

US Army Corps of Engineers

Regional Planning and Environmental Center

Section 106 Compliance: USACE Determinations

Dallas Floodway Extension Project, Lamar Levee, Dallas, Dallas County, Texas

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USACE Section 106 Determinations for the Dallas Floodway Extension - Lamar Levee

Executive Summary

This document fulfills the U.S. Army Corps of Engineer's (USACE) requirements of Section 106 of the National Historic Preservation Act to identify properties eligible for the National Register of Historic Places and determine direct and indirect effects of construction of the Lamar Levee, which is one of two levees that constitute the Dallas Floodway Extension Project (DFE). The DFE was initially authorized by Section 301 of the River and Harbor Act of 1965 (Public Law 89-298) for the purpose of reducing flood risk for the City of Dallas downstream of the Dallas Floodway (DF). A Programmatic Agreement (PA) executed in 2022 (Appendix A) stipulates agreed upon mitigation for any adverse effects determined herein.

Lamar Levee is an extension of the DF East Levee, and the Cadillac Heights Levee is an extension of the West DF Levee his document solely addresses USACE determinations on above ground cultural resources within the Lamar Levee area of potential effect (APE). Effects to historic properties located within the Cadillac Heights were coordinated separately.¹

The industrial development within the APE is significant at a *local level* under National Register *Criterion A* in the areas of *Transportation, Industry, Community Planning and Development* from 1874 -1956. It exemplifies Dallas' early industrial years and involved divisive community issues such as flood protection, racial segregation, and freeway construction, as described in the attached historic context in Appendix B. In 1989, Dallas City ordinance No. 20395 rezoned the industrial area to curb the heavy commercial permissions, resulting in a gradual gentrification and loss of properties traditionally associated with heavy industry. Today, the average date of construction in this South Dallas industrial area is 1960, outside the period of significance. The area currently lacks a significant concentration of historic age contributing properties to form a unified historic district. USACE determines two properties from the period of significance, the Protecter and Gamble complex and the Union Pacific Railroad, are individually *Eligible* and retains integrity.

USACE determines the *direct effect* of the construction of the Lamar levee will require demolition of a contributing warehouse of the Procter & Gamble complex, an *Adverse Direct Effect* with mitigation per Stipulation I(G)(2)(1) of the PA. A minor alteration of the individually *Eligible* rail lines with two floodgates, is a *No Adverse Effect*. The tie-in to the *Eligible* Rochester Park Levee is *No Adverse Effect* as it alters but does not diminish its exceptional significance at the local level. Once constructed, the Lamar Levee, which parallels Botham Jean Boulevard (formerly Lamar Boulevard), will largely not be visible from the boulevard due to topography and tree cover of the eastern edge of the Great Trinity Forrest and will have *No Adverse Effect* from visual impacts to historic-age properties within the viewshed of the levee.

USACE determines the long-term *indirect effects* of the construction of the Lamar Levee and its reduction of flood risk will accelerate the revitalization of the area within the city's vision of the reimagined Trinity Corridor with community investment, development, and rejuvenation as a result of the 1989 city ordnance. This expected long-term development will continue to remake the area into more urban mixed-use development and will further diminish the ability of eligible properties to convey their significance by altering the settings of the Procter & Gamble complex and the Union Pacific Rail line that derive significance from a heavy industrial setting and therefore constitutes an *Adverse Indirect Effect* with mitigation per Stipulation I(G)(2)(2) of the PA.

¹ Cadillac Heights Section 106 Determinations: <u>https://media.defense.gov/2024/Apr/26/2003450716/-1/-</u> 1/1/CADILLAC%20HEIGHTS%20SEC%20106%20FINDINGS%20APRIL%202024.PDF

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1 Undertaking and Background Review

1.1 The Undertaking and Area of Potential Effect.

The Dallas Floodway Extension (DFE) Project is comprised of the Lamar Levee extension from the end of the DF East Levee to connect with the existing Rochester Park Levee. This extension of the 1928 Dallas Floodway Levee system was first authorized by Section 301 of the River and Harbor Act of 1965 (Public Law 89-298) for the purpose of reducing flood risk for the City of Dallas downstream of the Dallas Floodway and remains unbuilt six decades later.

The Lamar Levee will roughly parallel the former Lamar Boulevard, from which the levee derived its name (Figure 1). The section of Lamar Boulevard referenced in this report was renamed in 2021 in honor of 26-year-old Dallas accountant Botham Jean, who was murdered in 2018 when off-duty Dallas Police Department patrol officer Amber Guyger (convicted of the murder in 2019) entered Jean's apartment in Dallas and fatally shot him. Botham's former apartment and the Dallas Police Department are both located on the renamed street.

1.1.1 <u>Area of Potential Effect</u>

The Area of Potential Effect (APE) was originally defined in 2022 by an ArcGIS viewshed analysis. The APE (Figure 1) is taken from Figure 1 of the historic context *Below the Dallas Floodway: Urban Development Along the East Bank of the Trinity River, 1872-2020, Dallas Texas,* located in Appendix B. The APE is approximately three miles in length totaling 600 acres.

The APE is defined by both natural and infrastructural elements including the Trinity River, several railroad lines, and Botham Jean Boulevard. The western boundary is the end of the East Levee of the DF. The eastern boundary is the Rochester Levee that encases Bonton, an African American historic neighborhood.

The southern boundary is oriented northwest-to-southeast along the Trinity River northern banks. The river's stretch within the APE notably has the Houston & Texas Central, the Southern Pacific, and Missouri, Kansas, & Texas railroad lines following its banks. Such railroad companies and others arrived in the 1870s as an essential commerce component which supported the area's industrial sector for almost a century.

The northern boundary is along Botham Jean Boulevard and the Chicago Rock Island & Pacific Railroad line. Botham Jean Boulevard, formerly Lamar Street, is the area's main thoroughfare. The roadway mostly parallels the Trinity River with industrial buildings located between the roadway and river. The street has served the APE as a connector road between downtown Dallas and its industrial sector since Kessler's 1920 survey to extend the street to Forest Avenue.

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Figure 1. Satellite Image of Lamar Levee Area of Potential Effect. The red line is the alignment of the proposed Lamar Levee. The yellow line shows the Area of Potential Effect as defined in the historic context (Figure 1, Appendix B). Figures 2 and 3 separate the APE into north/south and show the APE in more detail. Source: Google Earth.



Figure 2. Lamar Levee Properties Directly Physically Impacted – Northern Area. The yellow line is the alignment of the proposed Lamar Levee. The red line denotes the Undertaking's Area of Potential Effect. The yellow pins denote the structures that will be demolished or otherwise structurally altered as the result of the undertaking. Source: Google Earth.



Figure 3. Lamar Levee Properties Directly Physically Impacted - Southern Area. The yellow line is the alignment of the proposed Lamar Levee. The red line denotes the Undertaking's Area of Potential Effect. The yellow pins denote the structures demolished or otherwise structurally altered as the result of the undertaking. Source: Google Earth.

1.2 Contextual Overview.

The USACE contracted the historic context *Below the Dallas Floodway: Urban Development Along the East Bank of the Trinity River, 1872-2020, Dallas Texas* (Appendix B) to aid in its Section 106 determinations. The following is a synthesis of the historic context with additional interpretation by USACE.

The Dallas Floodway was constructed in the late 1920s to provide flood protection to Dallas by rerouting the Trinity River. Ending immediately after the central business district, the floodway protected the wealth of the local business interests that created it, reclaiming 10,000 acres of land to the north for development (today known as the Stemmons corridor) and land speculation that enriched these same business interests.²

² U.S. Army Corps of Engineers. Intensive Engineering Inventory and Analysis of the Dallas Floodway, Dallas, Texas. TEC, Inc. November 2010.

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The low-lying area immediately below the Dallas Floodway was subject to increased flooding from the newly built floodway. Heavy industries, unwelcomed in wealthier parts of the city, were located on the bank of the Trinity River south of downtown due to period zoning practices, access to rail lines, water and the lack of agency of adjacent, largely minority residents of South Dallas neighborhoods to block incompatible uses. These heavy industries included the Procter & Gamble Plant (which released byproduct directly into the Trinity and noxious fumes into the surrounding neighborhoods), and Guiberson Oil Well Specialty Corporation.

In the 1960s, the DFE was designed to extend the flood risk protection afforded by the original Dallas Floodway to the industrial area and adjacent minority communities of South Dallas. There were plans to construct the DFE in the mid-1980s, but the project lacked adequate funding to proceed. Levee construction was set to begin again at the turn of the twenty first century; however, a coalition of eleven local groups challenged the legal sufficiency of the Environmental Impact Statement (EIS) to meet National Environmental Policy Act (NEPA) requirements. A summary decision was issued in April 2002, agreeing with the plaintiffs' allegation that the EIS failed to adequately address cumulative impacts of other similar, reasonably foreseeable projects within the geographic area of the Dallas Floodway Extension Project and the project was put on hold.

Due to flooding, the area was developed throughout the mid-20th century with heavy industry abutting areas that were specifically redlined to house minority populations such as the Black neighborhood of Bonton.³ Origins of industrial development in the area can be traced back to the late 19th century with multiple railroad lines that paralleled and crossed the Trinity River. This rail network connected the region, thus allowing accessible commerce transportation. Such commercial infrastructural improvements enhanced and transformed the once locally based economy to a more regionally established trade network supplying the exchange of resources, materials, and workers.

The Dallas economy diversified from an agriculturally dominant market to a manufacturing and industrial center essential to U.S. productivity before and during World War II. As industrial factories and offices were developed, more housing and infrastructure emerged to supplement its respective, growing workforce. The appeal of an established industrial base brought an influx of new residents across Dallas to nearby housing just outside of the APE.

As Dallas's industries began to diversify and migrate to outer suburbs, the area became less economically dependent on the industrial infrastructure, which resulted in the abandonment of many of the buildings within the area, later to be repurposed. Likewise, the neighborhoods within the APE struggled with divisive community planning and development issues such as racial segregation from redlining, divergent freeway construction, and lack of flood protection. Many of the buildings were constructed in the mid-20th century period and are reflective of WWII industrialization.

The median year of industrial construction within the APE is 1960. Most of the structures were built between the early 1940s to the late 1970s. Exceptions are the Procter & Gamble Corp. and sole remaining Guiberson Oil Well Specialty Corporation building, which both date to the 1920s. Both 1920s and 1950s Sanborn maps show the area historically had industrial properties closest to the river adjacent to the railroad lines.

³ Reference Appendix B, page 8.

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In 1989, Dallas City ordinance No. 20395 rezoned the industrial area to curb the heavy commercial permissions. This has had the most impact on the Cedars, the adjacent neighborhood to the north along Botham Jean Boulevard, where the old Sears & Roebuck factory has been rehabilitated into lofts known as Southside. Nearby, a series of former industrial buildings along Botham Jean Boulevard have been converted to shops, bars, and other light commercial properties. The construction of the Lamar Levee, combined with the vision of the 2005 City of Dallas *Trinity Corridor Plan*⁴ to revitalize the area will likely accelerate gentrification and will radically transform the area, pushing out any remnants of industrial use that once defined this industrial area below the Dallas Floodway.

Severe and repeated flooding in the late 1980s led the City of Dallas to construct the Rochester Park levee that surrounded the Bonton and Rochester Park area in 1994 as a solution to the flooding affecting the historic Black community of Bonton after intense pressure from neighborhood activism. Representative city council members asserted the city's failure to provide flood protection to the Black neighborhood known for impoverished conditions for decades reflected a distain for the people of Bonton.⁵ When the levee was complete, a third of the lots were vacant but the levee facilitated a community effort that resulted in a comprehensive revitalization of the area in the early 2000s that resulted in the elimination of two public housing projects and some of the original Bonton housing that was replaced by new businesses and new housing construction.

Separate from this federal undertaking, the City of Dallas, and the Texas Department of Transportation (TxDOT) is transforming the existing 1950s era S.M. Wright Freeway into a six-lane, street level boulevard with traffic signals (S.M. Wright Project) in an effort to reignite connective community infrastructure. Freeway overpasses will be removed, and the boulevard will include landscaping and sidewalks. The new parkway will feature enhanced community gateways to help promote neighborhood identity and local connections, with the intent to spur community investment, development and rejuvenation. The S.M. Wright Project intersects the undertaking (Reference #5 on Figure 3).

⁴ City of Dallas Trinity River Corridor Plan: https://dallascityhall.com/departments/pnv/Pages/Trinity-River-Corridor-Landing-page.aspx

⁵ City to Act on S. Dallas Flooding. Dallas Morning News, May 5, 1990.

2 National Register Evaluations

2.1 Significance.

The Lamar Levee industrial area, the APE, is significant as a late 19th and early 20th centuries industrially developed region called South Dallas, located adjacent to the banks of the Trinity River southeast of downtown Dallas. The APE was heavily developed throughout the mid-20th century as an industrial site. Origins of industrial development in the area can be traced back to the late 19th century with the multiple railroad lines that paralleled and crossed the Trinity River.

This rail network connected the region, thus allowing accessible commerce transportation. Such commercial infrastructural improvements enhanced and transformed the once locally based economy to a nationally branched trade center. Due to this established trade network supplying the exchange of resources, materials, workers, etc., the economy diversified from an agriculturally dominant market to a manufacturing and industrial center essential to U.S. productivity before and during World War II (WWII).

As industrial factories and offices were developed, more housing and infrastructure emerged to supplement its respective, growing workforce. Furthermore, the appeal of an established industrial base brought an influx of new residents across Dallas outside of the APE and nearby housing. As Dallas's industries began to diversify and migrate to outer suburbs, the area became less economically dependent on the industrial infrastructure, which resulted in the abandonment of many of the buildings within the area, later to be repurposed.

The neighborhoods within the APE struggled with divisive community planning and development issues such as racial segregation, divergent freeway construction, and lack of flood protection. Since many of the buildings were constructed in the mid- 20th century period reflective of WWII industrialization, they reflect the Minimal Industrialist, Modern Industrialist, and Commercial (Chicago) styles.

The period of significance for the APE extends from 1870s to the 1950s spanning eight decades during which the South Dallas region and established from a railroad-based commercial hub and suburban residential area to a more urban residential and industrial region. During that time, resources within the APE contributed to several themes or patterns of local history. The areas of significance are Industry, architecture, and community planning and development.

2.2 USACE Determinations of NRHP Eligibility and Direct Physical Effects

Direct physical effects are the result of the undertaking that directly alter a resource. Direct physical effects on properties identified in Figures 3 and 4 are discussed in this section and effects determined by the USACE. A summary follows in Section 5.14, Table 1 at the end of this section.

2.2.1 Rochester Park Levee.

The Rochester Park levee was constructed by the city of Dallas in 1994, under pressure from community activists, to reduce flood risk to the neighborhood of historic South Dallas Black neighborhood of Bonton

(Figure 4). The Rochester Park Levee is an earlier extension of Dallas Floodway System that foreshadowed the current undertaking to extend the floodway. The proposed Lamar Levee will fill in the gap between the end of the Dallas Floodway East levee and the Rochester Park Levee.

The Rochester Park Levee is significant under Criterion Consideration G for properties less than fifty years of age for exceptional significance for its associations under Criterion A the areas of *Transportation, Industry, Community Planning and Development* from *1874 -1956* by the City of Dallas as a landmark initiative to address social concerns. The levee represents an exceptional example of the recognition of the need to extend long overdue flood protection to an impoverished South Dallas community of color.⁶ The construction of the levee, while providing flood risk reduction, had long term adverse impacts to the neighborhood by indirectly encouraging gentrification over time, changing the overall setting.

