (i.e., climate, economic factors, date of construction, availability of materials, etc.).

9. Description of the current condition of the structure - include names of persons responsible for upkeep, and details of present and proposed use.
10. History of the property - accompany with photographs or slides of all sides of structure, along with any available historic photographs. Include floor plans, plots of property, and maps. This history should include the following information, where applicable:

- | | |
|---|---|
| <p>A. Character, interest, or value as part of the development, heritage or cultural characteristics of the City of Dallas, State of Texas, or the United States. _____</p> <p>B. Location as the site of a significant historical event. _____</p> <p>C. Identification with a person or persons who significantly contributed to the culture and development of the city. _____</p> <p>D. Exemplification of the cultural, economic, social, or historical heritage of the city. _____</p> <p>E. Portrayal of the environment of a group of people in an era of history characterized by a distinctive architectural style. _____</p> <p>F. Embodiment of distinguishing characteristics of an architectural type or specimen. _____</p> <p>G. Identification as the work of an architect or master builder whose individual work has influenced the development of the city. _____</p> | <p>H. Embodiments of elements of architectural design, detail, materials, or craftsmanship which represent a significant architectural innovation. _____</p> <p>I. Relationship to other distinctive buildings, sites, or areas which are eligible for preservation according to a plan based on historic, cultural, or architectural motif. _____</p> <p>J. Unique location of singular physical characteristics representing an established and familiar visual feature of a neighborhood, community, or the city. _____</p> <p>K. Archeological value in that it has produced or can be expected to produce data affecting theories of historic or prehistoric value. _____</p> <p>L. Value as an aspect of community sentiment or public pride. _____</p> |
|---|---|

11. Listing on existing surveys - include title, date, and type of survey as well as any prior historic designation (Federal, State, County).
12. Reason(s) for desiring historic designation.
13. Current zoning classification - call 670-4208
14. Natural features of site -
- a. Vistas and panoramic views - can other significant structures or areas be seen from the site?
 - b. Fences, paving, street furniture - any original materials still standing?
 - c. Natural features (parks, original tree cover, open spaces, etc.)
15. Bibliographical references - give full, standard bibliographic citation including title of publication, author, publisher, date, page(s).
16. Form prepared by:
- a. Name and title
 - b. Organization - group submitting application
 - c. Date - submission date
 - d. Contact person and telephone number (one name only)

17. Attachments

- a. District or site map - required
- b. Site plan - required
- c. Slides, photographs, etc. - required
- d. Additional descriptive materials (architectural drawings, news clippings, etc.) - optional

Sources for researching the history of a building.

I. ATTACH OUTLINE

GOAL NUMBER 5

Increase public awareness of City preservation efforts and programs.

STRATEGY:

While landmark designation ceremonies generate publicity for individual historic properties, they are relatively infrequent and do not offer sustained or regular publicity required to keep the City's preservation efforts in the public eye. In order for the City preservation programs to be effective in reaching out to interested public groups and property owners, there must be planned and coordinated publicity and educational programs. Coordinated by the Urban Planning Staff and the H.L.P.C., the following Action Plan items are strongly recommended:

ACTION PLAN:

1. HLPC public relations task force - The HLPC will immediately establish its own public relations task force. This task force will replace the marker ceremony task force and will have a professional public relations person serving as chairman. The rest of the task force membership will be composed of two (2) other HLPC members and one (1) staff person. The public relations task force will meet at least every other month, or more frequently, depending on the number of marker ceremonies to be arranged. This group will be responsible for all HLPC publicity, educational programs and marker ceremonies.
2. Publicity and educational programs - The HLPC and Department of Urban Planning shall assume mutual responsibility for the following programs and delegate tasks based on areas of expertise.
 - . Preservation Week display - each year one week in May is designated as the National Preservation Week by Congress upon

recommendation of the National Trust of Historic Preservation. During the week, the city program will highlight local preservation activities or a preservation theme with some type of display, news releases, Sunday supplements etc.

- . A slide show and lecture will be developed for use by staff, HLPC members, civic groups and schools. The show will explain the city program, document designated properties and other historic resources, and explain the various benefits of historic preservation.
- . Tour brochures - Brochures with tours of designated landmarks and other historic properties will be prepared for distribution at Union Terminal, visitor centers, downtown employment centers, etc. Several areas could be focused upon - downtown, East Dallas, Oak Cliff, South Dallas, State Thomas and the Vineyard - with both walking and driving tours. Tour brochures could be based on or include all previous marker ceremony brochures.
- . Photographic displays - A series of photographic exhibits will be displayed at various public buildings, conventions, shopping malls, and office lobbies. Handouts explaining the city program, the designation process, and benefits of preservation will be available.

3. Historic Markers and Marker Ceremonies - The city will no longer purchase historic markers for designated properties. Instead, this will be the responsibility of individual property owners or district property owners. However, HLPC shall retain the right to determine owner hardship in which case the city will purchase the historic marker.

The public relations task force and Urban Planning staff will still be responsible for arranging marker ceremonies if the owner wishes. All owners of designated properties will be given the opportunity to arrange their own ceremony or to work with the task force and staff in coordinating the event.

GOAL NUMBER 6

Develop conservation alternatives to historic designation.

STRATEGIES:

Historic preservation has focused a great deal of attention on the city's older more established physical resources such as commercial structures and inner city neighborhoods. This attention has resulted in many landmark designations and the protection of buildings and neighborhoods. However, not all older properties or physical resources can be designated as landmarks even though they have intrinsic qualities that need protection. Hence, the Conservation District Zoning will be developed.

ACTION PLAN:

As discussed in the Issues and Answers section, Conservation District Zoning is generally defined as a zoning technique that addresses issues involving the protection of desirable, existing neighborhoods from haphazard developmental impacts. As such, it directly addresses the problems of the future of an area by stating public policy to conserve the area. It will establish boundaries giving an area a positive identification; control the intrusion of undesirable uses; and control the use of undesirable design features. This type of new zoning differs from Planned Development District Zoning and Historic Preservation Zoning.

