



# OUR RESILIENT HERITAGE ★ ≡

2022 - 2032

## TEXAS STATEWIDE HISTORIC PRESERVATION PLAN

TEXAS  
HISTORICAL  
COMMISSION   
REAL PLACES TELLING REAL STORIES

DRAFT | MONDAY, AUG 15 2022

# ACKNOWLEDGMENTS

OUR RESILIENT HERITAGE—2022-2032 TEXAS STATEWIDE  
HISTORIC PRESERVATION PLAN

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### FUNDING ACKNOWLEDGMENT

Our Resilient Heritage—2022-2032 Texas Statewide Historic Preservation Plan was funded in part by grants from the National Park Service (NPS) through its Historic Preservation Fund and Emergency Supplemental Historic Preservation Fund.

### NOTES

This statewide planning process included the creation of several related publications: the Statewide Assessment of Disaster-Related Risks, Threats, and Recommendations; the Best Practice Guide to Local Government Planning; and the Historic Property Owners Handbook. These documents are posted on the THC website: <https://www.thc.texas.gov>

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## ABBREVIATIONS

<b>2011-2020 Plan</b>	Preservation Connection—Texas’ Statewide Historic Preservation Plan 2011-2020	<b>Plan/SWP</b>	Our Resilient Heritage—2022-2032 Statewide Historic Preservation Plan
<b>AICP</b>	American Institute of Certified Planners	<b>RTHL</b>	Recorded Texas Historic Landmark
<b>ARPA</b>	American Rescue Plan Act	<b>SAL</b>	State Antiquities Landmark
<b>CHC</b>	County Historical Commission	<b>SHPO</b>	State Historic Preservation Office
<b>CLG</b>	Certified Local Government	<b>TARL</b>	Texas Archeological Research Laboratory
<b>ESHPP</b>	Emergency Supplemental Historic Preservation Fund	<b>TASN</b>	Texas Archeological Stewardship Network
<b>FEMA</b>	Federal Emergency Management Agency	<b>TCP</b>	Traditional Cultural Properties
<b>GIS</b>	Geographic Information System	<b>TDEM</b>	Texas Division of Emergency Management
<b>HPF</b>	Historic Preservation Fund	<b>THC</b>	Texas Historical Commission
<b>HTC</b>	Historic Texas Cemetery	<b>THC-SWP Committee</b>	Texas Historical Commission Statewide Historic Preservation Plan Committee
<b>HTP</b>	Heritage Tourism Program	<b>THPO</b>	Tribal Historic Preservation Office
<b>NASA</b>	National Aeronautics and Space Administration	<b>THSA</b>	Texas Historic Sites Atlas
<b>NHL</b>	National Historic Landmark	<b>TMSP</b>	Texas Main Street Program
<b>NPS</b>	National Park Service	<b>TPTF</b>	Texas Preservation Trust Fund
<b>NRHP</b>	National Register of Historic Places	<b>TPWD</b>	Texas Parks and Wildlife Department
<b>NTHP</b>	National Trust for Historic Preservation	<b>TxDOT</b>	Texas Department of Transportation
<b>OTHM</b>	Official Texas Historical Marker	<b>USDA</b>	U.S. Department of Agriculture
		<b>USHUD</b>	U.S. Department of Housing and Urban Development



## CHAPTER 1

# INTRODUCTION— OUR RESILIENT FUTURE

For Texans, places of historic and cultural value provide connections to the many stories and narratives of the people and events that shaped the state and its communities. They also provide meaning and continuity in a time of constant change, serving as an essential element for community quality of life.

Preservation issues and needs continue to evolve in communities and regions across the state, presenting new challenges to advancing preservation practice. Among the key challenges are promoting the many benefits of preservation to local decision-makers, finding resources that enhance the important work of preservation partners, preserving the places of Texas' underrepresented communities, and supporting efforts that facilitate investments in historic buildings and places. The COVID-19 pandemic presented its own set of recent challenges to preservation activities, impacting the vitality of traditional downtowns and the funding and programming for preservation organizations.



More than ever, preservation partners recognize that addressing today's needs can also help in preparing for and adapting to future challenges. Preservation stakeholders envision a future in which the preservation movement is resilient. The *2022-2032 Texas Statewide Historic Preservation Plan—Our Resilient Heritage* focuses on fostering adaptability and expanded capacities in all facets of preservation work across the state.

The Texas Historical Commission (THC), together with its preservation partners throughout the state, created this Plan through a robust stakeholder engagement and outreach effort. Participants in the process included county historical commissions, nonprofit preservation organizations, Main Street revitalization programs, archeology stewardship groups, Native American tribal communities, preservation professionals, government officials, developers, owners of historic properties, and interested Texans who care passionately about the state's history and heritage.

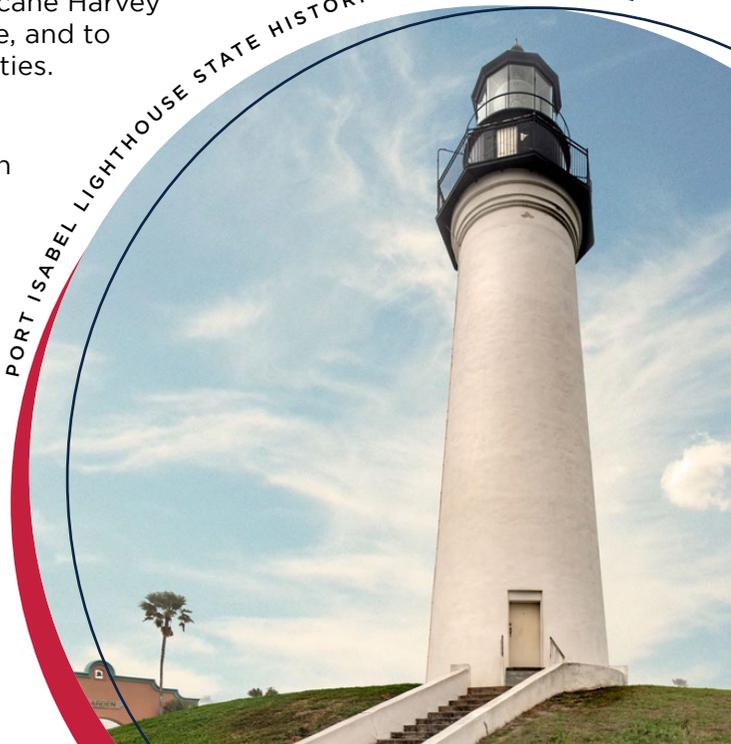
This Plan's content provides an overview of the current state of historic preservation in Texas, including trends impacting preservation practice, historic and cultural resource types, and THC programs and initiatives. The Plan also includes a summary of the stakeholder engagement program and its results, which helped shape and inform the Plan's goals, objectives, and strategies.