The levee has no known association with significant people under Criterion B, is a standard earthen levee design and not exceptional under Criterion C, and there is no information potential to be gained by its study under Criterion D.

The levee retains integrity of location, design, materials, and workmanship. The construction of the levee indirectly modified its setting, which in turn promoted gentrification of the Bonton neighborhood, and altered its feeling and association. The levee, built to address flood risk in a neglected nieghborhood, cumulatively eroded the impoverished built environment arising from decades of neglect, making it attractive for reinvestment with new housing and businesses due to the flood risk reduction. Two notorious crime ridden and dilapidated 1950s era public housing complexes, Turner Courts and Rhoads Terrace, were torn down and one has been replaced with upscale multifamily housing in the 2009.⁷ The gentrification has resulted in a loss of integrity of setting, feeling and association and USACE determines the Rochester Park Levee is **Not Eligible**.

⁶ For a more in-depth discussion on the history of Bonton and flooding regarding social history and race, see the online film, Bonton + Ideal: A Dallas Neighborhood Story available online at https://www.bcworkshop.org/posts/bonton-ideal-released . Flooding is discussed at the 27-minute mark.

⁷ Public housing agency to raze troubled South Dallas apartments, rebuild: <u>https://www.wfaa.com/article/news/local/public-housing-agency-to-raze-troubled-south-dallas-apartments-rebuild/287-338892466</u>



Figure 4. Rochester Park Levee in 2000 (top) and 2024 (bottom). Constructed by the City of Dallas in 1994 to reduce flood risk to an impoverished community of color, the levee has significantly altered the setting, feeling and association of the historically Black neighborhood of Bonton it surrounds by encouraging urban renewal due to flood risk reduction. Rhoads Terrace and Turner Courts (top center), two notoriously crime ridden public housing projects, were torn down in the early 2000s and replaced with upscale units in a housing authority renewal program. The connection of the Lamar levee will alter, but not diminish the ability of the resource to convey its significance for its associations with Dallas community planning and development Source: USACE Photo (top) and Google Earth (bottom).

2.2.2 Union Pacific Rail Line.

The Union Pacific Rail Line (1874) is part of the historic rail network that industrialized Dallas and made industrial commerce possible, enabling heavy industry to occur within the APE. It is *Eligible* under Criterion A for its associative significance with *Transportation, Industry, Community Planning and Development from 1874 - 1956*.

The rail line has no known association with significant people under Criterion B, is a standardized rail design of the period and not distinctive under Criterion C, and there is no information potential to be gained by its study under Criterion D.

The rail line retains integrity of location, setting, design, materials, workmanship, feeling and association from its period of significance. The integrity of setting is dependent upon the retention of the feeling and association of the area with heavy industry, which the Rochester Levee altered, but the area still retains sufficient integrity of setting with its associations with heavy industrial use to the north of the Rochester Park Levee.

The Undertaking involves the addition of two operative floodgates (Figure 5 and 6) that will cross the track and rail bed. The addition of a floodgate will slightly alter the resource and its setting but not diminish its ability to convey its significance with its associations with its Criterion A eligibility for *Transportation, Industry, Community Planning and Development from 1874 - 1956*.

The undertaking has *No Direct Adverse Effect* on the Union Pacific Rail line.



Figure 5. Union Pacific Rail Line near the Rochester Park Levee (left) and the former Procter & Gamble Warehouse (right). The integrity of setting is dependent upon the retention of the feeling and association of the area with heavy industry, which the Rochester levee altered but the area still retains sufficient integrity of setting. The demolition of the P & G Warehouse slightly alters the setting, but the heavy vegetation of the Great Trinity Forrest renders the change insignificant. Source: Google Earth.

2.2.3 6000 Botham Jean Blvd (Former AAA Truck Parts salvage yard)

The property contains two resources; a 1938 metal barn (#3) and a 1948 barn (#4), presumably built for agricultural use (likely a dairy barn as there were dairy farms in the area that predate Bonton) in the mid-twentieth century. Both structures were later converted for use as an automotive salvage yard (Figure 6).

The structures are in fair to poor condition. Most metal surfaces exhibit severe rust. Openings have been haphazardly patched. The interiors have been highly modified from their original agricultural use.

The two structures do not reflect an association with the heavy industrial use of the area under *Transportation, Industry, Community Planning and Development from 1874 -1956*, Criterion A, during its period of significance. They have no known association with significant people under Criterion B. They are isolated from any associated farmstead and are highly modified and not significant under Criterion C for their architectural design. There is no information potential to be gained by their study under Criterion D. The two barns are *Not Eligible* due to lack of significance.



Figure 6. 6000 Botham Jean Blvd (Former AAA Truck Parts salvage yard). Source: Google Earth.

2.2.4 US 175 S.M. Wright Freeway/Old Central Expressway.

The freeway (Figure 7) is significant for its associations with *Transportation, Industry, Community Planning and Development from 1874 - 1956,* when freeway construction divided minority communities as it did in the neighborhoods such as Bonton adjacent to the APE. The freeway has no known association with significant people under Criterion B, is a standardized design of the period and not distinctive under Criterion C, and there is no information potential to be gained by its study under Criterion D.

Separate from this federal undertaking, the City of Dallas and the Texas Department of Transportation (TxDOT) is transforming the existing 1950s era S.M. Wright Freeway into a six-lane, street level boulevard with traffic signals (S.M. Wright Project) to address the injustices of the impacts to the community. Freeway overpasses will be removed, and the boulevard will include landscaping and sidewalks. The new parkway will feature enhanced community gateways to help promote neighborhood identity and local connections, with the intent to spur community investment, development and rejuvenation.

The freeway is **Not Eligible** due to lack of integrity of design and materials from its ongoing demolition and transformation into a landscaped boulevard.



Figure 7. US 175 S.M. Wright Freeway/Old Central Expressway as seen from Botham Jean Blvd at the intersection with the rail line at the southern end of the APE. The alignment dates to 1948 but this section of the bridge structure, currently under demolition, is of more recent origin. *Source: Google Earth.*

2.2.5 Botham Jean Blvd.

The undertaking involves demolition of a small portion of the extreme south end of Botham Jean Blvd (Figure 8).

South Lamar street first appears on the 1885 Sanborn Map but Lamar Street does not extend below the Cedars neighborhood until the 1920s or later and reaches US 75 by the 1950s. The Lamar Levee will roughly parallel the former Lamar Street, from which derived its name. However, Lamar Street was renamed in 2021 in honor of 26-year-old Dallas accountant Botham Jean, who was murdered in 2018.

The boulevard does have significance in association with *Transportation, Industry, Community Planning and Development from 1874 -1956* under Criterion A as a major transportation link between downtown Dallas and South Dallas, connecting downtown to the early twentieth century South Dallas industrial district; however, the boulevard does not embody this significance independently and there are not sufficient resources to form a district. The street has no known association with significant people under Criterion B, is a standardized design of the period and not distinctive under Criterion C, and there is no information potential to be gained by its study under Criterion D. The area no longer has a significant concentration of structures to form a district, and the street is *Not Eligible* under Criterion A individually.



Figure 8. Botham Jean Blvd. View taken of the area of Botham Jean Boulevard to be removed after construction of the levee. US 175 is to the right. Source: Google Earth.

2.2.6 <u>5815 Botham Jean Blvd (Tiger Beer & Wine).</u>

Tiger Beer and Wine occupies a 1960s era one-story, flat roof, concrete block commercial building surrounded by a metal recycling center (Figures 9 and 10). The building is in poor condition.

The structure does not reflect an association with the heavy industrial use of the area under *Transportation, Industry, Community Planning and Development from 1874 -1956* under Criterion A during its period of significance. It has no known association with significant people under Criterion B. It is not significant under Criterion C for its undistinguished architectural design. There is no information potential to be gained by its study. The structure is **Not Eligible** due to lack of significance.



Figure 9. Tiger Beer and Wine. The 1960s era commercial retail store has no association with the predominate theme of heavy industrial use. Source: Google Earth.

2.2.7 5901 Botham Jean Blvd. Okon Recycling.

The site has a history of heavy industrial use beginning as Valley Steel Products in 1955. Thus, it has significance for its association with *Transportation, Industry, Community Planning and Development from 1874 - 1956.* The site has no known association with significant people under Criterion B, is not a distinctive example of a type, period or style of construction under Criterion C, and there is no information potential to be gained by its study under Criterion D.

It is currently a recycling plant, Okon Recycling (Figure 10), composed of five structures (Figure 8-12). Only one of the five buildings (#10, Figure 10) dates to the period of significance (1874-1956) and it is highly modified, having lost integrity of setting, feeling and association. All five structures are **Not Eligible** due to lack of integrity of design, materials, workmanship, feeling and association.



Figure 10. 5901 Botham Jean Blvd (Okon Recycling). Source: Google Earth.

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2.2.8 U.S. HWY I-45.

Interstate Highway I-45 was completed in 1971 (Figure 11). In 2005, the Advisory Council on Historic Preservation has approved an exemption that would relieve federal agencies from the requirement of taking into account the effects of their undertakings on the Interstate Highway System, except with regard to certain individual elements or structures that are part of the system.⁸

The exemption embodies the view that the Interstate System is historically important, but only certain particularly important elements of that system, as noted below, warrant consideration. Such elements would still be considered under Section 106. The exemption takes no position on the eligibility of the Interstate System as a whole. The Interstate System elements that will still be considered under Section 106 are limited to certain defined elements, such as historic bridges, tunnels, and rest areas. The elevated area within the APE does not fall within these categories and USACE considers the resource **Exempt** for this undertaking.



Figure 11. I-45 as it passes through the Lamar Levee project area. The red line is the centerline of the levee, which passes underneath. Source: Google Earth.

⁸ For more information from the Advisory Council on Historic Preservation: <u>https://www.achp.gov/sites/default/files/exemptions/2017-01/final_interstate_exemption_notice.pdf</u>

2.2.9 <u>1301 McDonald - Former Procter & Gamble Plant Warehouse.</u>

The former Procter & Gamble Plant warehouse was constructed in 1960 and is now owned by the Dallas ISD (Figure 12, #14). It served as a warehouse for the adjacent 1920 Procter & Gamble Corporation Plant complex at 3701 S. Botham Jean Boulevard (reference Figure 12) and is connected by an elevated conveyor system.

A draft National Register of Historic Places form was completed by Daniel Hardy, Preservation consultant in 1991 for the City of Dallas as part of a multiple property nomination in South Dallas.⁹ It was recognized as eligible under Criterion A at a local level in the area of Trade and Commerce for its role in Dallas' growth as a manufacturing center. The nomination package ultimately was never listed on the National Register for reasons unknown.

Procter & Gamble sold the entire complex to the Dallas ISD in 1994 and the main building is now known as the W.H. Cotton Building, named for a former Dallas ISD administrator. The building is used for office space. The former plant building has a brick and concrete façade with large fenestration and overall large footprint and height.

The original 1920 plant (Figure 13) is one of the last remaining examples of the heavy industrial use specifically designated for the area. It has significance in the area of *Transportation, Industry, Community Planning and Development from 1874 -1956* under Criterion A for its associations with the larger South Dallas industrial area and the ongoing controversies surrounding environmental contamination from heavy industry adjacent to residential areas.¹⁰ The Period of Significance for the Procter & Gamble complex is currently its opening in 1920 to its closing in 1994. The complex is eligible under Criterion C, as a true representative example of early twentieth century Minimal Industrial architecture. It has no known associations with significant people under Criterion B and no information potential is to be gained by its study under Criterion D. The 1960 warehouse has no significance under Criterion C for its architectural design. However, it is within the Period of Significance of the larger plant complex and is considered a contributing feature as it illustrates the evolution of the plant over its history of manufacturing.

The 1920 plant buildings have received little exterior modification, retaining integrity of location, setting, design, materials, workmanship, feeling and association from its period of significance. The one-story steel frame 1960 warehouse has been abandoned since 1994 and is in very poor condition and shows evidence of repeated vandalism and some exterior walls have been torn down. While losing integrity of materials and workmanship, it retains integrity of location, setting, feeling and association and contributes to the eligibility of the complex.

The demolition of the 1960 warehouse is direct *Adverse Effect* to the resource due to the loss of a contributing feature. Mitigation is to be per Stipulation I(G)(2)(1) of the PA (Attachment A) for Direct

⁹ The National Register form is available on the Dallas City Hall website at:

https://dallascityhall.com/departments/sustainabledevelopment/historicpreservation/HP%20Documents/Resources%20Page/Emanuel%20Lut heran%20Church%20NRHD%20Form.pdf

¹⁰ Reference 22 Families in Dallas Sue Procter & Gamble. New York Times, November 14th, 1982 and Jennifer G. Cutrer, *The Distribution of Environmental Contaminants: A Socio-Historical Study of Selected Neighborhoods in Dallas County, Texas. PHD Dissertation,* University of North Texas, 1997.

Adverse Effects consisting of Historic American Building Survey Level II documentation for the former Procter & Gamble complex.



Figure 12. 1301 McDonald. Former Procter & Gamble Plant Warehouse (14), now owned by the City of Dallas. Also shown is the proposed floodgate location on the Union and Pacific Line (15). Source: Google Earth.



Figure 13. The former Procter & Gamble Plant (1920), now the W.H. Cotton building of the Dallas ISD. Procter & Gamble sold the building to Dallas in 1994. Photo by Joseph S. Murphey, USACE.

2.2.10 3301 National Street. Redi-Mix Concrete.

The undertaking will require a portion of the site currently undeveloped and occupied by Redi-Mix Concrete company. Redi-Mix has occupied the site since the early 1990s. None of the structures shown in Figure 14 were extant during the Criterion A *Transportation, Industry, Community Planning and Development* period of significance from 1874-1956. There is no association with significant people under Criterion B. The less than fifty years of age structures are not exceptionally significant for their architectural or engineering design under Criterion C. There is no information potential to be gained by their study under Criterion D. All the structures on the site are *Not Eligible.*



Figure 14. 3301 National Street - Redi-Mix Concrete. Source: Google Earth.

2.2.11 Cedar Crest Blvd.

Cedar Crest Blvd crosses the project area east to west over the Trinity floodplain. The levee will become a floodwall underneath the bridge structure. Cedar Crest Blvd was originally part of Forrest Ave but renamed in the 1960s (Reference Figure 4, #17 and Figure 15).

Unlike Botham Jean Blvd, Cedar Crest Blvd has no significant association with the development of the South Dallas industrial area between 1874 and 1956 in the area of *Transportation, Industry, Community Planning and Development* under Criterion A. There is no known association with significant people under Criterion B. Its engineering design is not a distinctive example under Criterion C. There is no information potential to be gained by its study under Criterion D. Cedar Crest Boulevard is *Not Eligible*.



Figure 15. Lamar Levee crossing Cedar Crest Blvd. Source: Google Earth.

2.2.12 Dart Rail

Dallas Area Rapid Transit (DART) was created on August 13, 1983, as a replacement for Dallas Transit System (DTS) and funded the expansion of the region's transit network through a sales tax levied in member cities. DART Light Rail began operation in 1996 and has grown to become the longest light rail system in the United States.

This section of the Dart Rail line was constructed in 1995 (Figure 16). The Lamar levee will pass underneath the resource and will not alter it. The Undertaking has **No Potential to Effect** the resource directly or indirectly if it were eligible. Therefore, no evaluation is made within this report.



Figure 16. The Dallas Floodway East Levee and the tie in with the Lamar Levee and underneath Dart Rail. Source: Google Earth.

2.3 USACE Determinations of Direct Visual Effects

Direct visual effects are the result of the undertaking that have visual impacts to a resource. The Lamar Levee is primarily located on the western edge of the Great Trinity Forrest that consists of dense vegetation (reference Figure 17). The levee will not generally be visible beyond the project footprint in most areas.