For the above stated reasons this plan includes a recommendation that the City Plan Commission and the City Council adopt Conservation District Zoning in concept form as well as the rest of the Plan. While a sample Conservation District Zoning ordinance has been provided (see attached), it is a rough draft for discussion purposes only. One of the priorities expressed in this

(Preservation) Plan is for the Department of Urban Planning staff to develop a specific Conservation District proposal within the next year. As a new zoning tool, the Conservation District Zoning would not be administered by the city's preservation program, but by the Zoning and Development Administration Division of the Department of Urban Planning, and affected property owners.

Two other strategies for neighborhood conservation are recommended. First, the Department of Urban Planning will actively distribute the Neighborhood Notebook to all neighborhood organizations. While not a zoning tool or protective restrictions, the notebook presents innumerable ideas for neighborhood "fix-up" and contacts of agencies that can aid in neighborhood organization and improvement. In essence it is a "self-help guide," giving people information needed to answer questions often asked in undertaking the revitalization, conservation, or enhancement of their own surroundings.

Second, the Department of Urban Planning will compile all information on State and National neighborhood conservation programs and distribute this in packet form. Acting as a limited information clearinghouse, the Department can refer neighborhood organizations to other avenues of funding and information.

GOAL NUMBER 7

Identify, publicize and protect the significant downtown historic resources and effectively respond to development pressures.

STRATEGIES:

Downtown Dallas contains the largest grouping of a variety of historic architectural styles that can be found in the city. When viewed together, these historic properties represent the city's period of commerce and expansion and the architectural styles associated with these eras of growth. Currently, downtown Dallas is experiencing its greatest period of growth, and this expansion is bringing development pressures to bear on its historic resources. In order to respond to these pressures and preserve the resources, a strategy of educating developers, publicizing the cultural resources, and creating incentives for reuse must be established.

ACTION PLAN:

1. Adopt the HPL Downtown Cultural Resource Inventory - The Historic Preservation League (HPL) has presented to the city its Downtown Cultural Resource Inventory. The survey included an inventory of all the buildings in the central business district and ranked the historically significant structures into four categories. In examining historical and architectural characteristics of the structures, the survey has identified (and ranked) the city's landmark properties.

It is recommended that the City Council officially adopt the HPL inventory for use in the city's preservation program. Many of the properties listed should receive city landmark designation. City adoption of the inventory will be beneficial for a variety of reasons:

- . The city will save money by not having to conduct its own survey. *downtown*
- . The city will be adopting a professional inventory that could be used immediately in publicizing downtown resources.
- . The city will gain additional research data on each of the listed structures.
- . The city will thus encourage the private sector to assume more responsibilities. The city program will also gain more support from the private sector.

By adoption, the city will make the public more aware of the HPL survey, and of the historic resources that exist downtown. The HPL has already distributed the survey to a variety of groups, property owners and developers. City support of the survey should increase the public's level of awareness even more.

~~In conjunction with adopting the survey, the city will also pursue landmark designation of the following properties listed on the survey:~~

- . ~~All of the structures listed in Group "A".~~

The issue of owner consent in landmark designations will undoubtedly have to be addressed by the City in several cases. If designation does occur without owner consent, some type of financial incentive should be included. Again, upon city adoption of the HPL Survey, the city will develop a central business district preservation plan. The plan will include recommendations on landmark designations, guidelines for new construction adjacent to historic properties, identification of all threatened properties, and incentives for developers choosing to preserve and reuse historic resources. A task force will be created to work with staff and property owners in developing this plan.

2. Publicizing C.B.D. historic resources - The HPL Survey will provide a data base for decisions concerning historic preservation in the C.B.D. However, the survey and the resources it documents must be widely publicized. Several steps will be taken.

- . The survey will be distributed to all pertinent city departments.
- . All property owners listed on the survey will be contacted.

- All major developers, C.B.D. brokerage firms, financial institutions etc. will receive a copy of the survey and the Preservation Plan.
 - An HLPC task force will be established to work with developers and property owners to distribute the C.B.D. plan when finished.
 - A brochure describing the benefits of designation, any financial incentives available, and the economics of adaptive reuse will be developed and distributed to concerned property owners and developers.
3. Develop incentives for C.B.D. preservation - A strong incentive for downtown preservation would be the local Tax Abatement Act. As discussed in Goal #4, historic properties which had been rehabilitated could be removed from ad valorem taxing totally or partially for a certain period of time. This provision will be especially useful when a designation occurs without owner consent. To further illustrate the city's commitment to downtown preservation, an ordinance requiring relocating city departments to office in older historic buildings could be developed and adopted by the Council. As city departments expand to meet greater service demands, more office space will be needed. Older, retrofitted structures downtown will provide less expensive and centrally located office space for any department expansions or relocations. If approved in concept, this ordinance should be developed within one year of passage of the Preservation Plan. The city should also recommend that property owners of downtown historic structures to be demolished provide photo documentation and line drawings of the structure(s).

GOAL NUMBER 8

Identify, publicize, and preserve other significant city-wide historic resources.

STRATEGY:

Not all of Dallas' significant historic resources are located within the confines of the central business district. Many historic properties are located throughout the city, a large amount of which have already been identified by existing surveys. However, several areas of the city have yet to be surveyed and a variety of historic properties remain unidentified and unprotected. Therefore, several steps shall be taken to insure that these landmarks are identified and preserved.