## THE STATEWIDE HISTORIC PRESERVATION PLAN AND DISASTER RESILIENCE

On August 25, 2017, Hurricane Harvey, one of the costliest tropical cyclones to hit the mainland United States in more than a decade, made landfall on San Jose Island, causing catastrophic damage to local businesses, homes, schools, religious buildings, streets, and infrastructure in many Texas counties. In Houston, the nation's fourth-largest city, the hurricane caused widespread flooding in the downtown district as well as in adjacent residential neighborhoods, displacing almost 40,000 residents from their homes. The hurricane's storm path also affected various historic sites and places, including the Fulton Mansion State Historic Site in Rockport and Sabine Pass Battleground State Historic Site in Port Arthur. Hurricane Harvey impacted 1,726 documented historic sites in the state, and to this day, recovery efforts continue in many communities.

Natural disasters in Texas have a long history. The Galveston Great Storm of 1900 led to the destruction of 2,600 homes and the loss of 6,000 to 8,000 lives. In 2008, Hurricane Ike caused \$84 billion in property losses and the Memorial Day floods of 2015 severely damaged hundreds of homes in the Austin region. These events, wildfires, droughts, tornadoes, and winter storms have all impacted Texas communities in one way or another. Climate change and shifting weather patterns will also continue to bring increased threats to historic and cultural resources in the coming decades.

PORT ISABEL LIGHTHOUSE STATE HISTORIC SITE, PORT ISABEL



Today, Texas communities are recognizing that with ingenuity and resolve, they can successfully prepare for and adapt to various natural disasters, ensuring a more resilient future for the historic places that matter to them. Developing multiple capacities to prepare, respond, and recover in effective and dynamic ways from natural disasters will be critically important. Therefore, this Plan provides a framework for intentional actions that integrate and advance effective disaster preparedness and preservation planning efforts at the state and local levels.

## A VISION FOR PRESERVATION IN TEXAS

Historic communities, places, sites, and landscapes are central to the identity and vitality of Texas. Texans embrace and celebrate the state's remarkable heritage through thoughtful stewardship of its historic places and by committing to preserving and sustaining communities. Texans believe in an ever-evolving heritage, one that encompasses not only the familiar built environments but also archeological sites, museums, languages, traditions, and other expressions of community culture and meaning. It is a heritage that also recognizes and honors the full diversity and dimensions of the state's rich, collective history. Texans accomplish this through partnerships, collaboration, and the unwavering, transparent support of the state's communities, institutions, and residents. By the year 2033, Texans of all backgrounds will have a more profound understanding of the state's heritage and how in all its features and facets it shapes communities and people's lives. Most of all, this is a resilient heritage—one that adapts to challenges and adversity while retaining the landmarks, icons, and reminders of our compelling past.

## PLANNING THEMES AND PRIORITIES

The stakeholder engagement program focused on identifying preservation planning priorities for the next decade—priorities that address the unique preservation issues and challenges facing Texas at this moment in time. The Plan organizes these priorities according to major planning themes that describe the key opportunities for statewide and local action. Each theme presents a set of planning goals succeeded by specific objectives that describe implementation strategies and measurable, tangible outcomes for each goal. Chapter 4: A Framework for Action—Planning Goals, Objectives, and Strategies describes the planning themes and goals in greater detail.

The goals and objectives are a direct expression of the desires of Texans to strengthen and advance the historic preservation movement throughout the state and in their local communities. Most importantly, they also encourage inclusive participation from all stakeholders in the Plan's implementation, whether as preservation professionals and leaders of organizations or local advocates and interested individuals. Working collectively and collaboratively, stakeholders can realize a vision of a robust and successful future for historic preservation.

The Plan's key planning themes and priorities include:

**THEME #1****Engaging the Public and Promoting Preservation's Benefits**

A clear priority for Texas preservationists is fostering an increased awareness among the general public of historic preservation's varied benefits. For many Texas preservationists, historic preservation is not just about memorializing the past; it concerns the important places and cultural spaces that invigorate and enliven communities. Stakeholders point to an urgent need to engage and inform local policymakers and others regarding the positive contributions historic preservation has on community vitality. Communicating preservation's benefits to wider audiences, especially those that have not participated in the preservation movement before, can also help create new coalitions of advocates who share the belief in preservation's power to transform lives and communities.

**THEME #2****Identifying and Preserving Historic and Cultural Resources**

Sound statewide and local preservation planning must involve continuing efforts to identify and document important historic and cultural resources. Survey and inventory initiatives help to recognize significant buildings, districts, and places worthy of preservation and planning for long-term stewardship. Comprehensive surveys contain information useful for historic context development, identification of properties potentially eligible for the National Register of Historic Places (NRHP), and conducting regulatory reviews that consider adverse impacts on historic and cultural resources, among others. Such efforts often foster interest in local history, the designation of historic properties, and the reinvestment in buildings and places that support increased tourism and the revitalization of districts and neighborhoods.