Even when seen, an earthen levee within an area significant for heavy industry does not visually diminish the viewshed. USACE has determined there is *No Adverse Effect* visually on historic properties within the APE, specifically to the former Procter & Gamble soap Plant



Figure 17. The Lamar Levee APE and direct visual effects. Source: Google Earth.

2.4 USACE Determinations of Indirect Effects

One historic age property within the APE that is not directly physically impacted has the potential to be indirectly affected and its NRHP eligibility is discussed in this section.

2.4.1 <u>Guiberson Corporation.</u>

The attached historic context incorrectly states the Guiberson Corporation at this address manufactured diesel engines in World War II for the U.S. Government. The engine plant was in Garland on Forest Lane.¹¹ The Guiberson Corporation at 1000 Forest Ave in Dallas manufactured oil well equipment from 1919-1955 for the region. Dresser Industries, Inc., a multinational corporation that provided products and services for energy and natural resource development, then used the site until closing in 1990.¹²

Samuel Allen Guiberson III (1909-1975) was from a Texas family in the oil business who built a drillers' equipment company in Dallas and later expanded into aircraft and diesel engine development at other locations around Dallas.¹³ He was heavily involved with auto racing and drove in the 1930 Indy 500 auto race. ¹⁴ He produced the first radial diesel engine which is on display at the Smithsonian Museum.¹⁵ He was the founder of Southwestern Live Steamers, a local group of steam locomotive devotees. ¹⁶

The original 1920 plant (Figure 18) is one of the last remaining examples of the heavy industrial use specifically designated for the area. It has significance in the area of Transportation, Industry, Community Planning and Development from 1919 -1955 under Criterion A for its associations with the larger South Dallas industrial area and the ongoing controversies surrounding environmental contamination from heavy industry adjacent to residential areas. The Period of Significance for the Guiberson Corporation complex is currently its opening in 1919 to its closure in 1955. It transitioned and reopened as Dresser Industries in 1957. The 1926 building is the only one left from the period of significance 1919-1955. The transition to Dresser Industries radically changed the site with new structures outside the period of significance (Figure 19).

The complex is not significant under Criterion C, as a true representative example of early twentieth century Minimal Industrial architecture.

It has known associations with locally significant people under Criterion B, Samuel Allen Guiberson III. However, the Forest Avenue location has no association with what he is noted for, primarily the development of the radial diesel engine, car racing or locomotive steam engines.

There is no information potential is to be gained by its study under Criterion D.

The Guiberson Corporation complex is *Not Eligible* due to a lack of integrity of Setting under Criterion C.

¹¹ Garland Landmark Society. <u>https://www.garlandhistorical.org/on-track-newsletter?download=15:volume-10-issue-1&start=20</u>

¹² Trinity Southwest Real Estate Brochure, 1000 Forest Ave. <u>www.tswcre.com</u>.

¹³ Time Magazine, February 3, 1941. <u>https://time.com/archive/6764601/manufacturing-diesel-gambler/</u>

¹⁴ International Brotherhood of Live Steamers. <u>http://ibls.org/mediawiki/index.php?title=Allen_Guiberson</u>

¹⁵ Guiberson A-1020 Radial Engine. <u>https://en.wikipedia.org/wiki/Guiberson A-1020</u>

¹⁶ Southwestern Live Steamers. <u>http://ibls.org/mediawiki/index.php?title=Southwestern_Live_Steamers</u>



Figure 18. Guiberson Corporation, 1935. Taken during a flooding event. Only one building of the complex (red circle) from its period of significance (1919-1956), is extant today. Source: Flashback Dallas: Forest Ave Flooding – 1935. <u>https://flashbackdallas.com/2018/02/20/forest-avenue-area-flooding-1935/</u>



Figure 19. The Guiberson Corporation at 1000 Forest Ave, Dallas, Tx. The red line is the centerline of the Lamar Levee. The 1926 building is the only one left from the period of significance 1919-1955. Dresser Industries radically changed the site with new structures. Source: Google Maps.

2.4.2 USACE Determination of Indirect Effect

Indirect effects to historic properties are those caused by the undertaking that are later in time or farther removed in distance but are still reasonably foreseeable. It is reasonably foreseeable that extant heavy industrial uses will continue to be gradually replaced with light commercial and urban multistory housing. This is consistent with the City of Dallas' 2005 vision for the Trinity River Corridor Plan to establish the Trinity River floodplain as the "front yard of the City" and enhance the City's urban form to "increase the appeal of urban life" and aligns with the Trinity River Corridor Comprehensive Land Use Plan (Figures 20 and 21) for South Lamar (now Botham Jean Blvd). The expected long-term development will continue to remake the area into more urban mixed-use development and will greatly diminish the heavy industrial setting of eligible properties that derive significance from this setting, specifically the former Procter & Gamble Plant and the Union Pacific Rail Lines.

USACE determines the Undertaking will have an Indirect Adverse Effect on the Procter & Gamble Property and the Union Pacific Rail Lines due to the reasonably foreseeable change in setting to historic properties as an indirect result of the Undertaking. Mitigation is per Stipulation I(G)(2)(2) of the PA.

Study Area 8: South Lamar

Study Area 8: South Lamar The South Lamar Study Area is located along the westerly side of 5. M. Wright Freeway from the Trinity floodplain on the southeast to 1H-45 on the northwest. These 165 areas are currently occupied by old industrial uses. Periodic flooding has reduced property owners' interest in new investment. Two of the major public investments for the Trinity affect this area. First, the levees will be extended to provide flood protection. Second, the Trinity Parkway will extend through this area. Part of the Lamar Center Prototype Site is located in this area.

Damar Guard i Rowy one is located in unstate. The Land Use Opportunity Plan for this area focuses on non-residentia uses that benefit from good transportation and offer the potential for economic development and revitalization. The part of the study area eas of IH-45 and northerly of the future Trinity Parkway is planned for Commercial – Preevay development; this area is included in the Lama Center. South of the future Parkway, uses include Entertainment, Retail – Community and Office - Flex



Figure 20. City of Dallas Comprehensive Land Use Plan Study Area 9. The buyout area is planned for civic uses made possible by reducing risk from levee construction, changing its historic use as heavy industrial adjacent to housing. Source: City of Dallas.

5. Trinity Corridor District Plans

The Urban Design Framework Plan for South Lamar provides new roadways and streetscape improvements in the Lamar Center. In addition, a major gateway is planued at the interchange of IH-45 and South Lamar Street. A trail connection along Hateher Street connects the neighborhoods to the east to a Trinity portal on the western edge of this study area.



Figure 21. City of Dallas Comprehensive Land Use Plan Study Area 9. Source: City of Dallas.

3 Summary Table

Map Pin #	Const Date	Resource	Impact	Location	Uses	Eligible	Effect
1	1996	Rochester Park Levee	<i>Alter</i> Lamar Levee will tie into it	No Address 32°44'0.15"N 96°45'17.13"W	Levee	No	N/A
2, 15	1874	Union Pacific Rail Line	<i>Alter</i> add Floodgate	No Address 32°43'57.82"N 96°45'20.91"W	Railroad	Yes	Adverse Indirect
3, 4	1938 1948	Former AAA Truck Parts salvage yard	Demolish	6000 Botham Jean Blvd	Auto salvage Barn	No	N/A
5	1956	US 175 S.M. Wright Freeway/ Old Central Expressway	Alter Floodwall Underneath	No Address 32°44'8.24"N 96°45'27.62"W	Freeway	No	N/A
6	1935	Botham Jean Blvd	Demolish portions in floodplain	No Address	Roadway	No	N/A
7	1965	Tiger Beer & Wine	Demolish	5815 Botham Jean Blvd	Liquor Store 1996-Present	No	N/A
8	1980	Okon Recycling	Demolish	5901 Botham Jean Blvd	Metal Scrapyard/Recy cle 2005-Present Valley Steel Products (1955)	No	N/A
9-12	1959 - 2020	Okon Recycling	Demolish 4 bldgs	32°44'10.55"N 96°45'31.21"W	Same	No	N/A
13	1970	1-45	Alter Add floodwall	No Address 32°44'45.12"N 96°46'7.40"W	Freeway	Exempt	Exempt
14	1960	City of Dallas	Demolish	1301 McDonald	Vacant/P&G Warehouse	Yes	Adverse Direct
N/A	1920	City of Dallas	Indirect cumulative	3701 Botham Jean Boulevard	P&G Plant Complex	Yes	Adverse Indirect
16	1965	Redi-Mix Concrete	Alter Small portion of site acquired for levee	3301 National Street	Concrete Plant	No	N/A
17	1960	Cedar Crest Blvd	Alter Add floodwall underneath	No Address 32°45'18.31"N 96°46'50.76"W	Roadway	No	N/A
18	1995	Dart Rail	Alter underneath	No Address 32°45'25.29"N 96°47'22.06"W	Dart Rail	N/A	No Potential to Effect
N/A	1926 - 1985	Faubion Associates, Inc. Former Guiberson Oil Well Specialty Corporation/ Dresser Industries	Indirect cumulative	1000 Forest Ave	Oil Well Equipment Manufacturing	No	N/A

Table 1. Lamar Levee Effects Summary

4 Preparer

Joseph Scott Murphey is a registered architect in Texas (#12533) with 42 years' experience, 34 of those full-time in USACE cultural resource management as a technical expert in historic architecture and architectural history. He exceeds the Secretary of the Interior's Professional Qualifications in both areas. His work encompasses both DoD military and USACE civil works construction throughout the nation ranging from comprehensive historic contexts and surveys, Historic Structure Reports, Design Guidelines, HABS/HAER documentation for the Library of Congress and the complete range of Section 106 consultation.

5 Bibliography/Additional Reading

In addition to the historic context in Appendix B, the following online resources specifically are helpful in a fuller understanding of its context:

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City of Dallas. *Procter & Gamble Plant National Register Nomination Form. 1991.* Dallas City Hall website. <u>https://dallascityhall.com/departments/sustainabledevelopment/historicpreservation/HP%20Document</u> <u>s/Resources%20Page/Emanuel%20Lutheran%20Church%20NRHD%20Form.pdf</u>

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https://swf-apps.usace.army.mil/pubdata/notices/DallasFloodway/7-Master_Appendix_G_12-2011.pdf

WFAA. Public housing agency to raze troubled South Dallas Apartments, Rebuild:

https://www.wfaa.com/article/news/local/public-housing-agency-to-raze-troubled-south-dallasapartments-rebuild/287-338892466

Appendix A

Programmatic Agreement on the Dallas Floodway Extension

PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)

WHEREAS, the Dallas Floodway Extension Project (DFE) was initially authorized by Section 301 of the River and Harbor Act of 1965 (Public Law 89-298) for the purpose of reducing flood risk for the City of Dallas downstream of the Dallas Floodway; and

WHEREAS, the DFE was modified by Section 351 of the Water Resources Development Act of 1996 (Public Law 104-303) to include the existing Rochester and Central Wastewater Treatment Plant Levees and the proposed Lamar and Cadillac Heights Levees in the federal project to reduce flood risk; and

WHEREAS, the DFE was further modified to add ecosystem restoration and recreation as project purposes by Section 356 of the Water Resources Development Act of 1999 (Public Law 106-53). Thus, the construction of the DFE (hereinafter "Undertaking"), consists of a series of smaller undertakings constructed in phases to include the Upper Chain of Wetlands, Lower Chain of Wetlands, Maintenance Paths, Lamar Levee and associated drainage features, Cadillac Heights Levee and associated drainage features, Trinity River Realignment, Recreation Features and Environmental Mitigation; and

WHEREAS, previous compliance with the National Historic Preservation Act of 1966 (NHPA) as amended for the planned construction of the DFE resulted in an agreement entitled A *Programmatic Agreement Between the U.S. Army Corps of Engineers, Fort Worth District, the Advisory Council on Historic Preservation and the Texas Historic Preservation Officer Regarding the Dallas Floodway Extension that was executed on October 8, 1998 (1998 PA). The Lower Chain of Wetlands, Trinity River Realignment, Upper Chain of Wetlands, Maintenance Paths and portions of the Environmental Mitigation were constructed under the 1998 PA; a map of which is provided in Figure 2 of Appendix A and a summary of the eligibility determinations resulting from Section 106 compliance of these elements is provided in Appendix B; and*

WHEREAS, a programmatic agreement is necessary for Section 106 compliance prior to the committal of funding for construction design, and subsequent project delays and expansion of the original project scope necessitate reexamination of the DFE's potential effects and replacement of the 1998 PA with a new agreement to address current project conditions; and

WHEREAS, the Lamar Levee, Cadillac Heights Levee, remaining Recreation Features, and Environmental Mitigation are the construction elements of the DFE that shall be subject to the stipulations below; and

WHEREAS, the USACE and Texas State Preservation Officer (SHPO) concur that sites 41DL69, 41DL70, 41DL84, 41DL104, 41DL220, 41DL223, 41DL317, 41DL318, 41DL319, 41DL337, 41DL338, 41DL355, 41DL356, and 41DL357 are ineligible for the NRHP and shall not require additional testing; and

WHEREAS, Section 405(a) of the 2010 Supplemental Disaster Relief and Summer Jobs Act (Public Law [PL] 111-212) states that the Secretary of the Army shall not be required to make NHPA determinations regarding the Dallas Floodway; and

WHEREAS, the Lamar Levee shall tie-in to the Dallas Floodway and any portion of the Lamar Levee located within the Dallas Floodway shall not be subject to Section 106 determinations, as per implementing guidance issued October 19, 2010, within the area depicted in Figure 3 of Appendix A. Cultural resources within the Dallas Floodway Extension area of potential effect (APE) that overlaps the Dallas Floodway shall be evaluated under NEPA; and

WHEREAS, the Undertaking's overall APE subject to Section 106 of the NHPA begins downstream of the deconstructed Atchison, Topeka and Santa Fe trestle ending adjacent to the intersection of IH-20 and Dowdy Ferry Road, as shown in the figures provided in Appendix A; and

WHEREAS, the USACE and SHPO have determined that the Undertaking has potential to cause adverse effects to historic properties within the APE; and

WHEREAS, the USACE has consulted with the SHPO on this PA pursuant to 36 CFR 800.14 and the SHPO has elected to sign this PA as a Signatory; and

WHEREAS, the Advisory Council on Historic Preservation (ACHP) has been notified and has chosen not to participate in this Agreement; and

WHEREAS, the City of Dallas, the Non-Federal Sponsor (NFS) for the Undertaking, under a Project Cooperation Agreement Between USACE and the City of Dallas as amended August 22nd, 2019, is providing necessary lands, easements, relocations, and rights-of-way for the project, and is responsible for ongoing and future operation and maintenance of the DFE Project and is therefore a Signatory to the Agreement; and

WHEREAS, the USACE pursuant to Section 101 (d)(6)(B) of NHPA invited the Caddo Nation of Oklahoma, Choctaw Nation of Oklahoma, Tonkawa Tribe of Indians of Oklahoma, Wichita and Affiliated Tribes (Wichita, Keechi, Waco & Tawakonie) of Oklahoma, Alabama-Coushatta Tribe of Texas, Kiowa Indian Tribe of Oklahoma, and the Comanche Nation, Oklahoma to consult on the undertaking and to participate in this PA as concurring parties via letters submitted in August 2019 and subsequent email correspondence dated January 22, 2021 and none of the tribes have elected to participate in the PA; and

WHEREAS, public involvement in accordance with 36 CFR 800. 13 (c) has been provided by National Environmental Policy Act (NEPA) Public Scoping Meetings and published public notices, which are documented in the *General Reevaluation Report and Integrated Environmental Impact Statement* and Record of Decision dated December 1, 1999, as well as the April 2003 *Supplement Number 1 to the Environmental Impact Statement for the Dallas Floodway Extension*. A draft of this PA was available on the district's website for review and comment from February 9, 2022, to March 11, 2022. Additional public involvement shall include public notices and invitation to comment on any mitigation proposals regarding adverse effects to historic properties; and

NOW THEREFORE, the USACE, the SHPO and the City of Dallas agree that the undertaking shall be implemented in accordance with the following stipulations to take into account the effect of the Undertakings on historic properties.