ACTION PLAN:

1. Additional survey work - The City program will identify areas of Dallas that shall be targeted for future survey work. In so doing, the parameters for future surveys by either public or private concerns will be established. Additional surveys developed by private organizations will be reviewed for possible inclusion in the Preservation Plan.
2. Coordinate existing surveys - By combining all survey work done at local, state and national levels, an impressive data file will be assembled on Dallas historic properties. The City shall contact all possible survey sources - Dallas County Historical Commission, Dallas Historical Society, HPL, Texas Historical Commission, the National Trust, National Register, etc. - in order to obtain all existing surveys. These surveys will be programmed into a standardized computer file for easy access and cross reference. This will provide an easily accessible data base for all concerned preservation groups and will categorize the properties under a variety of headings.

3. Reuse of all city historic properties - several city owned historic properties are located outside the central business district - the Oak Lawn Fire Station, White Rock Lake Pump Station, Lakewood Library, etc. These properties will also receive consideration for reuse by relocation as proposed in the previous section and could be written to include all city owned historic properties. If a structure is not used by the city, then it may be rented to tenants who would recycle the structure, like the Turtle Creek Pump Station.

City commitment to historic preservation could be further expressed by adoption of the following policies:

- . Recommending photo documentation and line drawings, from the property owner, of any identified significant historic structure(s) if it is going to be demolished. This permanent record of lost resources would be stored in the central library.
- . Designating all city owned landmark structures.
- . Requiring HLPC review before issuance of a demolition permit on any city owned property.

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Division 10-2100 CONSERVATION DISTRICT

Section 10-2101

Created hereby is a zoning district to be called "conservation district," which will be implemented as a replacement zone in areas where conservation of existing structures and the characteristics of a particular environment are needed.

Section 10-2102

The purpose of the conservation district is to protect, stabilize, revitalize, and enhance areas of the City, in the interest of public health, safety, and welfare. The conservation district will be used to protect physical features of certain neighborhoods and prevent blight and improper development. The conservation district designation will enhance these unique areas and provide:

- (a) economic revitalization by encouraging capital improvements and financial assistance programs;
- (b) residential and commercial alternatives to the people of the City; and
- (c) protection of public investment in public amenity areas.

Section 10-2103

Conservation districts may be established for private property areas where residential or commercial uses exist, or the district may be created in public amenity areas. Public amenity areas are those places within the City that have been created through the expenditure of public funds and that have broad appeal as public activity centers or provide some unique benefit or quality to the City.

Subdivision 10-2110 INITIATION

Section 10-2111

To initiate a conservation district for a private property area, a portion of the property owners must file an application with the City Plan Commission.

The application must include:

(a) a petition requesting a conservation district signed by a percentage of the property owners within the proposed district as follows:

- (1) 1-320 property owners - 75%
- 321 - 480 property owners - 70%
- 481 - 720 property owners - 65%
- 721 - 960 property owners - 60%
- over 960 property owners - 50%

(b) the boundaries of the proposed district; and

(c) a statement of the need for the proposed district and how its creation would further the purposes for which the conservation district is created.

Upon receipt of a properly completed application the City Plan Commission may call a public hearing to consider the application. The City Plan Commission may call a public hearing to consider creation of a conservation district on its own motion as well. In cases where the City Plan Commission initiates consideration of a conservation district on its own motion, no petition by the property owners is needed.

Before holding a public hearing to consider creation of a conservation district, the City Plan Commission shall issue notice of the hearing according to applicable zoning law. Also, prior to a hearing to consider creation of

a conservation district in a private area, the Department of Urban Planning shall study the proposal and make a report and recommendation to the City Plan Commission.

Section 10-2112

To initiate a conservation district for a public amenity area, the City Plan Commission may call a public hearing at the request of a governmental body, civic group, or public interest group. Notice of the hearing shall be published according to applicable zoning law. Prior to a hearing to consider the creation of a conservation district in a public amenity area, the Department of Urban Planning shall study the proposal and make a report and recommendation to the City Plan Commission.

Section 10-2113

At the conclusion of a hearing to consider creation of a conservation district, the City Plan Commission shall set forth in writing its recommendation, including the facts that constitute the basis of its decision, and transmit the recommendation to the City Council. After notice and public hearing as required by law in zoning cases, the City Council shall vote on creation of a conservation district.

Subdivision 10-2120 CITIZEN PARTICIPATION

Section 10-2121

An ordinance establishing a conservation district for a private property area may provide for a citizen board to be composed of not less than five nor

more than 15 persons, up to 25 percent of whom may be other than owners of property within the district. Each member of a citizen board shall be appointed by the City Plan Commission Chairman after nomination by citizens of the private property area involved. The purpose of a citizen board shall be to advise the City Plan Commission and the Department of Urban Planning on all matters pertaining to the zoning, development, redevelopment, renovation, and revitalization of the area.

Consistent with this section, an ordinance creating a conservation district and a citizen board shall specify the exact number of members, the composition of the membership, the terms of the members, and the duties of the board.

Section 10-2122

An ordinance establishing a conservation district for a public amenity area may provide for an advisory board. The advisory board shall consist of persons appointed by the City Plan Commission and shall advise and recommend action to the City Plan Commission and the Department of Urban Planning.

The advisory board shall consist of persons appointed by the City Plan Commission after nomination by the following organizations:

- (a) The Dallas Chapter of the American Institute of Architects;
- (b) The Dallas Chapter of the American Institute of Planners;
- (c) The Dallas Chapter of the American Society of Landscape Architects;
- (d) The Dallas Chapter of the American Society of Real Estate Appraisers;
- (e) The Dallas Clearing House Association; and
- (f) Additional Financial Institutions.

The advisory board shall also include two members of the City Plan Commission. Each member of the advisory board, other than the City Plan Commission members, shall have experience in one or more of the following fields:

- (a) architecture;
- (b) landscape architecture;
- (c) urban planning;
- (d) urban design;
- (e) real estate;
- (f) historic preservation
- (g) banking and finance; and
- (h) an area of expertise applicable to the conservation district

being created.