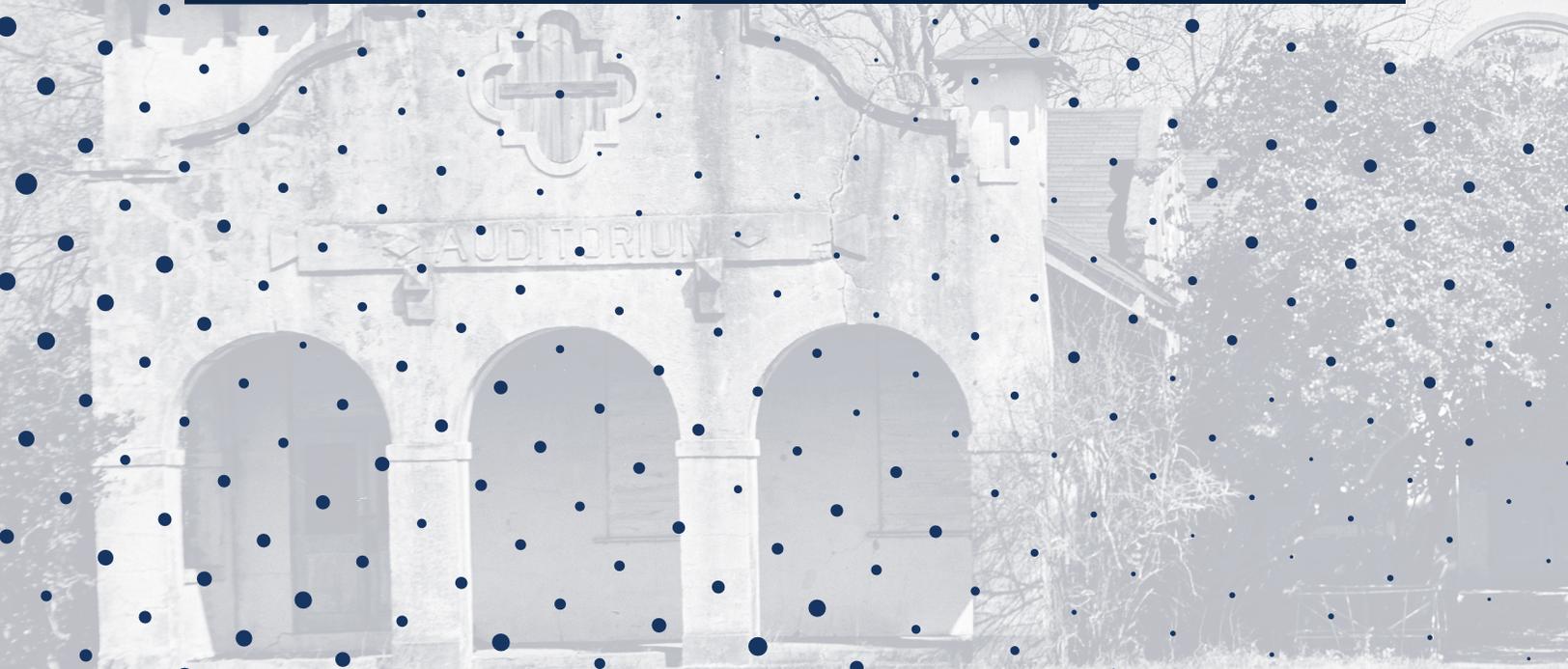
During this planning process, Texans regarded many historic and cultural resources—battlefields, cemeteries, archeological sites, African American neighborhoods, ranches, Midcentury modern buildings, roadway motels, gas stations, museum archival collections, and more—as critical preservation assets to their communities. Stakeholders also valued intangible heritage such as local festivals, cuisines, oral histories, folklore, artifacts, and traditional craftsmanship as essential elements to understanding the broad and profound sweep of Texas history and culture. Together, this intangible heritage along with historic landmarks, districts, and sites contribute to places and landscapes of special meaning to Texans. Raising awareness of such places can serve as the starting point for more practical and proactive preservation efforts.

**THEME #3****Revitalizing and Sustaining Local Communities**

Historic preservation contributes significantly to the economic and social vibrancy of Texas communities. Building rehabilitation projects continue to underpin the revitalization of traditional commercial districts across the state while heritage tourism boosts local tax revenues and enhances historic sites and community amenities. Such efforts also sustain local cultural traditions and practices that help build social ties and bind communities together. However, the preservation needs of Texas communities are different from region to region as disinvestment in smaller rural towns and development pressures in the state's rapidly urbanizing areas present distinct challenges and threats. In addition, while Texas communities weathered the impacts of the COVID-19 pandemic in differing ways, the pandemic made it more imperative for communities, and preservation partners to be more responsive to current issues and emerging trends that impact preservation efforts in Texas.

**THEME #4****Planning for Disaster Resilience**

Natural disasters threaten immense economic, social, and environmental costs in Texas communities. In recent years, Texas communities have seen hurricanes, tornadoes, drought, brush fires, and ice storms impact the state's heritage in one form or another. Their increasing prevalence makes historic and cultural resources especially vulnerable. Going forward, preparing for future disaster events should begin with an understanding of what resources and places are vulnerable and then, with the conscientious collaboration between preservation partners and local governments, the creation of effective disaster resilience plans. Such plans can help communities enhance their capacity to respond to disasters when they occur while protecting historic and cultural resources from loss.



**THEME #5**

### **Advancing Preservation Practice and Broadening Participation**

Across Texas, various preservation partners provide the capacity and expertise for advancing preservation practice in the state. These include county historical commissions, Main Street programs, advocacy organizations, archeology stewards, Certified Local Governments, tribal groups, historic sites, and many others. Preservation partners also face both challenges and opportunities in expanding the network of people participating in preservation initiatives, from nurturing a new generation of advocates and professionals to harnessing the potential of digital technologies that engage new audiences. Developing new revenue streams that sustain and build on preservation programs and efforts is a high priority for most nonprofit preservation partners. Enhancing partner capabilities that help create innovative programming and services and involve new partners, some nontraditional to preservation work, is key to strengthening preservation practice in Texas.

**THEME #6**

### **Telling the Diverse Stories of Texas**

Texas history encompasses many facets and dimensions, including the compelling narratives of the diverse peoples and communities. This diversity and cultural make-up continue to contribute to the energy and dynamism of Texas communities. While Texas' history and that of the nation is that of continual progress, often commemorated and remembered in landmarks and historic districts, overlooked and undiscovered places and stories can also tell a more complete accounting of the Texas experience. Preservationists throughout the state have substantial roles to play in unveiling these stories and conveying a more complete understanding of the past as reflected in its places and people.



# STATEWIDE HISTORIC PRESERVATION PLANNING

Historic preservation planning is the process whereby communities make well-considered decisions regarding the future of historic and cultural resources. Such decisions come in the form of specific goals and initiatives that involve several partners and stakeholders in their implementation. While local communities may conduct preservation planning as part of their land use and community development decision-making framework, statewide historic preservation plans take a more encompassing look at the issues impacting preservation both statewide and locally while also establishing clear priorities for action. Creating the statewide historic preservation plan is the responsibility of the State Historic Preservation Office (SHPO) as mandated by the National Historic Preservation Act, passed by the U.S. Congress in 1966 and supported financially by the National Historic Preservation Fund, a source of funding for states, Tribes, educational institutions, nonprofit organizations, and local governments. In Texas, the Texas Historical Commission serves as the State Historic Preservation Office while the National Park Service, U.S. Department of the Interior, works with the SHPOs to administer and fulfill the expectations and requirements of the statewide historic preservation planning program. Each statewide plan must, at a minimum, contain the following elements:



- An assessment and summary of the current preservation issues, trends, and opportunities facing the state and its historic and cultural resources.
- Policies, goals, and strategies that describe the full range of state and local actions needed for addressing critical priorities and enhancing preservation practice.
- An energetic and comprehensive engagement program that captures the ideas, perspectives, and needs of preservation stakeholders and advocates across the state.
- A stated timeframe for statewide plan implementation and the next scheduled review and revision.
- A bibliography of information and data resources used in preparing the statewide plan.