Stipulations

I. Identification, Evaluation, Effect Determination, and Resolution of Effects to Historic Properties

The NFS shall ensure that the following measures are carried out:

A. The NFS shall adhere to the Antiquities Code of Texas as applicable.

USACE shall ensure that the following measures are carried out:

- A. Scope of Undertaking. This PA shall be applicable to all excavation, modification of existing flood risk management infrastructure, construction of temporary access routes and/or staging areas, and any other ground disturbing activities proposed by the Dallas Floodway Extension. USACE, in consultation with the SHPO, shall further refine the APE of each phase, depicted in Figure 3 of Appendix A, to encompass both direct and indirect effects on cultural resources.
- B. Qualifications and Standards. The USACE shall ensure that all work conducted in conjunction with this PA is performed in a manner consistent with the Secretary of Interior's "Standards and Guidelines for Archeology and Historic Preservation" (48 FR 44716-44740; September 23, 1983), as amended, or the Secretary of the Interior's "Standards for the Treatment of Historic Properties" (36 CFR 68). Survey methodology and reporting shall adhere to the standards and guidelines established by the Council of Texas Archeologists (CTA).
- C. Definitions. The definitions set forth in 36 CFR § 800.16 are incorporated herein by reference and apply throughout this PA.
- D. Identification of Historic Properties and Evaluation of National Register Eligibility. The indirect APE has been initially defined by a viewshed analysis performed via ArcGIS, the results of which are provided in Figures 4 and 5 of Appendix A. Additionally, an overarching APE for archaeological resources is provided in Appendix A. The APE shall be further refined in consultation with the SHPO after thirty percent (30%) construction designs are provided to the cultural resources personnel. The final agreed upon direct and indirect APEs shall be used to determine the inventory and eligibility of historic-age resources by Secretary of the Interior qualified personnel in accordance with Stipulation E. If cultural resources are identified within the APE, the USACE shall determine their eligibility for the NRHP in accordance with the process described in 36 CFR § 800.4(c) and criteria established in 36 CFR § 60 and National Register Bulletin 15 "How to Apply the National Register Criteria for Evaluation" (NPS 1990). The USACE shall submit adequate documentation of these determinations to SHPO for thirty (30) day review upon receipt and consultation.
- E. Specific Investigative Requirements for the Identification of Historic Properties.
 - 1. Investigative Requirements for Archaeological Resources.

- i. The USACE shall ensure development of research designs for intensive archaeological survey and archaeological site testing for identifying and evaluating archaeological resources in accordance with the CTA's Guidelines for Cultural Resources Management Reports. SHPO and consulting parties shall have a thirty (30) day review and comment period for each research design upon receipt.
- 2. Investigative Requirements for Above Ground Resources.
 - i. Preparation of an Historic Context. The USACE shall ensure development of an historic context to be used as a foundational document for an architectural inventory and evaluation by USACE. The historic context shall be a concise document that overviews pertinent environmental, economic, cultural, technological, settlement, and governmental factors that may have influenced historical development within the APE, including events less than fifty years of age if applicable.
 - 1. For the Cadillac Heights Levee Element, the historic context shall be entitled "Urban Development of the Trinity River Basin Cadillac Heights Area: 1900-2010". This context shall specifically address Cadillac Heights in terms of social and economic justice issues pertaining to the neighborhood in relation to flood control measures and the context of community planning and development, which occurred as the result of the design decisions in the early twentieth century (1905-1928) to terminate the Dallas Floodway and leave communities on the Trinity below downtown unprotected. The potential of Criterion Consideration G shall be discussed regarding (1) the proposal to construct a levee authorized in 1965 and the resulting controversies surrounding its planning, design, and construction and (2) controversies surrounding the lead smelter operating from 1936-1990 within Cadillac Heights, which intensified circa 2010.
 - 2. For the Lamar Levee element, the historic context shall be titled "Urban Development of the Trinity River Basin South Dallas Lamar Area: 1900-1970". The temporal parameters encompass the design/construction of the Dallas Floodway up to fifty years from the date of this agreement.
 - ii. Survey Methodology.
 - 1. Directly impacted above ground resources within the APE shall receive an intensive level survey and completion of the THC Intensive Survey Form.
 - 2. Identification efforts for indirectly impacted above ground resources within the APE shall first consist of a review of the indirect APE as refined through viewshed analysis, followed by a windshield level survey to identify basic property types. A representative sample of property types, determined in concurrence with the THC, shall then receive a reconnaissance level architectural survey, which includes
completion of THC Historic Resources Survey Forms in the Microsoft word format.

- 3. All survey forms shall be completed in accordance with the THC Historic Resources Survey Manual.
- 4. Survey forms, together with formal NRHP eligibility determinations shall be submitted to SHPO for concurrence. If comments are not received by the USACE within thirty (30) days of receipt, the reports and their recommendations shall be considered adequate, and the reports may be finalized. Comments received by the USACE from the SHPO shall be addressed in the final reports, which shall be provided to all consulting parties.
- F. Assessment of Effects. The USACE shall evaluate the effect of the undertaking on each identified historic property in the APE, if present, in accordance with 36 CFR § 800.5(a)(1).
- G. Resolution of Adverse Effect. If the USACE determines that the undertaking shall have an adverse effect on historic properties as measured by criteria in 36 CFR § 800.5(a)(1), the USACE shall notify the SHPO and consulting parties identifying the historic properties affected and the corresponding mitigation measure as stipulated below. SHPO and consulting parties shall have thirty (30) days upon receipt to comment and propose any alternative mitigation measures. If no response is received, the USACE shall ensure the following stipulations are met:

1. For archaeological historic properties that the USACE and the SHPO concur to be adversely affected, the USACE shall:

- a. Conduct data recovery within the APE for all historic properties that shall be adversely affected by the undertaking.
- b. If USACE is unable to determine the NRHP eligibility of an entire archaeological site that extends outside of the APE, mitigation shall include monitoring of construction within the vicinity and known boundaries of the site.
- c. A report containing the results of all data recovery operations, including monitoring, shall be provided within three (3) years of the conclusion of field work.
- 2. The USACE shall ensure the following for above-ground historic properties that the USACE and the SHPO concur to be adversely affected:

(1) Direct Adverse Effects. For historic resources directly impacted by the construction of the levee and require demolition or alteration, USACE shall document the property to the written narrative standards of Level II of the Historic American Building Survey/ Historic American Building Survey. USACE shall coordinate the photographic recordation

element (digital or large-format to be determined in consultation with SHPO) of the resource with SHPO before initiation of demolition activities. The written narrative with the approved photographs shall be submitted to SHPO for a 30-day review and revised until USACE and SHPO concur on the adequacy of the documentation. Archival copies shall be provided to the City of Dallas and the SHPO. Electronic copies shall be made available to all Signatories and the general public via the USACE website.

- (2) Indirect Adverse Effects.
 - a) Within 24 months of the determination, USACE shall expand the context developed identification to include historical for an expanded architectural and social history of the affected area/community seeking input through further public outreach. A 10 oral histories residents shall minimum of of be copies shall be made available to included. Hardbound all stakeholders and signatories, property holders and placed in area libraries and university libraries statewide. Electronic copies shall also be made available.
 - b) USACE and SHPO shall consult to determine select properties to be considered for nomination to the National Register of Historic Places with consent of the property owner. Nomination packages prepared by USACE shall be completed within 24 months of the selection.
- H. The plan to involve the public shall consist of making all identification and evaluation materials available on the USACE and City of Dallas websites for the duration of the Undertaking. USACE shall educate the community about the survey initiative and provide methods for community feedback regarding identification of historic resources and the effect of levee construction on the resources primarily through the USACE project website with notices sent to stakeholders and the public. Documents shall have a 30-day review period with solicitation of feedback and USACE shall take into account all comments prior to making its determinations.
- The City of Dallas shall seek methods to avoid or mitigate any adverse effects of any City designed, constructed, or sponsored physical infrastructure related to or necessitated by this undertaking by submitting the designs to the Texas SHPO for a 30-day review and comment period. Should the City of Dallas and SHPO be unable to resolve adverse effects, the dispute resolution clause of this agreement shall apply.

II. Unanticipated Discoveries and Post Review Changes

- A. Changes in the Undertaking. If construction on the undertaking has not commenced and the USACE determines that it shall not conduct the undertaking as originally coordinated, the USACE shall reopen consultation pursuant to Stipulation I. A-H of this PA.
- B. Unanticipated Discoveries or Effects. Pursuant to 36 CFR § 800.13(b)(3), if historic properties are discovered or unanticipated effects on historic properties are found after

construction on an undertaking has commenced, the USACE shall ensure the following steps are taken:

- 1. The Contractor shall immediately notify the USACE of an unanticipated discovery.
- 2. The Lead Environmental Inspector shall immediately direct a *Stop Work* order within a thirty (30) meter radius of the discovery to the Contractor's Site Foreman to flag or fence off the archaeological discovery location and direct the Contractor to take measures to ensure site security. The Contractor shall not restart work in the thirty (30) meter radius area of the find until USACE, in consultation and concurrence with the Signatories and Invited Signatories of this PA, has granted clearance.
- 3. The Contractor shall indicate the location and date of the discovery on the project plans and shall provide the information to the USACE archaeologist.
- 4. Within twenty-four (24) hours of receipt of notification of the discovery, the USACE archaeologist shall:
 - a) Inspect the work site and determine the extent of the affected archaeological resource and ensure that construction activities have halted;
 - Ensure the area of the discovery is marked by means of flagging or fencing within the thirty (30) meter radius to protect the area from looting and vandalism; and
 - c) Notify the SHPO and appropriate Tribes by phone and e-mail.
- 5. The USACE archaeologist shall conduct a preliminary assessment of the find to determine if the find is historic or less than fifty (50) years of age and whether the cultural material represents an archaeological site of unknown or potential significance.
 - a) If the find is determined to not be a potentially significant archaeological site or is less than fifty (50) years of age, the USACE archaeologist shall notify all parties of the PA of the find and its significance within one (1) week. Signatories and Invited Signatories shall have fifteen (15) calendar days from the date of notification to respond. In the event that a Signatory or Invited Signatory fails to respond within the fifteen (15) calendar days, the USACE may assume that party's concurrence with the determination. If all parties concur that the find is ineligible for the NRHP, the USACE shall notify the Contractor's Work Foreman to resume work.
 - b) If the USACE archaeologist determines the find represents an archaeological site of unknown or potential significance, the USACE shall notify all signatories to the PA within twenty-four hours (24) hours. Work shall not resume at this location until USACE has provided authorization. The USACE archaeologist shall begin a more detailed assessment of the find's significance and the potential project effects in a manner consistent with National Register Bulletin 15 "How to Apply the National Register Criteria for Evaluation" (NPS 1990). The

USACE archaeologist shall dispatch an archaeological team to the site to determine the nature and extent of the archaeological deposits. USACE shall ensure that the team has full access to the required site area and be accommodated by the Contractor to complete this investigation within fifteen (15) calendar days. The USACE and SHPO may extend this fifteen (15) day calendar period one time, with the party requesting extension providing written notice to the other parties prior to the expiration date of the said fifteen (15) day calendar period.

- (1) The USACE archaeologist shall notify all signatories of the PA of the archaeological team's findings and recommendations. If the archaeological deposits are determined to be eligible for listing in the NRHP and is threatened by further project development, the USACE shall develop and execute a mitigation plan in accordance with Stipulation I.G.(a).
- 6. Teleconferences may be held with parties of the PA to discuss options and recommendations.
- 7. Upon request, signatories of the PA and their representatives shall be allowed to visit the site with the USACE archaeologist.
- 8. A meeting, site visit, or teleconference may be held with parties of the PA to assess mitigation activities.
- 9. If the Signatories and Invited Signatories of the PA cannot reach agreement regarding the NRHP eligibility of a site or the resolution of adverse effects, the USACE shall seek and take into account the recommendations of the Secretary of the Interior or the ACHP in accordance with Stipulation IV.B.
- C. Unanticipated Discoveries of Human Remains and/or Funerary Objects. The USACE shall treat any human remains and/or funerary objects encountered during the undertaking in a manner guided by the ACHP's *Policy Statement Regarding Treatment of Burial Sites, Human Remains, and Funerary Objects* (2007), in conjunction with the Texas Health and Safety Code Chapter 711. In the event that human remains and/or funerary objects are discovered during historic properties investigations or during construction, the USACE shall implement the following steps:
 - 1. The Contractor shall immediately notify the USACE of an unanticipated discovery of potential human remains and/or funerary objects.
 - 2. The USACE shall immediately direct a *Stop Work* order within a thirty (30) meter radius of the discovery to the Contractor's Site Foreman to flag or fence off the discovery location and direct the Contractor to take measures to ensure site security. The Contractor shall not restart work within a minimum of the thirty (30) meter radius area of the find until USACE, in consultation and concurrence with the Signatories and Invited Signatories of the PA, has granted clearance.
 - 3. The USACE shall indicate the location and date of the discovery on the Project plans by a notation of "sensitive avoidance area" and notify the USACE archaeologist.

- 4. The USACE archaeologist shall immediately notify local law enforcement and the office of the Chief Medical Examiner of the human remains and/or funerary objects. They shall be allowed access to the location of the discovery to conduct their investigation.
- 5. Within twenty-four (24) hours of receipt of notification of the discovery, the USACE archaeologist shall:
 - a) Inspect the work site and determine the extent of the affected human remains and/or funerary objects and ensure that construction activities have halted;
 - b) Ensure the area of the discovery is marked by means of flagging or fencing within the thirty (30) meter radius to protect the area from looting and vandalism.
 - c) Notify all signatories to the PA of the discovery.
- 6. At all times human remains and/or funerary objects must be treated with the utmost dignity and respect. Human remains and/or associated artifacts shall be left in place and not disturbed until appropriate consultation has taken place and a site-specific plan of action has been developed. If the human remains are likely Native American, the USACE archaeologist, in consultation with Signatories and Invited Signatories of the PA, shall comprehensively evaluate the potential to avoid and/or minimize the undertaking's effects to the human remains and/or funerary objects. If no feasible avoidance plan can be developed to allow the human remains and/or funerary objects to stay in place, USACE shall consult with interested Tribes and SHPO to engage in the development of a site-specific disinterment/re-interment plan.
- 7. If it is declared a criminal matter, the USACE archaeologist shall have no further involvement and the decision to declare it a *Cleared Site* for construction shall be made by the appropriate legal authorities.
- 8. If it is determined that the human remains and/or funerary objects are not Native American, USACE shall consult with the SHPO, any identified descendants and/or other interested parties regarding appropriate treatment measures, including, but not limited to, avoidance, disinterment and re-interment plans.

III. Curation and Disposition of Recovered Materials, Records, and Reports

A. Curation. The USACE shall ensure that all collected archeological materials and associated records owned by the State of Texas or NFS, which result from identification, evaluation, and treatment efforts conducted under this PA, are accessioned into a curation facility in accordance with the standards of 36 CFR 79, the Antiquities Code of Texas (Texas Natural Resource Code, Chapter 191), the Texas Administrative Code 13 TAC §29.5, and the CTA's Guidelines and Standards for Curation, except as specified in Stipulation II.C. for human remains. Archeological items and materials from privately owned lands shall be returned to their owners upon completion of analyses required for Section 106 compliance under this PA.