Consistent with this section, an ordinance creating an advisory board shall specify the exact number of members of each board, the composition of the membership, the terms of the members, and the duties of the board.

Subdivision 10-2130 DEVELOPMENT CRITERIA

Section 10-2131

An ordinance creating a conservation district shall provide regulations for the development and use of the property therein. Only uses that are consistent with conservation of the district shall be allowed. The following is a non-exclusive list of the type of characteristics to be regulated:

- (a) height;
- (b) building coverage;
- (c) setback;
- (d) offstreet parking;

- (e) fences;
- (f) signs;
- (g) roof design;
- (h) facade design;
- (i) exterior materials;
- (j) exterior colors;
- (k) landscape;
- (l) architectural style; and
- (m) rhythm of spaces between buildings.

Subdivision 10-2140 REVIEW

Section 10-2141

No building permit for proposed work to the exterior of a structure within a conservation district shall be issued to any applicant by the Building Inspection Division unless the application has first been reviewed by the City Plan Commission and a Certificate of Appropriateness has been issued.

When applying for such a permit, the applicant shall forward two copies of all detailed plans, elevations, perspectives, specifications and other documents pertaining to the work, to the Building Inspection Division, who shall forward such application to the Plan Commission within five (5) days of receipt thereof. Any applicant may request a meeting with the Plan Commission during the review of the permit application.

Upon review of the application, the Plan Commission shall determine whether the proposed work is of a nature that will adversely affect any protected feature

of the conservation district, and whether such work is appropriate and consistent with the spirit and intent of the designating ordinance. Within forty-five (45) days of receipt of the application, the Plan Commission shall deny, with or without prejudice, or approve a Certificate of Appropriateness and forward such action to the Building Inspection Division of the Department of Housing and Urban Rehabilitation within ten days. The Building Inspection Division shall immediately notify the applicant of the Plan Commission's action. If the Plan Commission has denied the Certificate of Appropriateness the applicant may file in writing its notice of appeal with the Commission within ten days after receiving notice from the Building Inspection Division. The Commission shall immediately forward the notice of appeal, together with a record of the proceedings, to the Zoning Administrator who shall place it on the City Council agenda for a hearing, and the applicant shall be notified by the Zoning Administrator of the date of the hearing.

If no action is taken by the City Plan Commission within sixty (60) days of original receipt by the Building Inspection Division, the building permit shall be issued by the Building Inspection Division.

No change shall be made in the application for any building permit after issuance of a Certificate of Appropriateness without resubmittal to the Plan Commission and approval thereof in the same manner as provided above.

After a decision is reached by the City Plan Commission denying with prejudice an application for Certificate of Appropriateness, where no appeal is made to the City Council, a resubmittal of the application shall not be accepted for

additional hearing within a 12 month period from the date of final decision, except upon written request to the City Plan Commission by the applicant indicating changes in plans and specifications from the original application. Denial of a Certificate of Appropriateness without prejudice permits reapplication immediately.

Subdivision 10-2150 DEMOLITION

No person shall demolish a structure within a private property conservation district without review by the City Plan Commission. With the assistance of the citizen board or advisory board, if one exists, the Plan Commission shall review an application to demolish a structure and make a decision whether to delay demolition within 30 days after the application is filed. The Plan Commission shall consider the state of repair of the structure, the impact of demolition of the structure on the district, and all other pertinent factors. If demolition is not in the interest of conserving the district, the City Plan Commission may temporarily deny demolition for no longer than 120 days, in order to determine if some use of the structure can be found. An aggrieved party may appeal the decision of the Plan Commission to the City Council within 10 days of the Plan Commission decision.

Subdivision 10-2160 INTERIM CONTROL

Section 10-2161

During the initial evaluation of a proposed conservation district, the Department of Urban Planning may determine that there is a serious and immediate threat to the conservation of the area being studied. If such a determination

is made, a request of the City Council to impose interim controls may be made. These controls would be specified by the City Council and might consist of such things as review of major construction projects, zoning requests, subdivision cases, and board of adjustment appeals, and screening of building permits and demolition plans. The City Council may stop any action that it determines to be detrimental to the conservation of the study area, but interim controls shall not last longer than 120 days and shall expire upon creation of the conservation district or the decision not to create the district.

Subdivision 10-2170 PENALTY

Section 10-2171

It shall be unlawful to construct, reconstruct, structurally alter, remodel, renovate, restore, demolish, raze, or maintain any structure within a conservation district in violation of the provisions of this Division. In addition to other remedies, the City may institute any appropriate action or proceedings to prevent such unlawful construction, restoration, demolition, razing, or maintenance, and to restrain, correct, or abate such violation.

Any person who violates any provision of this Division shall be guilty of a separate offense for each day or portion thereof during which any such violation is committed, continued or permitted, and each offense shall be punishable by a fine of not more than Two Hundred Dollars (\$200.00).

Preservation Organizations in Dallas

PRESERVATION ORGANIZATIONS

IN

DALLAS, TEXAS

A REPORT BY THE DALLAS HISTORIC LANDMARK PRESERVATION COMMITTEE
AND
THE DEPARTMENT OF URBAN PLANNING

CONTENTS:

Preface

Dallas Historic Landmark Preservation Committee

Dallas County Historical Commission

Dallas County Heritage Society, Inc.

Historic Preservation League, Inc.

Historic Resources Committee, AIA

Midtown Park Association

Oak Lawn Preservation Society

Old Oak Cliff Conservation League

South Blvd./ Park Row Historical Preservation Association

City of Dallas, Department of Urban Planning

Appendix

Preface

Dallas' reputation is in question. The City, known as a modern, even futuristic environment, has suddenly taken stock of its legacy. Groups have formed to study genealogy, history, architectural history and neighborhood development and regrowth by preservation. Much of this activity has occurred recently, within the past five years. The successes have been so dramatic and profound, the general acceptance has been so widespread, that other cities have looked to Dallas' programs as a model.