While a particular emphasis of the Plan is the identification, documentation, and protection of important historic and cultural resources, as required for all SHPOs, a meaningful, effective plan must also explore the emerging trends and concerns that can make preservation an essential element of community vitality and resiliency. In that light, the Plan seeks to support the efforts of preservation partners to educate stakeholders, diversify the audience, secure new resources, and forge new partnerships that lead to the preservation of the state's resources.

The THC undertakes and manages the statewide planning process on a ten-year cycle with updates every five years. This Plan will have a ten-year time horizon from 2022 to 2032. In addition, the THC received a supplemental grant from the Historic Preservation Fund to assess disaster-related threats to the state's historic and cultural resources and to produce

two disaster resilience handbooks, the *Best Practice Guide to Local Government Planning* and *Historic Property Owners Handbook*. The assessment serves as Appendix A to this Plan with a synopsis incorporated in Chapter 3: The State of Historic Preservation in Texas.

## PAST PLANNING GOALS AND ACCOMPLISHMENTS

Prepared in 2010 and updated in 2016, *Preservation Connection—Texas' Statewide Historic Preservation Plan, 2011-2020*, presented eight planning goals:

- **Goal 1: Survey and Online Inventory**—Undertake a comprehensive survey of the state's diverse historic and cultural resources resulting in a publicly accessible online inventory.
- **Goal 2: Emphasize Cultural Landscapes**—Identify, protect, and interpret cultural landscapes at the local community level.
- **Goal 3: Implement Policies and Incentives**—Implement new preservation policies and incentives to effectively protect historic and cultural assets in cities and counties, and with state and federal agencies and tribal entities.
- **Goal 4: Leverage Economic Development Tools**—Leverage preservation-based and traditional economic development tools to revitalize historic areas and communities.
- **Goal 5: Learn and Experience History Through Place**—Learn and experience the state's diverse history through formal education, recreation, and everyday interactions with historic places for all Texas residents and guests of all ages.
- **Goal 6: Connect Preservation to Related Fields**—Connect and integrate preservation into related fields and activities, building a broader, stronger, and more diverse preservation community.
- **Goal 7: Cultivate Political Commitment**—Cultivate political commitment to historic preservation at the state and local levels.
- **Goal 8: Build Capacity of Preservation Community**—Develop the organizational capacity of the existing preservation community to strengthen and expand preservation skills.

BARRINGTON PLANTATION STATE HISTORIC SITE, WASHINGTON



Since the 2011-2020 Plan's development, local communities, preservation partners, the THC, and other state agencies worked together to achieve the following accomplishments:

- Updated the THC Historic Sites Atlas with technology enhancements and additional survey inventories.
- Created a new historic resources survey packet and survey template for use in community historic resources surveys.
- Developed website information resources for cultural landscape preservation.
- Established the Texas Historic Preservation Tax Credit Program in 2013.
- Nominated 193 properties and places to the National Register of Historic Places from 2016 to 2020.
- Designated 49 new State Antiquities Landmarks and 194 Historic Texas Cemeteries from 2016 to 2020.
- Updated an economic impact study on historic preservation in Texas.
- Created web-based history curricula for major Texas ethnic and racial groups.
- Designated four communities and one county as Certified Local Governments since the adoption of the 2011-2020 Plan.

### **ROCKPORT: STRENGTH, VITALITY, AND RESILIENCE PLANNING**

On August 25, 2017, Hurricane Harvey made landfall at Rockport, Texas, causing severe damage to the community's infrastructure, businesses, and housing stock with its 130-mile-per-hour winds. Despite the widespread devastation wrought by the hurricane, two of the community's most important historic places, the T.H. Mathis House and the Hoopes-Smith House, both listed in the National Register of Historic Places and designated Recorded Texas Historic Landmarks, remained unscathed. However, to plan for a more resilient future—one in which coastal flooding and storm surges will continue to pose substantial hazards to the downtown district and neighborhoods—the City of Rockport requested the assistance of the American Institute of Certified Planners (AICP) to prepare a resilience plan for the community. Completed in 2020, the resilience plan provides several short- and long-term disaster preparedness strategies, including floodproofing buildings, conducting drainage system studies and improvements, and dedicating additional land for stormwater drainage and management. The resilience plan also recommended establishing a local tax increment financing zone for underwriting building floodproofing and the formation of a Main Street program to facilitate the economic resilience of the historic downtown commercial district.

# PLAN METHODOLOGY AND PLANNING PROCESS

Creating a statewide historic preservation plan that reflects the desires and aspirations of preservation partners and stakeholders requires an energetic and transparent planning process and approach, consisting of multiple avenues of interaction and conversation with the state's preservation community, an assessment of preservation issues and trends, and the collective creation of preservation goals and strategies. In September 2021, the THC and statewide preservation partners embarked on the first phase of the planning process, the State of the State, incorporating a dynamic community engagement program of on-site regional workshops, stakeholder listening sessions, and digital town hall forums encompassing a range of statewide preservation planning issues, including a focus on disaster resilience. The first phase then culminated in the launch of the Statewide Historic Preservation Survey, an analysis and assessment of preservation issues and action opportunities, and then the release of the Draft Plan in August 2022.

The second phase from August to December 2022 included a second round of listening sessions and community engagement activities designed to garner feedback and comments from preservation stakeholders on Draft Plan goals and objectives. The additional insight helped adjust and modify goals and objective statements to align with a general vision for the preservation future and added clearer implementation steps and measurements for implementation progress. The THC completed the Final Plan in December 2022. An internal SWP Committee of THC staff and leadership coordinated and managed the statewide planning process. The Texas Historical Commission reviewed the progress of the planning process quarterly.

## ABILENE REGIONAL WORKSHOP





## CHAPTER 2

# STAKEHOLDER ENGAGEMENT— THE STATE SPEAKS

To garner support and participation from Texans across the state, the THC organized and conducted a comprehensive community engagement program aimed at establishing a dialogue with stakeholders regarding preservation issues and priorities. The engagement program also had four main objectives: ensure transparency and mutual trust in the dialogue, provide background information on preservation trends, discuss and determine the key issues, and motivate stakeholders to move along the spectrum of participation from passive to more active involvement and advocacy. Community engagement should bring people together to converse, decide, and then move forward.