B. Reports. Survey reports shall meet CTA standards. Draft survey reports shall be coordinated with signatories of the PA. Within 30 days of receiving the approved final, the USACE shall provide copies of final technical reports of investigations, monitoring and mitigation to all signatories of the PA, as well as additional copies for public distribution, with locations of archaeological sites redacted, as appropriate. All consulting parties shall withhold site location information or other data that may be of a confidential or sensitive nature pursuant to 36 CFR § 800.11(c).

IV. PA Amendments, Disputes and Termination

- A. Amendments. Any party to the PA may propose to the other parties that it be amended, whereupon the parties shall consult in accordance with 36 CFR § 800.6(c)(7) to consider such an amendment. The amendment shall be effective on the date a signed copy executed by the Signatories and Invited Signatories is filed with the ACHP.
- B. Disputes. Disputes regarding the completion of the terms of this PA shall be resolved in writing by the Signatories and Invited Signatories. If the Signatories and Invited Signatories cannot agree regarding a dispute, they may request the participation of the ACHP in resolving the dispute in accordance with the procedures outlined in 36 CFR § 800.9. Within fifteen (15) calendar days of such a request, the USACE shall forward to the ACHP, and all Signatories and Invited Signatories all documentation relevant to the dispute, including the USACE's proposed resolution of the dispute. The USACE shall take any recommendations or comments from the ACHP into account in resolving the dispute. In the event that the ACHP fails to respond to the request within thirty (30) calendar days of receiving all documentation, the USACE may assume the ACHP's concurrence with its proposed resolution and proceed with resolving the dispute.
- C. Termination of PA. Signatories and Invited Signatories to this PA may terminate it by providing a sixty (60) calendar day notice to the other parties, provided that the parties shall consult during the period prior to the termination to seek agreement on amendments or other actions that shall avoid termination. In the event of termination of this PA the USACE shall comply with the provisions of 36 CFR § 800, Subpart B.

V. Term and Status of this PA

A. This Programmatic Agreement shall remain in force for a period of fifteen (15) years from the date of its execution by all Signatories or such time as the USACE completes all excavation and construction activities and all the DFE project objectives are operational, which include maintenance and stabilization actions, unless terminated pursuant to Stipulation IV.C. Sixty (60) calendar days prior to the conclusion of the fifteen (15) year period, the USACE shall notify all parties in writing of the end of the fifteen year period to determine if they have any objections to extending the term of this PA. If there are no objections received prior to expiration, the PA shall continue to remain in force for a new fifteen (15) year period.

- B. The USACE shall notify all parties by email PA each calendar year for the purposes of updating all parties on the current status of the PA.
- C. Execution of this PA and implementation of its terms evidences that the USACE has taken into account the effects of the Undertaking and fulfilled Section 106 responsibilities regarding the undertaking.



PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)

Execution and Implementation of this agreement of its terms, provides confirmation that the USACE has afforded all parties an opportunity to comment on the Dallas Floodway Extension Project and its effects on historic properties, and that the USACE has taken into account the effects of the Dallas Floodway Extension Project on historic properties.

Signatories include the USACE, SHPO, and the City of Dallas. Separate signature pages for each agency follow.

Signatory

U.S. Army Corps of Engineers

JONATHAN S. STOVER, P.E., PMP

Colonel, EN

Commanding

U.S. Army Corps of Engineers, Fort Worth District

_Date: 6622

PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)

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Signatories include the USACE, SHPO, and the City of Dallas as an Invited Signatory. Separate signature pages for each agency follow.

Signatory

Texas Historical Commission

Date: 5/10/22

Mark S. Wolfe Texas State Historic Preservation Officer

PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)

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Signatories include the USACE, SHPO and the City of Dallas. Separate signature pages for each agency follow.

Signatory

City of Dallas

_Date: _____2022

T.C. Broadnax City Manager Dallas, Texas

APPENDIX A

to the PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)



Figure 1 Map of the Dallas Floodway Extension Project Area. The indirect APEs for the project are provided in Figures 4 & 5. The direct APE will be provided to consultation partners once construction designs are available.



Constructed Elements of the Dallas Floodway Extension

Figure 2 The Lower Chain of Wetlands and the Trinity River Realignment were constructed between 2005 and 2009, the Upper Chain of Wetlands was constructed between 2014 and 2018, the Maintenance Paths were constructed between 2015 and 2017, and portions of the Environmental Mitigation have been Constructed.

Unconstructed Elements of the DFE



Figure 3 Unconstructed elements of the DFE include Lamar Levee, Cadillac Heights Levee, Recreational Features, and Environmental Mitigation. Only the Lamar Levee and Cadillac Heights Levee are depicted, as these elements have been approved for design; however, the depicted levee route is subject to change.



Figure 4 Viewshed analysis of the Cadillac Heights Levee. Buildings identified via GIS data within view of the proposed levee are depicted as blue polygons. The area shaded in red identifies locations where structures, if present, would potentially be able to view the levee.



Figure 5 Viewshed analysis of the Cadillac Heights Levee. Buildings identified via GIS data within view of the proposed levee are depicted as blue polygons. The area shaded in red identifies locations where structures, if present, would potentially be able to view the levee.

APPENDIX B to the PROGRAMMATIC AGREEMENT AMONG THE U.S. ARMY CORPS OF ENGINEERS, FORT WORTH DISTRICT, THE CITY OF DALLAS, AND THE TEXAS STATE HISTORIC PRESERVATION OFFICER, REGARDING THE DALLAS FLOODWAY EXTENSION PROJECT (AGREEMENT)

Project Area, History of Compliance, and Area of Potential Effect

The Dallas Floodway Extension Project was initially authorized by Section 302 of the River and Harbor Act of 1965 (Public Law 89-298) for the purpose of reducing flood risk for the City of Dallas downstream of the Dallas Floodway. The project components were modified twice, once by Section 351 of the Water Resources Development Act (WRDA) of 1996 and once by the WRDA of 1999. Since the original authorization of the project 56 years ago, numerous studies regarding cultural resources and the potential for the undertaking to adversely affect historic properties have occurred.

The following cultural resources surveys were conducted between 1997 and 2013 to identify historic properties within the entire Dallas Floodway Extension project area : Architectural Investigation of Six Resources Affected by the Dallas Floodway Extension Project, Dallas, Texas (Murphey 1998), Archeological, Architectural, Archival, and Geoarcheological Investigations of the Proposed Dallas Floodway Extension Project, Dallas County, Texas (Cliff et al 1998), Buried Archeological Site Potential in the Dallas Floodway Extension Project, Callas County, Texas (Cliff et al 1998), An Evaluation of Sites Within the Proposed Dallas Floodway Extension Project Area (Cliff et al 1999), An Evaluation of Sites Within the Proposed Dallas Floodway Extension Project, Dallas County, Texas (Buysse 2000), Geoarcheological Investigations of Wetland Cell D within the Dallas Floodway Extension Project Area, Dallas, Texas (Shanabrook et al 2002), Intensive Archeological Resources Investigations of the Santa Fe Trestle Trail Borrow Pit, Dallas County, Texas (Sundermeyer and Neel 2007), Archaeological Monitoring of Road Construction for the Lamar Levee Project, City of Dallas, Texas (Hunt 2013). Additionally, the USACE has concluded consultation on a desk review of the Phase II Recreational Trails associated with the Recreation Features portion of this project in January of 2020, with a determination of No Historic Properties Affected.

The Lower Chain of Wetlands, Trinity River Realignment, Upper Chain of Wetlands, Maintenance Paths and portions of the Environmental Mitigation were constructed under the 1998 Programmatic Agreement (PA). As such, many of the aforementioned cultural resources surveys were conducted for Section 106 compliance of these previously constructed elements.

The following table correlates previous USACE eligibility determinations to the corresponding survey report.

Summary of Previous Cultural Resource Investigations and Eligibility Recommendations				
Archaeological Site Number	Eligibility Determination	Survey Report		
41DL104	Ineligible	Cliff et. al 1998		
41DL220	Ineligible	Cliff et. al 1998		
41DL223	Ineligible	Cliff et. al 1998		
41DL317	Ineligible	Cliff et. al 1998		
41DL318	Ineligible	Cliff et. Buysse 2000	al	1998
41DL319	Ineligible	Cliff et. Buysse 2000	al	1998
41DL337	Ineligible	Cliff et. Buysse 2000	al	1998
41DL338	Ineligible	Cliff et. Buysse 2000	al	1998
41DL355	Ineligible	Cliff et. Buysse 2000	al	1998
41DL356	Ineligible	Cliff et. Buysse 2000	al	1998
41DL357	Ineligible	Cliff et. Buysse 2000	al	1998
41DL69	Ineligible	Cliff et. al 1998		
41DL70	Ineligible	Cliff et. al 1998		
41DL84	Ineligible	Cliff et. al 1998		
41DL102	Undetermined	Cliff et. al 1998		
41DL105	Undetermined	Cliff et. al 1998		
41DL204	Undetermined	Cliff et. al 1998		
41DL205	Undetermined	Cliff et. al 1998		
41DL206	Undetermined	Cliff et. al 1998		
41DL207	Undetermined	Cliff et. al 1998		
41DL208	Undetermined	Cliff et. al 1998		
41DL320	Undetermined	Cliff et. Buysse Hunt 2013	al	1998 2000
41DL350	Undetermined	Cliff et. al 1998		
41DL351	Undetermined	Cliff et. al 1998		
41DL67	Undetermined	Cliff et. al 1998		
41DL68	Undetermined	Cliff et. al 1998		
41DL71	Undetermined	Cliff et. al 1998		

41DL72	Undetermined	Cliff et. al 1998	
41DL73	Undetermined	Cliff et. al 1998	
41DL76	Undetermined	Cliff et. al 1998	
41DL77	Undetermined	Cliff et. al 1998	
41DL78	Undetermined	Cliff et. al 1998	
41DL79	Undetermined	Cliff et. al 1998	
41DL80	Undetermined	Cliff et. al 1998	
41DL91	Undetermined	Cliff et. al 1998	
41DL92	Undetermined	Cliff et. al 1998	
41DL99	Undetermined	Cliff et. al 1998	
SMU41DL36	Undetermined	Cliff et al. 1998 Summary in Skinner et al. 1978	
SMU41DL38	Undetermined	Cliff et al. 1998 Summary in Skinner et al. 1978	
SMU41DL39	Undetermined / Outside of APE	Cliff et al. 1998 Summary in Skinner et al. 1978	
SMU41DL40	Undetermined / Outside of APE	Cliff et al. 1998 Summary available in Skinner et al. 1978	
Historic Structure Number	Determination	Survey Report	
A-6	Ineligible	Murphey 1998	
A-7	Ineligible	Murphey 1998	
A-9	Ineligible	Murphey 1998	
A-12	Ineligible	Murphey 1998	
A-16	Ineligible	Murphey 1998	
A-36	Ineligible	Murphey 1998	

Appendix B

Historic Context for the Lamar Levee Undertaking

FINAL HISTORIC CONTEXT REPORT



BELOW THE DALLAS FLOODWAY: URBAN DEVELOPMENT ALONG THE EAST BANK OF THE TRINITY RIVER, 1872-2020, DALLAS, TEXAS

> Prepared for: U.S. Army Corps of Engineers - Fort Worth District & Texas Historical Commission



On Behalf of: The City of Dallas



November 2022

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BELOW THE DALLAS FLOODWAY: URBAN DEVELOPMENT ALONG THE EAST BANK OF THE TRINITY RIVER, 1872-2020, DALLAS, TEXAS

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&

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Cultural Resources Report November 2022 This page intentionally left blank

INTRODUCTION

This report contains the above ground resource historic context prepared by Integrated Environmental Solutions, LLC (IES) for the Dallas Floodway Extension (DFE) - Lamar Levee project located along the Trinity River between the Dallas Floodway East Levee, north of the Union Pacific Railroad (UPRR), and the Rochester Levee, east of Texas State Highway (SH) 310, in the City of Dallas, Dallas County, Texas. The proposed project is a new earthen levee and floodwall to be constructed by the U.S. Army Corps of Engineers – Fort Worth District (USACE-SWF) as part of the DFE, that will be owned, operated, and maintained by the City of Dallas. The direct Area of Potential Effects (APE) will be approximately 16,000 feet (ft; 3.03 miles [mi]) in length totaling 190 acres (ac) (**Figure 1**). In addition, a 575.5 ac indirect APE was also evaluated for this historic context. As the proposed project is a federal works project administered by the USACE, the project is subject to the provisions of the National Historic Preservation Act of 1966 (NHPA), as amended.

STATEMENT OF CONTEXT

The Lamar Levee industrial area, the APE, is significant as a late 19th and early 20th centuries industrially developed region called South Dallas located adjacent to the banks of the Trinity River southeast of downtown Dallas. The APE was heavily developed throughout the mid-20th century as an industrial site. Origins of industrial development in the area can be traced back to the late 19th century with the multiple railroad lines that paralleled and crossed the Trinity River. This rail network connected the region, thus allowing accessible commerce transportation. Such commercial infrastructural improvements enhanced and transformed the once locally based economy to a nationally-branched trade center. Furthermore, due to this established trade network supplying the exchange of resources, materials, workers, etc., the economy diversified from an agriculturally dominant market to a manufacturing and industrial center essential to U.S. productivity before and during World War II (WWII). As industrial factories and offices were developed, more housing and infrastructure emerged to supplement its respective, growing workforce. Furthermore, the appeal of an established industrial base brought an influx of new residents across Dallas outside of the APE and nearby housing. As Dallas's industries began to diversify and migrate to outer suburbs, the area became less economically dependent on the industrial infrastructure, which resulted in the abandonment of many of the buildings within the area, later to be repurposed. Likewise, the neighborhoods within the APE struggled with divisive community planning and development issues such as racial segregation, divergent freeway construction, and lack of flood protection. Since many of the buildings were constructed in the mid- 20th century period reflective of WWII industrialization, they reflect the Minimal Industrialist, Modern Industrialist, and Commercial (Chicago) styles.