The function of this report has been to identify the most active local programs, their emphasis and future directions. It is to be hoped that through joint planning and a sharing of knowledge and experiences, all of the groups will be enriched and the common cause better served.

The material was researched through the Information and Education Task Force with Bill Murchison, editorial writer for the Dallas Morning News, providing much of the initial groundwork. The staff of the Department of Urban Planning, assisted with the preparation of the final copy.

Dallas Historic Landmark Preservation Committee

Membership: 15 persons appointed for 2-year terms by City Plan Commission
Meetings: Second Tuesday of each month, Department of Urban Planning
Conference Room

Purpose

The Dallas Historic Landmark Preservation Committee was created under terms of the 1973 Historic Landmark Preservation Ordinance. It is the city's official planning, supervising, and coordinating agency for preservation activities and serves as the recommending body to the City Plan Commission on matters pertaining to designations and building permits affecting exteriors for designated properties.

Past Activities

A major function is the identification of historic buildings and sites for possible designation as landmarks. To this end, Professor Blake Alexander of the University of Texas School of Architecture was obtained to survey potential landmarks. The citywide inventory and analysis was completed in 1975. The committee used Alexander's findings to recommend that the City Council officially designate Swiss Avenue, Westend, South Boulevard as districts and Trinity Methodist Church, Union Terminal, Old Tige Fire Museum, and Federal Reserve as landmarks--recommendations the Council accepted.

A prime objective prior to designation is to secure the concurrence of owners in having their properties made protected landmarks. Recommendations for historic designation go first to the City Plan Commission, then to the City Council for final approval.

Current Activities

Besides identifying landmarks, the committee passes on the appropriateness of architectural changes proposed by owners of landmarks. This task has chiefly involved members of a specially formed group, the Design Task Force, composed of architect (s), landscape architects, a designer and residential representatives. Design criteria are formulated in each specific designated ordinance. About 95 percent of requests for modifications are routinely approved, often with design suggestions that improve the original application.

Organization

The framework to work under and in cooperation with the landmark preservation committee are three (to date) task forces--on information and education, Design Review and the Landmarks Survey Task Force. Membership is drawn from both within and without the parent committee.

Members

Seated on the landmark preservation committee itself are representatives of various preservation groups, and the following professions: architectural, real estate, planning, historic, and landscape architecture. Representatives of

the city government serving in an ex-officio capacity include the Park Department, Department of Housing, and the Planning Department (the latter department serves as staff to the Committee.

Publications

A monthly report, consisting of the minutes of the regular meetings of the Committee are distributed to all of the preservation organizations. Additional publications and informational brochures are prepared by the Department of Urban Planning.

Dallas County Historical Commission

Membership: 35 members, appointed for 2-year terms by Dallas County Commissioners Court.

Meetings: 1st Thursday of the month, various locations.

History & Scope

The Dallas County Historical Commission is an arm of the Texas Historical Commission, the official state agency for historical preservation. Until 1975, both the state group and the various county groups functioning under it were known as "historical survey committees." Their names were changed by act of the 63rd legislature. Historical survey committees, charged with locating and identifying historical buildings, sites, and memorabilia, functioned under terms of state laws passed in 1953, 1959, 1963 and 1973.

Responsibilities

The historical commissions that supercede the survey committees enjoy broader and more extensive powers. Besides seeking out historical locations--on a continuing basis, as the law now provides--they are empowered to recommend acquisition of historical properties, to prepare and publish county histories, and to manage and operate county museums.

Current Activities

The Dallas County Historical Commission thus is responsible for the Texas Historical Marker Program in Dallas County. It considers applications from parties who wish specific buildings to be designated as Recorded Texas Historic Landmarks, a status that entitles the building to legal protection and to the display of the official Texas Historical Building Medallion. Such applications, if approved by the county commission, are sent to the state commission for final judgment.

The county commission is presently compiling a history of Dallas County and organizing a survey of historic structures for the state commission. A related project, undertaken in conjunction with the Bicentennial, is the publication of a Dallas County Historical Trails Map, pinpointing various historical sites in Dallas. The maps are sold at Old City Park and other locations for a nominal sum. The project is the first such effort ever undertaken in Dallas County.

Future Projects

For purposes of coordination and information exchange, the commission sponsors a Presidents' Advisory Council, composed of presidents or representatives of all historical and preservation-oriented groups in the county. The commission hopes thereby to make it possible for the different groups to become acquainted with each other's activities.

Publications

An official newsletter, "The County Chronicle", carries news of various organizations and notices of commission

meetings, which are open to the public. The news-
letter appears to be the single most comprehensive source
of news about preservation and historical-geneological
activities.

Dallas County Heritage Society, Inc.

Membership: About 2,000

Meetings: Monthly board meetings, various locations.

Purpose The Dallas County Heritage Society established and continues to maintain Old City Park and the 16 historic structures located there. It is a completely autonomous body, responsible to no agency of the city or state government, although it cooperates closely with both official and other private preservation groups.

History Old City Park, (1717 Gano Street) is the site of the first Dallas park, laid out a century ago. The Heritage Society's connection with it began in 1966, when the newly formed organization received permission from the Dallas Park Board to relocate there the antebellum mansion, Millermore. The society was organized specifically to save and restore Millermore.

Projects Since then, the group has located and brought to Old City Park enough structures to restage a community of the late 19th and early 20th centuries. Besides Millermore, the restorations include the Miller Cabin (1847), a bandstand (1880 style), a drummers hotel (1898), a railroad depot (1886), the Gano House (c. 1856), a log playhouse (1900), a barn (pre-1900), a railroad section house (1880), a windmill (c. 1871), the Brent Place (1887), a general store (1904), the Fisher Road House (1895), the Lively Cabin (1854), the Renner School (c. 1888), and a doctor's office and apothecary shop (1890). Some 30 buildings will be located at the site when the park is completed.