Texas preservation stakeholders are advocates, agencies, elected officials and decision-makers, nonprofit organizations, preservation professionals, and property owners and residents who will be key implementation partners.



Such partners have access to knowledge, ideas, financial resources, and networks of other individuals and institutions, which when leveraged successfully, can also broaden participation in statewide and local preservation efforts.

In summary, the engagement program for the first phase of the planning process included:



**Plan Website**—a dedicated website designed as a public portal for information regarding the planning process and stakeholder participation opportunities.



**Quick Poll**—consisting of four questions and launched on the project website, the Quick Poll gathered initial stakeholder feedback and data on important statewide preservation planning issues.



**Stakeholder Listening Sessions**—five stakeholder listening sessions conducted online covering topics and issues related to disaster preparedness, the THC's mission and identity, and the needs of local preservation-related nonprofit organizations. The sessions drew 259 participants.



**Digital Town Halls**—eight digital town halls devoted to statewide preservation planning issues and discussion of the impacts of Hurricane Harvey and other natural disasters on the state's historic and cultural resources. The town halls attracted 436 registrants.



**Regional Workshops**—eight regional workshops held in Abilene, Amarillo, Austin, Galveston, Laredo, Marathon, McKinney, and Nacogdoches. The workshops drew 378 attendees.



**Statewide Historic Preservation Survey**—posted for four weeks to the project website, the survey collected more than 2,500 responses from Texans across the state.

Before the engagement work, the THC prepared a community engagement plan outlining the schedule of specific activities and events and targeted stakeholder groups for outreach and communication efforts. The plan ensured a tailored, customized process that maximized diverse stakeholder participation using several methods. This approach was necessary and exceedingly helpful given the state's expansive geography, the breadth of stakeholder interest in preservation across Texas, and the ongoing uncertainties of the COVID-19 pandemic on public participation. The use of digital technologies for town halls and listening sessions made the planning process more accessible to the public.

## PLAN WEBSITE

The THC employed the use of a special digital platform to serve as the primary online access point for information regarding the planning process. Unlike many project websites, the platform integrated several additional engagement capabilities, including surveys and polling, question and answer tools, and online mapping and storytelling functions. Special webpage tabs, formatted with the Plan's brand design, allowed visitors to register and access the schedule and content of town halls and regional workshops, draft planning documents and deliverables, the Quick Poll, and the Statewide Historic Preservation Survey

as well as other information regarding the planning process. A registration function provided an option for website visitors to receive direct email notifications of upcoming meetings and events.

## ONLINE STAKEHOLDER LISTENING SESSIONS

To help gain insight into disaster resilience and statewide preservation planning issues while addressing barriers to participation posed by distance and time, the THC conducted five online listening sessions from October 2021 to March 2022 with key federal, state, and local partners in addition to THC staff and the general public. The first two sessions involved THC staff and representatives from FEMA, the USDA, USHUD, NASA, NPS, TxDOT, TPWD, and the NTHP, focusing discussion on disaster resilience and lessons learned from recent natural disasters, including the 2016 Tax Day flood in the Austin region, Hurricane Harvey in 2017, and the 2021 winter storm that caused widespread power outages and damage.

Session participants acknowledged that flooding, drought, fire, erosion, and climate change are all highly significant threats to historic, archeological, and cultural resources throughout the state. Artifact collections are especially at risk given that many museums lack sufficient insurance and funding for modern archival practices. Stakeholders considered several disaster preparedness needs and opportunities, such as providing property owners with toolkits for adaptation techniques, streamlining approval processes for selecting debris collection sites post-disaster, and helping local communities prepare mitigation plans and adaptation design guidelines for historic resources.

Dedicated solely to statewide preservation planning issues, the third listening session collected feedback and perspectives from THC staff as well as the Friends of the Texas Historical Commission, the THC's nonprofit philanthropic entity, concerning current and emerging trends impacting preservation practice across the state. Prime among these issues are recent state legislative actions limiting the ability of local governments to designate local properties and districts, the intense growth and development pressures in urban areas threatening resources in traditional downtowns and neighborhoods, and the heightened perception around the state that historic preservation exacerbates the state's affordable housing crisis. The COVID-19 pandemic also impacted volunteer participation in THC programs and for local nonprofit partners. In terms of positive trends and opportunities, there has been a steady number of National Register listings, spurred by federal and state historic preservation tax credit projects and increased public interest in the heritage of underrepresented communities, especially the stories of Texas freedom colonies.

The fourth listening session, open to the general public's participation, focused on reviewing and understanding the THC's mission, programs, and opportunities to influence preservation practice in Texas, particularly as it pertains to implementing the new Statewide Historic

Community **awareness and education** is one of the biggest struggles we face. Without that, we often don't have the support we need to achieve big preservation goals. It is also vital to **train local communities and local organizations** on how to fund raise, who to approach, and when to do so.

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STAKEHOLDER COMMENT

Preservation Plan. Key stakeholder responses and comments take account of the need to offer more resources and assistance for neighborhood preservation efforts, especially in cities experiencing high growth, stronger messaging and educational efforts at all levels recognizing climate resilience and historic preservation are not mutually exclusive aims for communities, and greater collaboration with other state agencies, such as Humanities Texas, the Texas Commission on the Arts, the Texas State Library and Archives Commission, and the Texas Film Commission, on promoting richer history curricula in local schools. The session concluded with participants agreeing that the THC's core mission remains relevant to the scope and breadth of current trends and preservation planning issues.

The fifth and final listening session invited the state's nonprofit preservation partners, including county historical commissions and museums, Main Street programs, tourism entities, and advocacy groups to discuss issues and trends particular to their work. Securing operational funding and engaging younger generations emerged as common concerns for nonprofits attending the session, along with increasing staff workloads and volunteer shortages as significant constraints to enhancing organizational programming. The COVID-19 pandemic had varying impacts as some partners transitioned programming and content to online platforms while others postponed capital improvements and facility upgrades.

## REGIONAL WORKSHOPS

Eight regional workshops conducted around the state offered opportunities for Texans to learn about and discover the impact and results of historic preservation efforts in regions and local communities and to participate in workshop exercises designed to gather valuable insight and feedback on preservation planning priorities. Just as important, workshops offered participants time for reconnecting and face-to-face interaction with fellow preservation advocates, interested individuals, and THC staff. The THC organized and facilitated the regional workshops between November 2021 and March 2022.