AREAS AND PERIODS OF SIGNIFICANCE

The period of significance for the APE extends from 1870s to the 1950s spanning eight decades during which the South Dallas region and established from a railroad-based commercial hub and suburban residential area to a more urban residential and industrial region. During that time, resources within the APE contributed to several themes or patterns of local history. These areas of significance and their relevant periods of significance are as follows.

a. Transportation

In 1872, the arrival of the Houston & Texas Central Railroad marked the first railroad within Dallas. Eclipsing Trinity River navigation incentives and promoters, the railroad network transformed Dallas' economy into a strong cotton manufacturing center which sparked further business development and increased residency in South Dallas. The Cedars streetcar neighborhood, south of downtown, developed as a wealthy, predominantly Jewish enclave in the 1870s. Due to a lack of zoning laws and city regulations, the area gradually industrialized as companies took advantage of the prime location near downtown, the railroads, and Trinity River. South Dallas continued to expand during the late 19th and early 20th centuries



as one of the city's main industrial centers and as a densely populated residential area with diverse demographics. The end of the period of significance is marked by completion of the South Central Expressway in 1956, which cut through existing neighborhoods and divided longstanding communities in South Dallas. Such transportation implementation within the APE was significant as it allowed the Dallas economy, both agricultural and industrial, to expand its commerce beyond the boundaries of Texas and the United States while boosting the influx of workers, residents, and visitors to the city.

b. Industry

After the arrival of the railroads to Dallas within the APE, the manufacturing, transportation, and exchange of commodities, machinery, and product output was boosted. Industries within the APE ranged from production companies such as Guiberson (mechanical and engine assembly) and Procter and Gamble (soap and hygiene refinement) to material management such as with refuse and recycling centers. Such activity occurred within the various buildings within the APE listed as commercial properties. Commercial land use is considered "heavy," and the respective properties collectively compose the industrial sector of South Dallas. Directly north of Botham Jean Road are mostly residential properties with some commercial. Due to past cumulative zoning, the distance between commercial and residential areas is only the width of roadways. The area historically had industrial properties closest to the river adjacent to the railroad lines. Such an industrial presence within the APE was significant as it invited and created a strong workforce to the Dallas region, appealed to outside companies, and transformed and modernized the city's economy.

c. Architecture

After WWII, the area was subject to transformation notably among its respective commercial properties and freeway development. Commercial architecture switched from Minimal Industrial and Commercial (Chicago school) style to the Modern Industrial style as its cheaper design and construction appealed to industrial companies. Despite these changes, industrial development in South Dallas boomed as a lack of environmental regulation in the area and access to transportation arteries in and out of Dallas attracted high polluting industries and commercial businesses. Such architecture within the APE was significant as it represented the style of building within the industrial sector-a strongpoint which transformed Dallas's economy.

d. Community Planning and Development

During and after the railway companies laid their tracks on the Trinity River northern banks in the 1870s, the planning and development of the Dallas's neighborhoods, industries, and infrastructure was much more apparent. Notably within the APE, industry developed directly adjacent to the rails which followed the path of the Trinity River. Such proximity allowed for feasible and accessible commerce with Dallas's commercial hubs and between Dallas and its connecting cities. The industrial sector was initially confined within the APE due to its proximity to downtown Dallas (primal business district); however, other industrial "zones" continued to develop adjacent to the rails in various parts of the city. When the Dallas Floodway was developed during the 1920s , its footprint only extended as far east as Corinth Street; therefore, much of the APE's vicinity remained vulnerable to flooding. Due to the industry, railway, and flooding presence, nearby neighborhoods developed with low-income housing (racially designated to African Americans) often subjected to undesirable (loud, smelly, smoky, wet) conditions. Freeway infrastructure followed the presence of railroads dividing neighborhoods such as Cedars and Bonton during the 1950s. Such planning and development exemplified the substance of Dallas's primal industrial years and its divisive community issues such as flood protection, racial segregation, and freeway construction.

GEOGRAPHIC PARAMETERS

The APE (*see* Figure 1) is defined by both natural and infrastructural elements including the Trinity River, several railroad lines, and Botham Jean Boulevard. The southside boundary is oriented northwest-to-southeast along the Trinity River northern banks. A defining feature historically and geographically for Dallas, the Trinity River determined Dallas founder John Neely Bryan's trading post site when he arrived

in 1839. The river's stretch within the APE notably has the Houston & Texas Central, the Southern Pacific, and Missouri, Kansas, & Texas railroad lines following its banks. Such railroad companies and others arrived in the 1870s as an essential commerce component which supported the area's industrial sector for almost a century. The northside boundary is generally oriented northwest-to-southeast along Botham Jean Boulevard and the Chicago Rock Island & Pacific Railroad line. Botham Jean Boulevard, formerly Lamar Street, is the area's main thoroughfare. The roadway mostly parallels the Trinity River with industrial buildings located between the roadway and river. The street has served the APE as a connector road between downtown Dallas and its industrial sector since Kessler's 1920 survey to extend the street to Forest Avenue.¹ It also serves as a dividing line between the residential and industrial sites in the South Dallas region. The western boundary is along the Gulf, Colorado, & Santa Fe Railroad line. The demolished rail line bridge, formerly at this location, was converted into the Santa Fe Trestle Trail bridge for pedestrian use in 2011, decades after the company abandoned it in the 1980s. Most notably, the rail line was on a viaduct that separated the Dallas Floodway and the more natural Trinity River floodplain within the APE. The eastern boundary forms along the Southern Pacific Railroad line adjacent to the Rochester Levee. While partially developed within newer residential subdivisions, the Rochester Levee encases Bonton, an African American historic neighborhood.

HISTORIC CONTEXT

a. Early History of Dallas and the Beginnings of Transportation (1830 – 1865)

After Cortes's discovery of Texas in 1519 and Moscoso's discovery of the Dallas area in 1542, Spanish missionaries (composed of Spaniards, natives, and mestizos) mostly settled in southern Texas. Texas fell under Mexico's territorial ownership after its independence from Spain in 1821. Fifteen years later, Texas gained its independence from Mexico under the command of general, President, and state governor Sam Houston. After nine years as a republic, Texas was annexed to the United States. Towards the late 1830s and early 1840s, mostly Anglo-American immigrants from Tennessee, Kentucky, and Missouri came via the Peters Colony (an empresario land grant) and resided in the Dallas area with enslaved African Americans. One of these settlers, John Neely Bryan, had a profound impact on the development and transformation of the area. Bryan founded Dallas in 1841, donated land for the city's courthouse, organized Dallas County, and served as a state Democratic delegate for Dallas.² Integral in the city's incorporation and governance, Bryan also served developmental interests; both as a director for the Dallas Bridge Company and chairman of the Houston and Texas Central Railway Company.

Before Bryan served as director for the Dallas Bridge Company, Kentucky developer Alexander Cockrell and the Dallas Bridge and Causeway Company sought to advance Dallas's cityscape. Cockrell had various business affairs including brick and lumber production and freight. He purchased a portion of Bryan's homestead and notably acquired the Trinity River ferry concession in 1852, marking his first public interest.³ As the proprietor of the Trinity River's ferry, Cockrell transformed the toll ferry into a wooden toll bridge connecting Hord's Ridge (currently Oak Cliff) to downtown Dallas in 1854. Decommissioned after its west section collapsed in 1858, perseverant planners felt a newer, stronger bridge was necessary to further incorporate Dallas commercial interests. Originally chartered as the "Dallas Wire and Suspension Bridge Co.," the Dallas Bridge Company built an iron toll bridge over the Trinity River at the foot of Commerce Street in 1871 (**Figure 2**). A \$55,000 construction venture, the bridge had a 784-foot length, bowstring pony truss design structure.⁴ The City of Dallas purchased the bridge in 1882 establishing a toll-

¹Head, Louis P. 1925. The Kessler City Plan For Dallas: A Review of the Plan and Progress on its Accomplishment, pamphlet, UNT Digital Library, accessed February 28, 2022, <u>https://texashistory.unt.edu/ark:/67531/metapth207135/</u>, Page 15.

² Harper Jr., Cecil. 1994. "Bryan, John Neely," Handbook of Texas Online, accessed February 28, 2022,

https://www.tshaonline.org/handbook/entries/bryan-john-neely.

³ Perez, Joan J. 1994. "Cockrell, Alexander," Handbook of Texas Online, accessed February 28, 2022,

https://www.tshaonline.org/handbook/entries/cockrell-alexander.

⁴ Acheson, Sam. 2018. "Toll Bridge of 1872 Ended Ferry." Dallas Gateway. Dot Enterprise Co., Ltd., accessed February 28, 2022. https://dallasgateway.com/toll-bridge-of-1872/.

free transit system. Furthermore, the bridge served the Dallas community until it was replaced in 1890. Four different bridges, all of which replaced their predecessor, have been constructed at Commerce Street to connect downtown Dallas with Oak Cliff.



Figure 2. The Dallas Bridge Company bridge, built in 1871, was the second one-footed bridge at Commerce Street a newer viaduct.⁵

b. Trinity River and the Development of the Railroads (1866 – 1890)

In 1866, Dallas businessmen petitioned the State of Texas to charter the Trinity Slack Water Navigation Co.⁶ The company sought to acquire public land grants to develop the course of the Trinity River from Dallas to the Galveston Bay. While captivating to Dallas businessmen and citizens, the company lost interest due to growing conflict with the Houston and Texas Central Railway Company. Despite the company directors' resilience to proceed upon their interests, many Dallasites were eager and persistent in organizing a charter for the river. Over the course of a year, Captain J.H. McGarvey successfully navigated his 20-ton steamboat from the Galveston Bay to the Commerce Street riverbanks. The corresponding optimism perpetuated obstruction removal and construction of the *Sallie Haynes* steamboat which launched in 1868. Consequently, the *Sallie Haynes* succumbed to an unseen snag in 1869 after several months of trips in the upper reaches of the Trinity River.

Just 25 years later, the Trinity River Navigation Co. was organized and promoted. Instead of fundraising for a charter, the company sought lobby funds for \$500,000 of federal appropriations. Significant government response arrived with the Rivers and Harbors Act, which spurred a river survey. By 1914, funds were appropriated, and bills authorized to construct a series of locks and dams. While the passage of such legislation was positive for the company, miniscule results were consequential. Each separate lock

⁵ Suckewer, Art. 2021. "Commerce Street Bridge (2nd)." Bridgehunter.com. Historic Bridge Foundation, accessed March 2, 2022, https://bridgehunter.com/tx/dallas/bh70766/.

⁶ Davis, Edwin S. 1964. The Movement for Trinity River Development, thesis, UNT Digital Library, accessed February 28, 2022, https://digital.library.unt.edu/ark:/67531/metadc163859/.

and dam had to be appropriated and authorized before construction which would proceed in an estimated century-long completion. Furthermore, after the USACE re-surveyed the river's stretch, a total of 37 locks and dams were estimated to be required to properly navigate. The engineers further estimated a 15-year, \$13 million venture if a single congressional bill would authorize all construction simultaneously. Respectively informed, Secretary of War Newton Baker (1916-1921) abandoned the project in 1921 reasoning the Trinity's insufficient water supply and tonnage capacity.⁷

Historically, Dallas was located at the crossroads for several different cattle and trading trails used before and during the Civil War. As such, its transportation history and expanding commercial sector received the attention of various railroad companies. The first major railroad company that arrived in Dallas, which cut through the APE, was the Houston & Texas Central (**Figure 3**) from Galveston in 1872.⁸ Similarly, each line within the APE was connected to Galveston and other cities south of Dallas. However, each respective line traveled outside of Texas, connecting the City to the wider United States. The Chicago Rock Island reached Illinois, Iowa, Minnesota, South Dakota, Kansas, Nebraska, Colorado, Arkansas, Oklahoma, Louisiana; the Missouri, Kansas, & Texas reached Oklahoma, Kansas, Missouri, and Nebraska; the Southern Pacific reached Louisiana, New Mexico, Arizona, California, Nevada, Utah, and Oregon; and the Gulf, Colorado, & Santa Fe reached Illinois, Missouri, Louisiana Kansas, Oklahoma, Colorado, New Mexico, Arizona, and California.



Figure 3. 1922 Sanborn Fire Insurance Map of Dallas, TX.⁹

⁷ Davis, Pages 16-25.

⁸ Werner, George C. 2020. "Houston and Texas Central Railway," Handbook of Texas Online, accessed February 28, 2022, https://www.tshaonline.org/handbook/entries/houston-and-texas-central-railway.

⁹ LOC. 1922. "Sanborn Fire Insurance Map from Dallas, Dallas County, Texas." Map, Sanborn Map Company, Vol. 4, accessed March 2, 2022, https://www.loc.gov/item/sanborn08492_010/.

With the advent of railroads to Dallas, the City was then connected to the rest of the nation centralizing as a cotton manufacturing center. Furthermore, modern utilities, including electricity, telephone, and telegraph -came to the area because of the railways. Such amenities and modern accessibility to Dallas increased the influx of both people and other industries moving to the growing urban area.

The Dallas State Fair and Exposition was chartered in 1886, which promoted the city and brought light commercial employment such as in hotels, restaurants, and saloons.¹⁰

c. Urbanism and Suburbs (1890 – 1930)

Directly west of the APE (across the Gulf, Colorado, & Santa Fe rail line) is the Cedars neighborhood. Development began in the 1870s as an enclave for wealthy Dallas citizens. Originally, a prairie covered in Red Cedar (hence the nomenclature), the area housed entrepreneurs in Victorian mansions along elaborate red brick streets. Furthermore, a mule-drawn streetcar line was implemented and utilized to connect the neighborhood with downtown Dallas. Culturally, the area was predominantly settled by Jewish immigrants and their families who arrived in the 1880s. Throughout the course of early 20th century, large commercial and industrial establishments arrived in the area. These establishments included the Park Hotel, the Hughes Candy Company, and the Sears, Roebuck and Co. Located slightly east the Gulf, Colorado, & Santa Fe rail line was the prominent Procter & Gamble Company (**Figure 4**) and the Guiberson Industries building complex.



Figure 4. W.H. Cotton Dallas Independent School District (ISD) Building (built in 1920) was formerly owned by the Procter and Gamble Corporation.

¹⁰ USACE. 2010. Intensive Engineering Inventory and Analysis of the Dallas Floodway, Dallas, Texas. United States Army Corps of Engineers, accessed February 28, 2022, Page 35.

The Panic of 1893, for the first time, reduced the population of Dallas which had prospered after introduction of the railroads. Economic depression discouraged loan officers and destroyed the credit markets that supported the city's industrial sectors. Furthermore, construction companies halted employment measures, which inhibited the development of neighborhoods in Oak Cliff and South Dallas for a few years. After the economy began to bounce back, the Dallas metropolitan area resumed its steady growth.

The Bonton neighborhood was located within the southeastern portion of the APE. Originally developed in 1913, the area housed an African American middle-class community consisting of 19 suburban additions.¹¹ "Bon Ton," meaning "high society" or "fashionable," was specifically one of the additions acquired in the 1930s. Subsequently, all the additions fell under the name after the South Central Expressway's division of the neighborhood. Due to Dallas segregation laws passed in 1916 and 1921, African Americans were restricted to specific suburban development appropriated for them.¹² Prior to suburban living, many of the Bonton residents had a rural livelihood background. At the time, Dallas, wholistically, was evolving into a service-oriented economy and Bonton was a product of this transformation. Careers of residents ranged from domestic workers and railroad employees to doctors and architects such as Dr. John Anderson and famous architect William Sidney Pittman.

d. Community Planning and Flood Control (1900 – 1950)

The Flood of 1908¹³ (**Figure 5**) saw the Trinity River reach water levels of 52.6 feet, which is considered to be the heaviest flooding in Dallas history. The flood killed 11 people and displaced over 4,000 Dallas residents to higher ground across the city. The waters mainly collected in the downtown and West Dallas

areas, causing damages estimated between \$2.5 to \$5 million. The suburb of Oak Cliff was only accessible via ferry from downtown. Additionally, amenities and utilities such as telephone, telegraph, and rail services were suspended. Decades later, the Flood of 1942 was marked with water levels slightly lower than that of 1908, but caused significant damage to the city, specifically to Bexar Street of South Dallas near the APE. The flood forced evacuations from South Dallas with the aid of the Red Cross.