Current Activities The Heritage Society, with a corps of approximately 300 volunteer docents, provides guided tours of the park Tuesdays through Fridays from 10 to 4 and Saturdays and Sundays from 1:30 to 4:30. The Brent Place is available on a limited basis for catered affairs and provides daily luncheons.

In addition to its docents, the park is staffed by a fulltime curator and an assistant curator. A fulltime director heads the society itself.

Publications The publications of the Heritage Society include the quarterly newsletter Heritage News and the monthly periodical, designed particularly for the docents serving in the Park, entitled, Gazette.

Office The address of City Park is 1717 Gano, Dallas, 75215
Phone - 421-5141.

Historic Preservation League, Inc.

Membership: Approximately 600.

Meetings: Board Meetings, 4th Tuesday of each month

Purpose

The Historic Preservation League is perhaps one of the most active groups of its kind in Dallas. Organized in order to gain the designation of Swiss Avenue as a historic district, the League has since broadened the scope of its activities, though its primary concern is the preservation of Old East Dallas and more recently the downtown area.

History

The League was founded by a small group of Swiss Avenue residents in 1972 and was incorporated not long afterwards as a nonprofit organization. It succeeded in 1973 in persuading the City Council to protect the area from Fitzhugh on Swiss and Glendale on Bryan Parkway to LaVista by creating the Swiss Avenue Historic District, Dallas' first historic district.

The League has continued to promote and coordinate the preservation of Swiss. At the same time, it has extended its cooperation and expertise to preservation groups outside the historic area. It helped in 1974 to save the Old Lakewood Library from destruction and wrote a brochure that was helpful in promoting the preservation of Trinity Methodist Church. The League has sponsored a number of workshops that explain the techniques of renovating an old home.

Activities

The League sponsors a spring tour of East Dallas, especially Swiss Avenue, homes and cosponsors with the Old Oak Cliff Conservation League and the Oak Lawn Preservation Society, the fall Urban Pioneer Tour of homes and other buildings in various stages of restoration.

Hoping to generate interest in the revitalization of Downtown Dallas, the HPL has helped bring to Dallas for special programs noted speakers on preservation such as Arthur Skolnick of Seattle.

The League, in 1976, undertook a major continuing project-- a revolving fund for the purchase and restoration of decaying properties in Lower Munger Place, between Gaston and Columbia and Fitzhugh as far as Henderson. Money from the Historic Dallas Fund, half of which comes from the National Trust for Historic Preservation, will be used to purchase homes that will then be resold, the proceeds to be plowed into still other purchases. As funds permit, additional project areas will be designated in other parts of the city. Prime targets will be areas in Oak Lawn, South Dallas, and Oak Cliff.

Office

The League maintains an office at 2013 Kidwell, open 9:30 to 2:30 weekdays.

Publications

Publications of the league include The Communicator (a quarterly newsletter), the Munger Place Occasional (dealing generally with the Swiss Avenue Historic District and appearing at appropriate occasions) and a number of informational packets and brochures.

Historic Resources Committee - Dallas Chapter American Institute of Architects

Membership: 17 members

Meetings: First Wednesday of the month.

Purpose

The Historic Resources Committee of the AIA provides both leadership and professional expertise to preservation planners. It was founded in 1971 in order to provide a formal outlet for the AIA's longstanding interest in and concern for Dallas' architectural heritage.

Past Activities

AIA published a brochure documenting the transition of the Trinity Methodist Church to the Trinity Center of Music with illustrations and a brief biography of its architect.

In 1976 AIA jointly sponsored with the Historic Preservation League proposals to restore and recycle the Wilson Building, gathered for the HPL information on the three El Centro College buildings threatened with demolition, and prepared for the 1976 AIA convention in Philadelphia an exhibit concerning Dallas since its founding.

The Committee's policy is to work with like-minded community groups, providing special skills and knowledge that otherwise would be lacking. They solicit information on the activities of all preservation groups in the city and offer assistance where appropriate.

Current Activities

At the same time, the AIA cooperates with non-preservation groups in the interest of preservation. It will publish a biography of the noted Dallas architect of the 1920's and '30's, Dave Williams, written by Mickey McCarthy of SMU with AIA assistance.

Future Activities

The committee plans to gather oral biographical information on significant Dallas architects and possibly deposit the tapes with the Dallas Public Library for public use. It plans also to contribute to the library's archives documents concerning important local buildings and the work of prominent local architects.

Midtown Park Neighborhood Association

Membership: Approximately 60 families (residents, landowners and tenants).

Meetings: Trinity Church, Pearl at McKinney on the 2nd Tuesday of each month at 5:30 p.m.

Purpose

The Midtown Park Neighborhood Association is concerned with maintaining and improving the diverse character and quality of life in the 150 acre neighborhood popularly referred to as the Quadrangle. By focusing neighborhood concerns and providing a vehicle for communication with the City government as well as other organizations with similar objectives, Midtown Park serves to crystalize issues and offer alternatives for action oriented programs. Additional goals include the promotion of merchant and cultural and recreational activities, the annual neighborhood celebration and the initiation of a comprehensive neighborhood conservation district plan.

Activities

In the short period since the organization's formation, perhaps the groups most significant contribution has been to promote a feeling of neighborhood through increased friendships and communications among the area's residents and business people. The initiation of a comprehensive balanced program for community growth and redevelopment encouraging preservation, conservation and sensitive new construction are principle objectives, as the Midtown Park looks to its future.

Publications

The Association has a newsletter (the Grapevine) that appears periodically. A marketing report, Neighborhood Attitude and Market Survey, was prepared in 1976. Additional maps and brochures describing the neighborhood have been prepared.