Each workshop featured a short introductory session presenting an overview of the statewide preservation planning process, together with a preservation success story by a local partner organization, with the remaining time devoted to an open house incorporating 40 exhibit boards and interactive exercises. Using a combination of written text and infographics, the exhibit boards displayed information regarding the state's heritage assets and THC programs, including designated historic resources, state historic sites, and tourism trails, and the Texas Archeological Stewardship Network and the Texas Historic Courthouse Preservation programs. Other boards presented a series of "fast facts" on historic preservation's economic impacts generated from federal and state historic preservation tax credits,



Main Street communities, Certified Local Governments, and cumulative investments in the THC's Heritage Tourism programs. Each exhibit board contained a question box inviting attendees to suggest their "big ideas," using sticky notes, for enhancing related THC programs and preservation initiatives. One question box encouraged participants to prioritize the allocation of future CLG funding grants—whether for local preservation plans, architectural and historical surveys, design guidelines, or updating local historic preservation ordinances.

In addition to these exhibits, there were five interactive exercise exhibit boards, one inviting participants to map disaster-related events or high-risk areas and local and regional historic resources worthy of preservation, a second describing 16 preservation planning priorities where attendees voted for their top choices using "Texas dollars," and a third where attendees voted to rank which historic resource types and places should receive priority attention in local disaster preparedness planning, such as older neighborhoods, traditional downtown districts, or historic landscapes. The fourth and fifth exercises encouraged attendees to write and post local preservation success stories along with their vision for the future of historic preservation in Texas. While the responses and results of each workshop reflected different regional concerns and issues, increasing regional tourism, expanding revenue sources, and promoting the benefits of historic preservation to the broader public emerged as the top planning priorities. Historic schools, city halls, bridges and railroads, and neighborhoods were the top priority resources for local disaster resilience planning.

## Key preservation planning priorities:



Increasing regional tourism



Expanding revenue sources for preservation



Promoting the benefits of historic preservation to the broader public

## Key historic resources worth preserving:



Historic Schools



City Halls



Bridges + Railroads



Neighborhoods

## DIGITAL TOWN HALLS

Between December 2021 and April 2022, the THC presented eight digital town halls to garner stakeholder insights and perspectives related to disaster preparedness and specific topics in state and local preservation practice. Conducted using the Zoom platform and facilitated with a short presentation consisting of key discussion and poll questions, the first four town halls focused on the impacts of Hurricane Harvey and other recent natural disasters on local communities and the needs of local governments and property owners in mitigating and preparing for future disaster events. The fourth town hall on disaster-related risks to historic and cultural resources offered a brief overview of the projected vulnerabilities of the state's historic and cultural resources to future disasters, citing the projected increase of more intense and extreme rain and tropical storm events along with more urban flooding and extensive fire outbreaks due to changing weather patterns. Town

hall participants cited the need for more advanced local warning systems and educational materials to prepare and adapt for extreme weather events. Others suggested the creation of information toolkits for recovering personal artifacts and photographic collections after an event as an important priority.

The second set of town halls centered on four key preservation topics related to expanding revenue and financing streams for local preservation initiatives, underrepresented communities in historic preservation, leveraging the benefits of preservation for economic and community development, and cultivating youth and younger generations in the preservation movement. The THC-SWP Committee selected the topics after reviewing the results of a Quick Poll conducted in October 2021 and early stakeholder feedback received from the first regional workshops held in McKinney and Amarillo in December. As part of the town halls, participants answered poll questions and discussed local initiatives, barriers, and opportunities related to each topic. Most stakeholders agreed that each topic represents important preservation priorities for the state.

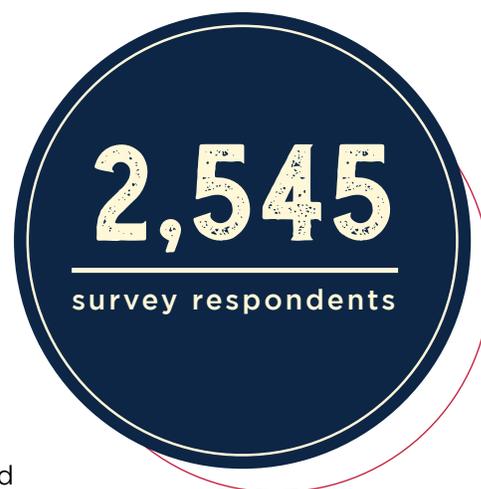
## TRIBAL CONSULTATION

All land in the State of Texas was once Native territory. Currently, Texas has three federally recognized tribes—the Alabama-Coushatta Tribe, the Kickapoo Traditional Tribe, and the Ysleta del Sur Pueblo—although 29 federally recognized tribes maintain connections to what is now known as Texas. Each of these 29 federally recognized tribes is an important preservation partner. Informal consultation with tribes began in October 2021. While invited to attend the public in-person and virtual listening sessions, tribal listening sessions began in April 2022.

The THC conducted the virtual conference calls with the goal of incorporating the knowledge and concerns of the state's Indigenous communities into the Plan. During these calls, tribal representatives expressed concerns regarding the public accessing knowledge of sacred place locations and the potential for exploitation, looting, and vandalism, especially as Texas has no state-level protection for sacred sites on non-federal land or state-level protection for sites on private lands. Other areas of concern include site erosion, flooding, mowing, and controlled burns by state and federal agencies, and construction that impedes landscape viewsheds, sacred sites, and other traditional cultural places. The continued use of Native American names in mascots in Texas schools also remains an ongoing issue.