After Dallas annexed Oak Cliff in 1903, and the Flood of 1908 compromised portions of Dallas, City officials drafted plans to build weatherproof bridging.¹⁴ Dallas Morning News publisher George Bannerman Dealey recruited businessmen to gather community support for a viaduct. The first viaduct was completed at Houston Street in 1912 with further plans to construct a river floodway. In 1910, landscape architect, George Kessler, was hired to design a levee system as part of the river floodway and "city beautification" plan. Originally a private venture sought by the Trinity Industrial Corporation, the city was transferred the plan to proceed which prioritized in stylization and flood-mitigation of city's downtown. While the plan designated reclamation of 10,000 acres of urban land for development (notably for a light industrial park), heavy industrial communities (South Dallas) were disregarded for further development, and nevertheless flood-mitigation. Marginalized communities tended to live in these heavy industrial areas, which directly faced environmental safety issues due to dumping/contamination flowing downstream. Meanwhile, World War I (WWI) inhibited the plan's progress, much of the plan was continuously revised which consequently widened the floodplain and extended the levees' heights. By 1928, construction began on Kessler's plan of the Dallas Floodway that rerouted the Trinity River 3.5 miles west of its natural channel in the floodplain

¹¹ Payne, Briana. 2015. Oral History of Bonton and Ideal Neighborhoods in Dallas, thesis, *UNT Digital Library Texas*, accessed February 28, 2022, https://digital.library.unt.edu/ark:/67531/metadc848166/, Page 30.

¹² Payne, Page 34.

¹³ Fernandez, Alyssa. 2020. "Oak Cliff, Texas: How Dallas' One-Time Resort Oasis Faced a Devastating Flood and Annexation Overtures." *Dallas Morning News Online*, Dallas Morning News, accessed March 2, 2022, https://www.dallasnews.com/news/from-the-archives/2020/08/18/oak-cliff-texas-luxury-homes-and-an-amusement-park-dallas-reminder-to-not-forget-the-other-side-of-the-trinity/.

¹⁴ USACE, Page 36.



Figure 5. Third Commerce Street bridge (built in 1890) during the Flood of 1908.¹⁵

and implemented a 26-mile length levee system.¹⁶ Four viaducts spanned the floodway footed at Cadiz Street, Commerce Street, Continental Street, and notably Corinth Street (**Figure 6**). Due to business interests centered downtown, the Corinth Street viaduct was the only levee-protected, weatherproof bridge in South Dallas, located slightly west of the APE. Pedestrian access between South Dallas and Oak Cliff was originally based along the 400-foot truss Forest Avenue Bridge. Despite being constructed in 1915 after efforts to improve flood control measures, the bridge's deck was breached by the waters of the Flood

of 1935.¹⁷ However, the same flood revealed the resilience and sustainability of the new floodway's pumps, levees, and viaducts. Before burning down in 1955, the Forest Avenue bridge was scheduled for demolition to accommodate newer freeway, highway, and interstate construction. The Gulf, Colorado, & Santa Fe (truss style, b. 1904), the Missouri, Kansas, & Texas (camelback truss style, b. 1904), and the Southern Pacific (Warren truss style built in mid-20th century) bridges remained intact; however, were subsequently abandoned by their respective companies.

¹⁵ Fernandez, Alyssa. 2020. "Oak Cliff, Texas: How Dallas' One-Time Resort Oasis Faced a Devastating Flood and Annexation Overtures." *Dallas Morning News Online*, Dallas Morning News, accessed March 2, 2022, https://www.dallasnews.com/news/from-the-archives/2020/08/18/oak-cliff-texas-luxury-homes-and-an-amusement-park-dallas-reminder-to-not-forget-the-other-side-of-the-trinity/.

¹⁶ USACE, Page 37.

¹⁷ Berube, Jesse Sharkoman, Douglas Butler, and MC Toyer. 2022. "Forest Avenue Bridge." Bridgehunter.com. Historic Bridge Foundation, accessed February 28, 2022, https://bridgehunter.com/tx/dallas/forest-avenue/.



Figure 6. Dallas Floodway Plan (circa 1928-29)¹⁸

¹⁸ USACE, Page 71

Historic Context Dallas Floodway Extension – Lamar Levee

Denial of housing investment assistance (also known as "redlining"), under the New Deal agency, Homeowners Loan Corporation (HOLC), was significantly used throughout Dallas, particularly in regions along the Trinity River. On a 1937 HOLC map (**Figure 7**), South Dallas was designated with C ("Definitely Declining") and D ("Hazardous") marks.¹⁹ Bonton and Cedars adjacent to the APE were both designated under D marks. While South Dallas wholistically was mixed with white and black residents, Bonton was notably portioned specifically for black Dallas citizens as a city segregation measure. Much HOLC investment was driven to northern Dallas areas, such as Highland Park and Oak Lawn, that were mostly white and wealthy.



Figure 7. 1937 HOLC Map²⁰

After the disastrous consequences of the 1942 flood, the Dallas County Flood Control District was established by the state legislature in 1946. Led by John Stemmons, it protected state resources (bridges, highways, etc.) and controlled the maintenance of the levees. Originally, the maintenance was controlled under the City and County of Dallas Levee Improvement Districts. However, the deficit encountered under the districts required more support and better administration. In turn, funding for the maintenance (\$25,000) was allocated from annual state taxes collected within the boundaries of the district.²¹ Such maintenance

¹⁹ Macon.

²⁰ Macon, Alex. 2017 "New Maps Show Consequences of Redlining in Dallas." D Magazine. D Magazine Partners, Inc., accessed February 28, 2022. https://www.dmagazine.com/frontburner/2017/08/redlining-dallas-maps/

²¹ Furlong, John N, Greg Ajemian, and Tommie McPherson. 2003. History of Dallas Floodway. United States Army Corps of Engineers, accessed February 28, 2022,

https://www.swf.usace.army.mil/Portals/47/docs/PAO/DF/DallasFloodwayHistoryPaper.pdf
occurred with the support and federal authorization of the USACE, whom cited the poor conditions of the levees in a 1948 survey report. The report also outlined consideration for the floodway to be extended east past the Gulf, Colorado, & Santa Fe rail line (into the current APE boundaries). This recommendation was abandoned shortly after, likely due to lack of funding. In consideration of their 1948 report, the USACE proceeded in reconstruction and maintenance measures throughout the floodway in the 1950s. The project cost the district \$1.5 million and the federal government \$8.3 million. Repairs included river channel excavation, pump and sewer installation, and levee refinement. The river channel excavation stretched north from the Hampton Bridge downstream to the former Forest Avenue Bridge. Excavation measures were taken to allow faster downstream drainage. Nine pumps and three pump station additions were implemented to distribute floodwater pressure. Additionally, the levee crowns and slopes were extended to reduce the width of the floodway. Relative maintenance continued along the Dallas Floodway wholistically throughout the 20th century. Additions and modifications are constantly proposed and enacted because of modern technological advances and availability of more efficient, sustainable solutions. Efforts for the Dallas Floodway extension (DFE) were authorized by the Flood Control Act of 1965 but were not initiated until 2001. Furthermore, attempts continued in the 1990s to extend the levees, however, gaining rights of entry proved to be an issue throughout the design review.

e. WWII & Postwar Urbanization (1941 – Present)

Commercial and industrial construction had been present in South Dallas since the 1870s after construction of railroad lines into Dallas. Much of it expanded in the 1940s through the WWII war effort, specifically within the industrial sector. Notably, the Guiberson Corporation produced their T-1020 diesel engines for light tanks during the war.²² Furthermore, the Proctor and Gamble Corporation, which produced soap at its location within the APE began to produce detergent. The detergents, notably Tide, allowed for easier laundry cleanse and sterilization methods during and after the war. Heavier commercial uses prevailed such as with the Old Forest Avenue dump (41DL320) present southeast of the Forest Avenue bridge. Built around the early 20th century and utilized until the 1950s, this City of Dallas dump contained an incinerator and large parcel of land occupying the Trinity River floodplain. Waste management operations ceased in the 1950s when the incinerator building was demolished, and the earthen refuse components were covered in fill. Similar property usage was further stimulated when, in 1965, city ordinance No. 10962 rezoned the area specifically for Heavy Commercial use.²³ This ordinance allowed for cumulative zoning which permitted environmentally unfriendly industry use adjacent to residential properties. Subsequently, smoky, smelly, noisy conditions followed with the ordinance passage.

During the mid-20th century, two interstates (Interstate Highway [IH] 30 and IH 45) were constructed through South Dallas. The construction of the IH 30 separated Cedars from downtown Dallas and eliminated various neighborhood amenities such as the Shearith Israel Synagogue and one third of City Park. IH 45 virtually split South Dallas into two areas with mostly residential to the east and the west with a mixture of property types. In 1941, the Houston & Texas Central right-of-way (ROW) through South Dallas was purchased to be converted into the South Central Expressway. The project was promoted by Texas businessman, Charles F. Hawn and won the support of city officials, leaders, and citizens whom similarly felt the automobile boom invited such essential infrastructure. When the project was completed in 1956 after a 2-year period, the area was demographically half-white and half-black.²⁴ Thus, unlike other highway infrastructure projects at the time that exclusively cut through minority, immigrant, or poor communities, the construction of South Central Expressway through South Dallas was not based on racial

²² Smithsonian National Air and Space Museum. 2022. "Guiberson T-1020 Series 4 Radial 9 Diesel Engine." Smithsonian Institute, accessed February 28, 2022. https://airandspace.si.edu/collection-objects/guiberson-t-1020-series-4-radial-9-diesel-engine/nasm_A19880410000.

²³ Miller, Bennett. 2019. "A Slow Walk-Through Cedars History." Cedars Collective, CedarsCollective, accessed February 28, 2022, https://cedarscollective.org/history-of-the-cedars.

²⁴ Slotboom, Oscar. 2014. "Dallas Freeways-US 175," Dallas-Fort Worth Freeway: Texas-Sized Ambition, accessed February 28, 2022, Page 302.

discrimination, but rather to incentivize automobile accessibility and improve commuter times. However, the freeway undoubtably destroyed Bonton's neighborhood integrity and rendered diverged community and local engagement. Such destruction, lack of community investment, and a racially diversified makeup led to emigration to the northern Dallas suburbs. Virtually, only white residents of the area had the option to flee to suburbs due to strict housing policies by neighborhood and local agencies. Resonant actions occurred collectively across the nation, historically coined as the "white flight" movement.

Towards the late 1980s and early 1990s, city ordinance No. 20395 rezoned the APE to curb the Heavy Commercial permissions.²⁵ As followed, much of the industries in the area are now related to raw material recycle and salvage. As a result, much of South Dallas has been redeveloped or adopted more environmental-friendly industries. Notably, the old Sears Roebuck factory has been rehabilitated into lofts known as Southside. Nearby, a series of former industrial buildings along Botham Jean Boulevard have been converted to shops, bars, and other light commercial properties. Within the APE, the Procter and Gamble Corporation building, now the W.H. Cotton building, was converted into an administration building for Dallas Independent School District (DISD). Additionally, through efforts to reignite connective community infrastructure, the South Central Expressway has been partially removed to be converted into a boulevard. Such boulevard design concepts are intended to incorporate landscape features such as greenery, sidewalks, and monuments. Removal of the freeway was initially proposed in 2003 but was delayed due to its supplementary status on the challenged Trinity Parkway project.²⁶ East of the South Central Expressway in the Bonton neighborhood, the Rochester levee (Figure 8) was built along the neighborhood's southeastern edge in 1996 under the Water Resources Development Act. A \$22.2 million project paid by the City of Dallas and reimbursed by the USACE, the marginalized Bonton neighborhood subsequently built newer flood protected housing.²⁷ Newer Section 8 housing units (Buckeye Trails Commons) were built in 2013 replacing older ones under the Dallas Housing Authority (DHA) adjacent to the levee. Relatively, the Housing Acts of 1968 and 1977 specifically took measures to reverse any further redlining and the ongoing effects of it in the area.²⁸ Despite these efforts of public housing construction and legislation, the area has significantly been gentrified and property values have risen reflective of Dallas holistically.

NRHP REGISTRATION REQUIREMENTS

The assessment of significance of a cultural resource, deemed eligible for listing on the National Register, is based on federal regulations and guidelines. The regulatory criteria for evaluating resources for inclusion in the National Register are codified under the authority of the NHPA as amended (36 CFR 60.4 [a–d]), and the Advisory Council on Historic Preservation (ACHP) has also set forth guidelines to use in determining site eligibility. Federal regulations indicate that "[t]he term 'eligible for inclusion in the National Register' includes both properties formally determined as such by the Secretary of the Interior and all other properties that meet National Register listing criteria" (36 CFR 800.2[e]). Based on ACHP guidelines, any cultural resource that is included in or eligible for inclusion in the NRHP is a historic property.

Subsequent to the identification of relevant historical themes, four eligibility criteria are applied. The regulations provide that the quality of significance in American history, architecture, archeology, engineering, and culture is present in districts, sites, buildings, structures, and objects that possess integrity of location, design, setting, material, workmanship, feeling, and association and:

²⁵ Miller.

²⁶ Slotboom, 302.

²⁷ Trinity River Corridor Project Committee. 2008. "Trinity River Corridor Project: Dallas Floodway Extension," briefing, Dallas City Hall, accessed February 28, 2022,

http://www3.dallascityhall.com/committee_briefings/briefings0908/TRC_Floodway_Extension_090208.pdf ²⁸ Macon, Alex. 2017. "New Maps Show Consequences of Redlining in Dallas." D Magazine. D Magazine Partners, Inc., accessed February 28, 2022, https://www.dmagazine.com/frontburner/2017/08/redlining-dallas-maps/.



Figure 8. The Rochester Levee with the South Central Expressway directly to its left (2000-10).²⁹

- **Criterion A:** that are associated with events that have made a significant contribution to the broad patterns of our history; or
- Criterion B: that are association with the lives of persons significant in our past; or
- **Criterion C:** that embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction; or
- **Criterion D:** that have yielded, or may be likely to yield, information important in prehistory or history [36 CFR 60.4(a–d)].

Resources eligible under Criterion A are those associated with events or broad patterns in history. Criterion A recognizes industrial and transportation properties that have an important association with a pattern of events or historic trends; in particular, those pertaining to community planning and development at the local level of significance. Although it is necessary to consider the architectural and physical integrity for resources evaluated under Criterion A, attributes of historical integrity will be more highly valued for these criteria. Thus, the most important aspects of integrity for evaluating resources under these criteria are location, feeling, and association.

²⁹ USACE. 2022. "Water Sustainment, Dallas Floodway Extension." *Fort Worth District, U.S. Army Corps of Engineers Website*, accessed March 2, 2022, https://www.swf.usace.army.mil/Missions/Water-Sustainment/Dallas-Floodway-Extension/Photo-Library/.

Criterion B recognizes industrial and transportation properties that illustrate the important achievements of a person who was significant in the past. Architects, artisans, and engineers are often represented by their works, which are typically evaluated under Criterion C, not Criterion B. Therefore, it is unlikely that above ground resources within the APE would be significant under Criterion B.

Resources eligible for the NRHP under Criterion C derive significance from the physical qualities of their design, construction, and/or craftsmanship, which includes elements like engineering or architecture. A property significant under Criterion C is one that clearly represents a noteworthy example of a defined property type, dates from a period of significance of one or more historic context(s) and exhibits the character-defining features of its property type. Therefore, a property must retain a high degree of physical integrity, as well as having relation to the historic context.

Criterion D is most often applied to archeological properties, and it is unlike that any industrial or transportation properties would be eligible under Criterion D.

Criterion Considerations

Cemeteries, birthplaces, graves of historical figures, properties owned by religious institutions or religiously purposed, structures removed from their original locations, reconstructed historic buildings, properties primarily commemorative in nature, and properties fulfilling significance within the past 50 years are ineligible for the National Register. However, such properties will qualify if they are integral parts of districts that do meet the criteria or if they fall within the following categories:

- A. A religious property deriving primary significance from architectural or artistic distinction or historical importance; or
- **B.** A building or structure removed from its original location but which is primarily significant for architectural value, or which is the surviving structure most importantly associated with a historic person or event; or
- **C.** A birthplace or grave of a historical figure of outstanding importance if there is no appropriate site or building directly associated with his or her productive life; or
- D. A cemetery which derives its primary importance from graves of persons of transcendent importance, from age, from distinctive design features, or from association with historic events; or
- **E.** A reconstructed building when accurately executed in a suitable environment and presented in a dignified manner as part of a restoration master plan, and when no other building or structure with the same association has survived; or
- **F**. A property primarily commemorative in intent if design, age, tradition, or symbolic value has invested it with its own exceptional significance; or
- G. A property achieving significance within the past 50 years if it is of exceptional importance.