Office

The Midtown Park Association is located at 2800 Routh Street, Suite 205-8, Dallas, 75201.

Oak Lawn Preservation Society

Membership: Approximately 150 members

Meetings: No regular meetings

Purpose

The Oak Lawn Preservation Society was founded in May, 1973 through the merger of half a dozen neighborhood conservation groups in the Cedar Springs-Oak Lawn-Turtle Creek-Fairmont area. By "Oak Lawn," the society understands the area from Woodall Rogers Freeway northward along Harry Hines Boulevard to Mockingbird Lane, thence to Central Expressway along a route bordering the Park Cities. The society emphasizes development, both commercial and residential, as well as conservation.

The society has been highly visible and active throughout its existence. It aims at promoting the growth and conservation of livable neighborhoods closely linked to vital shopping areas. To this end, it has engaged in traffic control, workshops, and legal action.

The traffic control project involves Perry Heights, the area's only remaining intact single family neighborhood, where the society succeeded in persuading the city to place permanent barricades, thus diverting cars to other routes. Previously the traffic count in Perry Heights had been three times as heavy as the maximum feasible determined in a city study.

Activities The society is the principal litigant in a suit to stop the county from operating Woodlawn Hospital, on Maple Avenue, as a minimum security jail. The society contends that use of the site as a jail is unlawful and harmful to the neighborhood.

The society actively cooperates with other preservation groups in various projects. It is cooperating with the Department of Urban Planning in a study of the area. It has helped to plan and carry out various workshops on conservation and preservation themes. Along with the Historic Preservation League, Inc., and the Old Oak Cliff Conservation League, it sponsors the annual Urban Pioneer Tour of restored and/or revitalized homes and buildings.

Other
Interests

The Preservation Society, because of Oak Lawn's proximity to downtown, has interested itself in the movement to revitalize the Central Business District. Another community resource the society considers valuable is Lee Park.

Old Oak Cliff Conservation League

Membership: Approximately 60 families

Meetings: Monthly board meetings and periodic meetings of general membership when a special program has been scheduled.

History

The Old Oak Cliff Conservation League was founded in July, 1974, and chartered as a nonprofit organization the following December. Its founding arose from concern among residents of Winnetka Heights, a residential area of approximately 56 square blocks platted in 1908, regarding inner-city decay, as well as from their belief that the neighborhood represents a style and way of life characteristic of middle and upper-middle income areas in early 20th century Dallas.

Purpose

The league's stated goals are to preserve the neighborhood's environmental characteristics, instill community pride and control physical deterioration, to quicken public perception of the benefits flowing from neighborhood conservation, and to promote fellowship among the residents.

Past Activities

Principal achievement of the group thus far has been the City Council's enactment of a Planned Development Zoning Ordinance recognizing the character and integrity of Winnetka Heights.

It participated in the 1975 and 1976 Urban Pioneer House tour, which emphasized the opportunities for restoring old homes in inner-city neighborhoods.

The league is presently sponsoring beautification of the park at 10th Street, Windomere, and Jefferson, located in the center of Winnetka Heights.

Current Activities

In the Kings Highway area, north of Winnetka Heights, and to the east, between Jefferson and Davis, league members are endeavoring to talk with property owners regarding neighborhood development. The league envisions the drawing up of a new zoning plan for the area. At the same time, a study is under way to determine where else in old Oak Cliff similar neighborhood conservation projects might usefully be undertaken. The league's hope is that other Oak Cliff residential neighborhoods might be revitalized, as Winnetka Heights is being revitalized, and thus attract home-buyers to the inner city. In addition, the league is cooperating with other Oak Cliff civic groups in discussion of how to rejuvenate the Jefferson Boulevard shopping district. The League describes Jefferson as one of its major concerns.

Organized with the advice and assistance of the Historical Preservation League, Inc., the Old Oak Cliff Conserva-

Old Oak Cliff Conservation League, Continued

tion League has seated officers of the HPL on its advisory board. It similarly seeks to maintain informal but close connections with other local preservation groups.

South Boulevard/Park Row Historical Preservation Association

Membership: 15 Directors, Approximately 110 Households

Meetings: 4th Tuesday of each month, varying locations

History

The South Boulevard/Park Row Historical Preservation Association was formed in November, 1974, out of concern over the deterioration of the immediate and surrounding neighborhoods. The area, location of many large homes, has always been a very significant minority neighborhood, and was designated a protected historic district by the City Council in August, 1976. The district is bounded by Central Expressway, Oakland Avenue, along South Boulevard and Park Row.

The association conceives of its role as a catalytic agent for the preservation and revitalization of the historic district area. Thus far, it has not attempted to influence development of the surrounding neighborhoods.

Purpose

Many of the association's concerns are practical, everyday ones--such as improvement of streets, alleyways, sidewalks, lighting, and curbs and gutters. In addressing these matters it works closely with the city government.

The association hopes to promote redevelopment of the area by encouraging the utilization of presently vacant lots through the construction of new homes and by relocation of older homes from other parts of the city.

Activities

The association cooperates actively with other preservation groups. South Boulevard/Park Row homes were shown on the 1976 Swiss Avenue tour and will be featured on the 1977 Tour. Association members are also involved in the urban pioneer project, together with the Oak Lawn Historic Preservation League and Oak Cliff groups.

Like other preservation groups, the Association assists prospective homeowners in arranging financing through nearby banks.

The group, working closely with former residents, is compiling a history of the area. Highlighting the project will be a gathering of past and present residents for a neighborhood social.

Publication

A monthly newsletter keeps members of the association informed as to current activities.

City of Dallas, Department of Urban Planning

History

The City historic program has been administrated by the Department of Urban Planning serving the City of Dallas Historic Landmark Preservation Committee. Conceived through the discussions of the first Goals for Dallas Program in 1968, the Urban Design Division of which the historic program is a part, was organized as a section of the Department of Urban Planning. All of the department functions are technical and advisory. It has no policy-making function, but the expertise it furnishes the City Landmark Committee and the Plan Commission provide the basis for major decisions.