## STATEWIDE HISTORIC PRESERVATION SURVEY

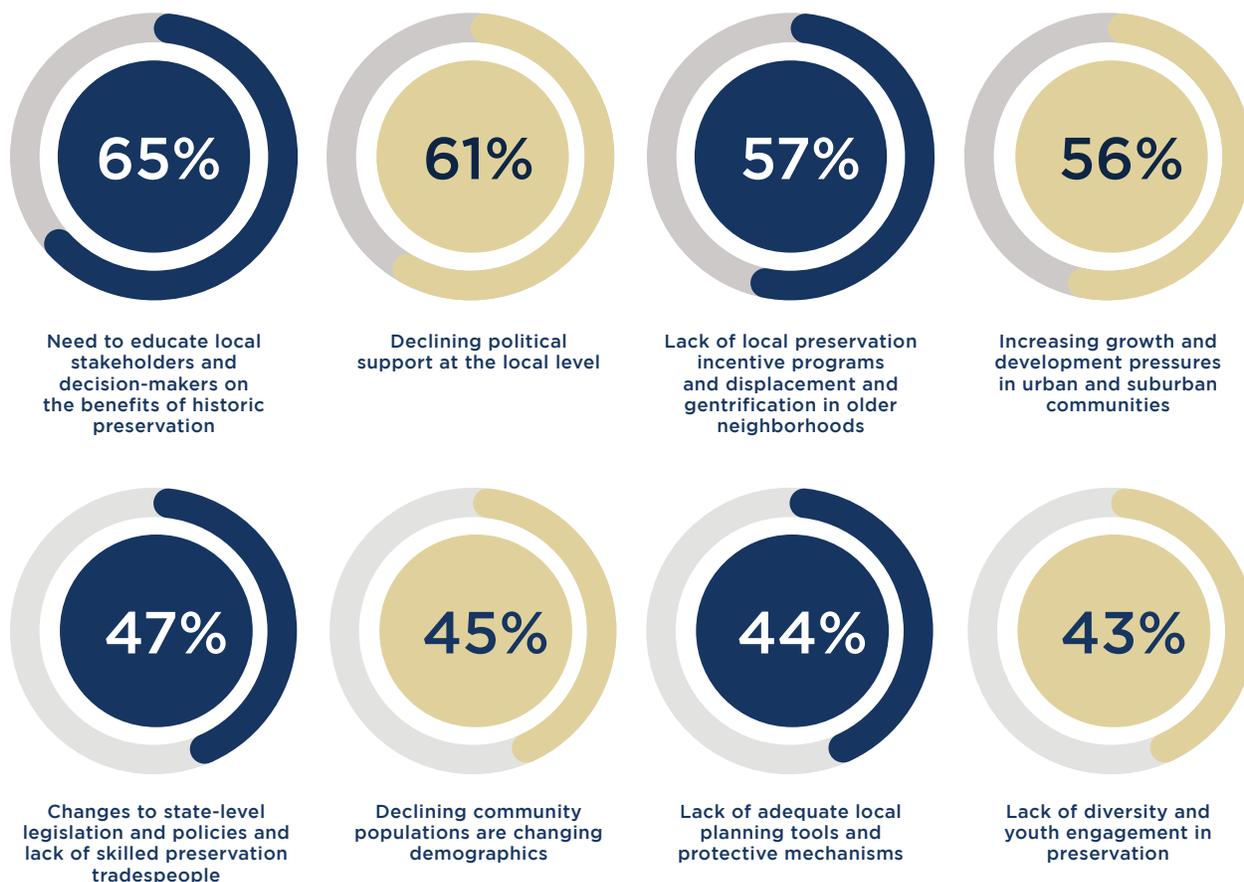
As an integral element of the statewide stakeholder engagement program, the THC prepared and launched the statewide historic preservation survey consisting of 17 open- and closed-ended questions organized around seven categories: historic resources, key preservation issues and trends, future planning priorities, disaster resilience, THC programs, and survey respondent demographics. The question selection ensured there were sufficient qualitative narratives to support the quantitative findings, in particular regarding threatened historic resources, planning priorities, and disaster resilience needs. Hosted on the project website and marketed to the general public through a five-week social media and email campaign, the survey collected 2,545 responses. The survey concluded on April 1, 2022.



Key survey findings include:

- Preserving cemeteries, battlefields, historic parks, intangible cultural resources, and archival collections is highly important.
- Planning priorities for the next ten years include local preservation planning, a new statewide financial assistance program for historic preservation, and educational workshops and training.
- Declining local political support, gentrification, and displacement in older neighborhoods and increasing growth and development pressures in Texas' urban areas are significant trends impacting historic preservation statewide.
- A resource list of publications and online toolkits for disaster preparedness and a recovery triage team knowledgeable in historic rehabilitation and disaster assessments would be helpful tools in disaster recovery.
- All levels of government, from federal to local emergency management personnel, have critical roles to play in mitigating disaster impacts on historic and cultural resources.

What trends or factors impact historic and cultural resources the most?



## Threatened Resources

What types of historic and cultural resources are important to preserve?