<u>Integrity</u>

In order to qualify for NRHP listing at the local, state, or national levels, a property must be shown to possess both significance and integrity. The concept of integrity is essential to identifying the important physical characteristics of historic resources and in evaluating adverse changes to them. According to the National Register Bulletin: How to Apply the National Register Criteria for Evaluation, the seven variables or aspects that are used to evaluate integrity are defined as follows:

- **Location** is the place where the historic property was constructed or the place where the historic event occurred. The original location of a property, complemented by its setting, is required to express the property's integrity of location.
- **Design** is the combination of elements that create the form, plans, space, structure and style of the property. Features which must be in place to express a property's integrity of design are its form, massing, construction method, architectural style, and architectural details.

- **Setting** addresses the physical environment of the historic property inclusive of the landscape and spatial relationships of the building(s). Features which must be in place to express a property's integrity of setting are its location, relationship to the street, and intact surroundings (i.e. industrial or neighborhood).
- **Materials** refer to the physical elements that were combined or deposited during a particular period and in a particular pattern of configuration to form the historic property. Features which must be in place to express a property's integrity of materials are its construction method and architectural details.
- **Workmanship** is the physical evidence of the crafts of a particular culture or people during any given period in history. Features which must be in place to express a property's integrity of workmanship are its construction method and architectural details.
- **Feeling** is the property's expression of the aesthetic or historic sense of a particular period of time. Features which must be in place to express a property's integrity of feeling are its overall design quality, which may include form, massing, architectural style, architectural details, and surroundings.
- **Association** is the direct link between an important historic event or person and a historic property. Features which must be in place to express a property's integrity of association are its use and its overall design quality

Historic District Guidelines

A historic district is often comprised of multiple properties that possess a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by historically or aesthetically by plan or physical development and contribute to the district's overall integrity. These properties are categorized as either being contributing resources or non-contributing resources. Individual properties within the district must retain the defining features and characteristics that were present during the property's period of significance to be considered as a contributing resource or for individual listing on the NRHP. For a historic district to be present, typically, there are more contributing resources than non-contributing within the potential district boundary, often at least two-thirds of the properties should be contributing.

Contributing resources are buildings, structures, landscaping, and planning features built or created during Dallas's industrial development period of significance and retain their essential physical integrity. Through the preliminary assessment of the area, most of the industrial properties from the period of significance were identified as minimally altered administration and factory buildings that were built on lots beside the railroad lines. Many of these building derive from the early and middle 20th century and are contributing resources. Non-contributing resources consist of historic and non-historic-aged, dilapidated outbuildings and lots that have been heavily neglected after the period of significance. Most non-contributing buildings are located near the southeastern portion of the APE and primarily pertain to recycling/salvage yards.

PROPERTY TYPES

Transportation and Community Planning

Several properties within the APE were associated with transportation and community planning, notably with railroads and highways due to their mobility utilization and neighborhood presence/interactivity. For east-west lines through Dallas, railway companies constructed bridges spanning the broad Trinity River floodplain. The bridges feature designs that still reflect styles of the early 20th century. The Gulf, Colorado, & Santa Fe was truss style and built in 1904 (recently demolished [void of significance]) while the Missouri, Kansas, & Texas was camelback Pratt truss style and was also built in 1904. IH 45 and the South Central Expressway (currently in demolition) featured overpass bridges within the APE. The South Central Expressway was built in 1956 and replaced the Houston & Texas Central rail line. IH 45's alignment was completed in the 1970s, however, has since been significantly modified and replaced with newer construction and components.

Significance

The significance period for transportation and community planning is 1872-1956. During this period, the planning and implementation of the railroads and highways proceeded which would assist the industrial sector developing within the APE. Throughout Texas towns and cities, the growth of Dallas was tied initially to mass transportation, specifically with railroad and highway development. Furthermore, in developing the industrial sector, the communities surrounding the industries were significantly altered both aesthetically and socially in terms of racial and economic matters. The railways and highways may be eligible under Criterion A due to their association with events that have significantly contributed to the broad pattern of history (early Dallas industrial advancement) notably the community planning within South Dallas. They are eligible under Criterion C if they significantly exemplify the efforts of a prominent engineer or if they embody the characteristics of a type and period of construction.

Integrity

Integrity is the ability of a property to convey its significance. Furthermore, the retention of specific aspects of integrity, as determined by the specific context of a property, is essential for significance conveyance. To retain integrity, a property, from a transportation-related perspective, must possess several, and usually most, of the seven aspects that comprise integrity. The seven aspects of integrity – location, design, setting, materials, workmanship, feeling, and association – and their relationship to the Lamar Levee industrial area are discussed further as follows:

Aspects of Integrity	Qualitative Considerations for Resources within the APE
Location	Dallas's geographic reputation as a central hub for several railway companies and highways is further conveyed by the transportation infrastructure within the APE. Properties possessing integrity of location must have retained their original alignment.
Design	A reflection of contemporary architectural and engineering styles is evident within transportation infrastructure within the APE. Properties possessing integrity of design must retain architectural or engineering stylistic merit.
Setting	Environmental and architectural character still retains industrial/commercial environment of its past in correlation to its transportation infrastructure within the APE. Properties possessing integrity of setting must have retained relationship to their surroundings.
Materials	Composition of materials/construction is in both fair and poor condition within its transportation infrastructure within the APE. Properties possessing integrity of materials must retain the physical element composition and/or deposition derivative of a specific period.
Workmanship	Display of workmanship within its transportation infrastructure is equally present and non-present within the APE. Properties possessing integrity of workmanship must have retained evidence of specific architectural method, craft, and/or details.
Feeling	Emulation of an industrial expression due to its retention of heavy commercial transportation infrastructure is present within the APE. Properties possessing integrity of feeling must have retained their sense and/or aesthetic of a particular period.
Association	The neighborhood fabric visually alludes to past industrial bonds by evidence of its transportation infrastructure within the APE. Properties possessing integrity of association must have retained its use and overall design quality.

Resource Example

Built in 1904, the Missouri, Kansas & Texas rail line uses a Camelback Pratt Truss design (**Figure 9**) trestle bridge concept to cross the Trinity River.³⁰ This bridge is located between the IH 45 and Ceder Crest Boulevard bridges. The bridge spans in length approximately 200 feet and uses steel beams, posts, girders, bracing, strutting, and chording while utilizing steel piles and concrete piers. The Pratt Truss design was patented by Thomas Willis Pratt in the 1840s with variations including the Camelback style featuring chords increasing like "humps" towards the center. The design uses trangular posts sloping diagonally towards the center of the bridge. Such a design allows these diagonal posts to control bridge tension, while vertical posts support suspension.



*Figure 9. The Missouri, Kansas, & Texas Company bridge (camelback) south of the the Procter and Gamble Corporation/W.H. Cotton DISD building.*³¹

Started in 1954 and completed in 1956, the South Central Expressway, also known as the S.M. Wright Freeway, is part of US 175. Its overpass bridge uses a beam bridge design (**Figure 10**) and is located in the southeastern portion of the APE just west of the Bonton neighborhood and east of Botham Jean Boulevard. The overpass bridge of the South Central Express spans in length approximately 2000 feet and uses steel beams, girders, and rails with reinforced concrete piers, and concrete/asphalt decking. The beam bridge design is one of the simplest designs within bridge architecture, therefore, its presence at different regions and various purposes reveals sorts evident of contrasting styles and materials. Nevertheless, objectively, the roots of the design trace back to the Roman Empire era.

³⁰ Berube, Jesse Sharkoman. 2019. "UP – Trinity River Bridge (Great Trinity Forest)." Bridgehunter.com, *Historic Bridge Foundation*, accessed March 16, 2022, https://bridgehunter.com/tx/dallas/bh57149/.

³¹ Berube, Jesse Sharkoman. 2019. "UP – Trinity River Bridge (Great Trinity Forest)." Bridgehunter.com, Historic Bridge Foundation, accessed March 16, 2022, https://bridgehunter.com/tx/dallas/bh57149/.



Figure 10. The South Central Expressway (S.M. Wright Freeway) overpass bridge along Botham Jean Boulevard and west of the Bonton neighborhood.

Industry and Architecture

Buildings within the APE are listed as commercial properties. Industrial land use is considered "heavy", and the respective properties collectively compose the industrial sector of South Dallas. Directly north of Botham Jean Road are mostly residential properties with some commercial. Due to past cumulative zoning, the distance between commercial and residential areas is only the width of roadways. According to both 1920s and 1950s Sanborn maps, the area has always historically had industrial properties closest to the river adjacent to the railroad lines.

The median year of industrial construction within the project area is 1960. Most of these buildings were built between the early 1940s to the late 1970s. Exceptions are the Proctor & Gamble Corp. and Guiberson Industries buildings dating to the 1920s. The railroad viaduct construction occurred during the early 1900s.

Significance

Properties relative to commerce, or industry, achieve significance under Criterion A if they have significant associations with the commercial, specifically industrial, development of the city of Dallas (1910s to 1950s). Eligibility for the National Register under Criterion C is applicable to properties if they embody the distinctive characteristics of a type, period, or method of construction, or that represent the work of a master, or that possess high artistic values, or that represent a significant and distinguishable entity whose components may lack individual distinction, and they retain integrity.

Integrity

Integrity is the ability of a property to convey its significance. Furthermore, the retention of specific aspects of integrity, as determined by the specific context of a property, is essential for significance conveyance.

To retain integrity, a property, from an industry/architecture-related perspective, must possess several, and usually most, of the seven aspects that comprise integrity. The seven aspects of integrity – location, design, setting, materials, workmanship, feeling, and association – and their relationship to the Lamar Levee industrial area are discussed further as follows:

Aspects of Integrity	Qualitative Considerations for Resources within the APE
Location	The APE's buildings remain present in their industrial-intended position along the Trinity River and rail lines. Properties possessing integrity of location must have retained their original alignment.
Design	The APE'S reflection of contemporary architectural and engineering styles is evident within its buildings' fashions. Properties possessing integrity of design must retain architectural or engineering stylistic merit.
Setting	The APE's environmental and architectural character still retains industrial/commercial elements of its past in correlation to its buildings. Properties possessing integrity of setting must have retained relationship to their surroundings.
Materials	The APE's composition of materials/construction is in both fair and good condition within its buildings. Properties possessing integrity of materials must retain the physical element composition and/or deposition derivative of a specific period.
Workmanship	The APE's display of workmanship within its buildings is transparent and evident of architectural merit. Properties possessing integrity of workmanship must have retained evidence of specific architectural method, craft, and/or details.
Feeling	The APE's nature still emulates an industrial personality due to its retention of heavy commercial buildings and structures. Properties possessing integrity of feeling must have retained their sense and/or aesthetic of a particular period.
Association	The APE's neighborhood fabric visually alludes to past industrial bonds by evidence of its heavy commercial buildings. Properties possessing integrity of association must have retained its use and overall design quality.

Resource Examples

a. Minimal Industrial

Industrial architectural style is broadly defined and can be divided into several design facets. Industrial style elements typically included high ceilings, simplistic ornamentation, brick and concrete exteriors/interiors, and large, open floor plans. Since the beginning of the industrial revolution in the mid-18th century, industrial architecture constantly evolved to accommodate technological advances. Common industrial building types include steel mills, distilleries, factories, refineries, and power plants. In the APE, most of the industrial architecture present is representative of mid-20th century styles and respective contemporary industries.

Exemplifying this era of industrial architecture is the Procter and Gamble Corporation/W.H. Cotton DISD building (**Figure 11**) evaluated as "Minimal Industrial." The building is located directly north of the Missouri, Kansas, & Texas Company railway west of the IH 45 freeway. Formerly a soap production factory, the building has a brick and concrete façade with large fenestration and overall large footprint and height. Due to lack of ornate features on its exterior such as quoins or corbels (often on industrial buildings), the building has a "minimal" aesthetic accompanied by its industrial characteristics. The building's exterior masonry and structural elements are in good condition whereas some of the fenestration is compromised

(broken/missing glass panes). The building shows integrity as it retains its original location/setting/feeling/materials, conveys a specific design, and reflects worthy workmanship/association. Several buildings along Botham Jean Road, especially near the Guiberson Industries administration building, follow this style concept as it allowed for extensive machinery use along with production and assembly lines.



Figure 11. W.H. Cotton DISD Building (built in 1920) in the Minimal Industrial style

b. Modern Industrial

The "Modern" Industrial style minimally deviated from the defining characteristics of the industrial style umbrella. High ceilings, simplistic ornamentation, and large, open floors plans were still within the Modern Industrial style. However, the exteriors and interiors were made with less traditional materials (wood and brick) and more materials commonly produced in the 20th century, such as glass, metals, and even plastics. During WWII, metal production plants manufactured and distributed metals at a faster pace and larger scale than before to meet the demands for producing military equipment (weaponry, automobiles, camp housing [ex: Quonset hut], etc.). Construction components such as corrugated metal and fiberglass replaced bricks as siding and steel beams replaced structural wood framing. While spaces remained open and large, the Modern Industrial style tended to have larger footprints with less height and fewer stories. Furthermore, the interior spaces would often have exposed foam insulation as opposed to exposed brick or concrete. Paints and surface treatments were the only "ornate" features on the exteriors of the Modern Industrial style.

The Modern Industrial style is exemplified in the APE with the warehouse (**Figure 12**) beside the South Central Expressway east of Botham Jean Boulevard and south of Budd Street. The building is a singlestory building with a ribbed corrugated metal exterior and side-gabled roof with no fenestration. The building's exterior metalwork is in good condition; however, portions of the exterior have been spray painted. Furthermore, the roof is oxidized with minimal portions in preserved condition. The building shows integrity as it retains its original location/setting/feeling/materials and presents association; however, does not reflect worthy workmanship or design.



Figure 12. Warehouse building beside South Central Expressway in the Modern Industrial Style (built c. 1974)

c. Commercial (Chicago School)

The Commercial or "Chicago School" architectural style was popular during the late 19th and early 20th centuries. The style promoted the advent of steel-frame construction while still advocating the ornate exterior features of the earlier Victorian era. Typically observed in urban settings, the Commercial style had ornate features borrowed from the Beaux-Arts and Gothic revival designs. These features ranged from quoined pilasters, artisan stone or brick facades, to terra cotta or metal-cladded cornices. Furthermore, designs are heavily symmetrical with a flat roof and rhythmic fenestration of large, double-hung or windows. Due to the steel-framing, Commercial Style buildings often contained up to a dozen floor in largely massed (often cubic or rectangular) forms. Famous architects associated to the Commercial style were Louis Sullivan, Dankmar Adler, and Henry Hobson Richardson.

The Commercial style is exemplified in the APE with the Guiberson Industries Administration building (**Figure 13**). While rather small and less ornate to most buildings of the style, resonant features such as quoins with artisan masonry, decorated cornicing, and mostly symmetrical elevations reflect it. The building's exterior masonry and structural elements are in good condition whereas some of the fenestration/entryways have been replaced. The building shows integrity as it retains its original location/setting/feeling/materials, conveys a specific design, and reflects worthy workmanship/association.



Figure 13. Former Guiberson Industries Administration Building in the Commercial style (built c. 1926)

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