The program dates from the enactment of the preservation ordinance in March, 1973 which organized the Landmark Committee and developed the framework for operations. The Department's first activity in the area of historic preservation came about when it assisted residents of the Swiss Avenue area to form the Historic Preservation League, and subsequently worked with the League to preserve the neighborhood as Dallas' first historic district. This was done in July, 1973. Since that time, the department has developed ordinances for two other historic districts, South Boulevard/Park Row and the Westend Historic District as well as several historic sites.

The Department provides staff assistance and advice to the Historic Landmark Preservation Committee, the citizen group formally charged with recommending to the City Plan Commission which buildings are worthy of preservation. The various task forces of the Committee, assisted by additional citizen appointees at the discretion of the Committee, similarly receives staff support and assistance on specific projects, including design review, surveying and preparation of ordinance and development plans, reports, presentations and working with the media.

Activities

The Planning Department collaborates not only with other city departments, but actively seeks neighborhoods and preservation groups that are desirous of assisting with the revitalization or stabilization of their area.

Maintenance and improvement of the physical setting for both districts and sites is another concern of the planning staff. Improvements including street and alley repaving, traffic routing, benches and malls and appropriate street lighting are all considered by the staff. The Akard Street Mall, for example, is one example of the Department's work designed to enhance the milieu of the Federal Reserve Building and the Adolphus Hotel, two buildings listed for designation in the City of Dallas Survey Report (the Federal Reserve has already been cited as a city landmark).

The Department's preservation planner also reviews all buildings slated for demolition by the City. The possibilities for reuse, either through transferal to an alternate site or by salvage of architectural artifacts to be utilized in other structures are considered. In addition to historic preservation, the Department hopes to assist the conservation of neighborhoods that may lack specific historic or architectural merit, but still possess a certain viability of their own. A plan for "Neighborhood Conservation Districts" is currently under preparation for presentation to the City Plan Commission and City Council.

The Department staff also assists the Texas Historic Commission in the preparation of applications for National Register status. The Department sees one of its major responsibilities, the coordination of local preservation activities in conjunction with the Landmark Committee to the state and national levels.

Appendix, Current Listing of Preservation Organizations and Officers in Dallas, Texas
- July, 1977

Mrs. Charles Paschall
Dallas County Heritage Society
3728 Stratford Avenue
Dallas, Texas 75205
521-5697

Dorothy Savage
Historic Preservation League
5703 Swiss Avenue
Dallas, Texas 75214
826-4506 or 827-5800

Ruth Chenoweth
Old Oak Cliff Conservation League
125 North Rosemont
Dallas, Texas 75208
941-5683

Jane Landry
AIA-Dallas - Historic Resources Committee
6319 Meadow Road
Dallas, Texas 75230
692-7297

Erle Rawlins
Oak Lawn Preservation League
6725 Snider Plaza
Dallas, Texas 75205
363-1555

Edward V. Hunt
Midtown Parks Association
2717 Laclede
Dallas, Texas 75204
748-5261

LindaLyn Adams
Dallas County Historical Commission
4320 Beverly Drive
Dallas, Texas 75205
521-0689

John W. Crain
Dallas Historical Society
P.O. Box 26038
Dallas, Texas 75226
421-5136

Dr. Alfred L. Roberts
South Blvd/Park Row Association
2416 South Boulevard
Dallas, Texas 75215
824-1620

Dr. Bryghte Godbold
Dallas Landmark Committee & Task Forces
6810 Bradbury
Dallas, Texas 75230
239-3875

Mark Wassenich
AIP-Dallas - Director
City Manager's Office
City Hall
748-9711 Ext. 1421

H. Dave Arant
Dallas County Genealogical
7048 Arboreal
Dallas, Texas 75231
690-5205 - 348-1922

James M. Schroeder, Jr, Director
Weiming Lu, Assistant Director
Alan Mason, Preservation Planner
Department of Urban Planning
500 South Ervay, Suite 200-B
Dallas, Texas 75201
744-4371

The name of the Organization is Dallas Heritage Council,
a council composed of representatives of ^{2 number of duly organized} ~~thirteen~~ organizations
working in historic preservation in the City of Dallas, Texas.

PURPOSES

The purposes of DHC shall be:

1. To endeavor to achieve a public awareness and support of activities related to historic preservation/conservation/research at the local, state and national level.
2. To encourage historic preservation/conservation/research projects in existing local, regional, state and national organizations, by exchanging information on problems/solutions and achievements of historical preservation/conservation/research groups.

GOALS

Task Forces shall be formed to work on priority objectives selected for immediate attention.

1. Information (education) sharing among the organizations *Lyndalyn Adams*
2. Information sharing with the public *John Cram*
3. Legislation *Part*
4. Financing - *No*
5. Neighborhood preservation - *Wootley Square*
6. Preservation of designated landmarks *Faveland*
7. ~~Development of West End (Warehouse) District~~ *Support & development of historic district - CBDA*

RULES

Each organization shall decide whether to have representation on all or on a single Task Force.

Individual organizations are not bound to follow the decisions made by a Task Force. Each member organization retains its full independence of action or non-action.

No member and/or member organization shall make a statement expressing or implying a position of the DHC without the full consent and/or at the request of all members of DHC.

Member organizations are free to support any position endorsed by their respective Boards separate and apart from the DHC.

No expenses shall be incurred in the conduct of the business of DHC without prior approval of all the members.

Leaders of member organizations shall meet quarterly to hear reports from the Task Force chairpersons and to consider new priorities if needed.

There shall be no officers of DHC. The leaders of the member organizations shall take turns serving as host and hostess and as moderator for the quarterly meetings and shall inform the member-