Archival collections and artifacts



Parks



Cemeteries



Intangible resources, oral traditions, folklore, cultural spaces



Battlefields



Courthouses, city halls, and library buildings



Archeological resources, mounds, acequias, etc



Public monuments and sculptures



Resources of underrepresented communities



Historic housing and neighborhoods



Ranches and rural landscapes



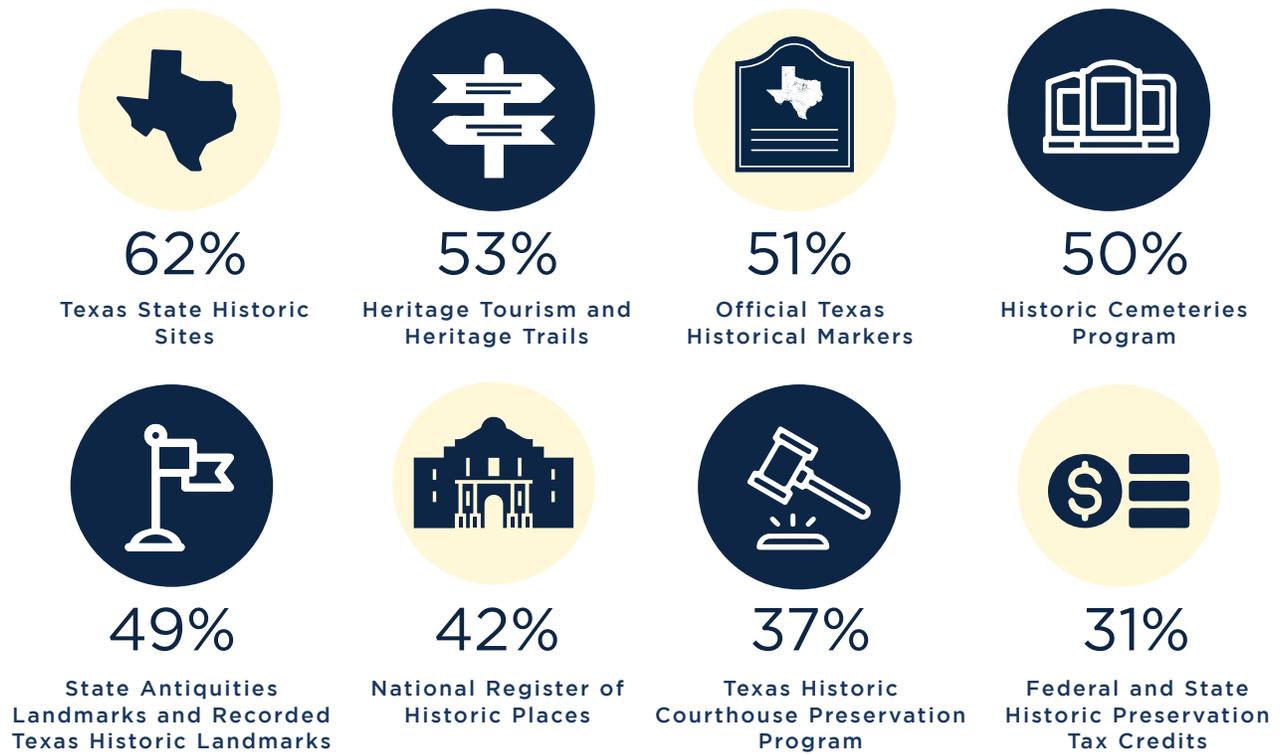
Main Street commercial districts

What assistance could help you or your community's historic resources prepare for or recover after a natural disaster?

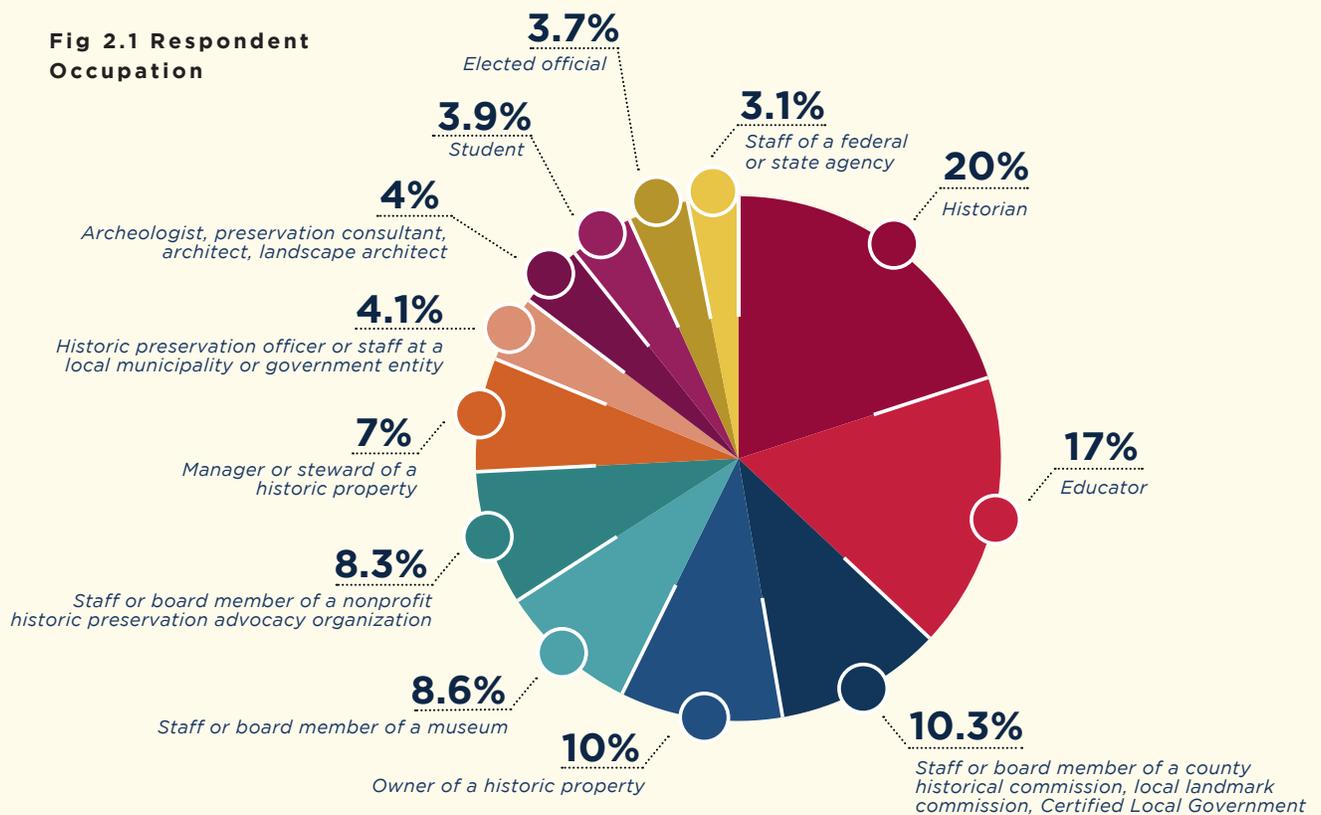
50%

Information on how to prepare historic properties for imminent disasters through emergency warning apps and disaster risk assessments for historic districts and individual properties.

### Which THC administered programs are of most value to you?



**Fig 2.1 Respondent Occupation**



## Sample quotes from survey respondents:

I'd just like to emphasize the need for **highlighting Native American resources**. I've lived in Texas for 8 years, and have hardly seen or heard much about the Native American heritage.

We should preserve **Native American ancestry**, first families of the Republic of Texas, genealogy resources.

---

STAKEHOLDER COMMENT

THC should have ongoing **Topical Oral History projects** with dedicated and in-person interviews, archival mining, and conveying importance for saving and gifting correspondence or photographs of times past to local repositories. **Photograph albums are like graphic novels**.

---

STAKEHOLDER COMMENT

There are some historic **resources that are buried**, but can be identified by older generations. The **original well in Arlington, TX** was located at the site of the old main library. When the new library was built, the well's marker was no longer visible. There used to be **wagon trails** going through a park in **Hurst, TX** that we used to walk on when we were younger, but are no longer there.

---

STAKEHOLDER COMMENT

What we do now will significantly protect Texas history and **preserve it for future generations**. It's important to convey the facts of Texas history. I'd like it to be easier for people to find out about their **Texas roots and genealogy**. With today's **technology**, we can provide wayfinding and signage with **QR codes** adjacent to historic sites, among other historic resources, and easily share with younger generations.

---

STAKEHOLDER COMMENT

Preservation-related activities are not seen as a part of **economic development efforts**. I think there is a perception in local leadership and the public that museums, landmarks, etc. are a money pit, rather than something that can add economic value to communities.

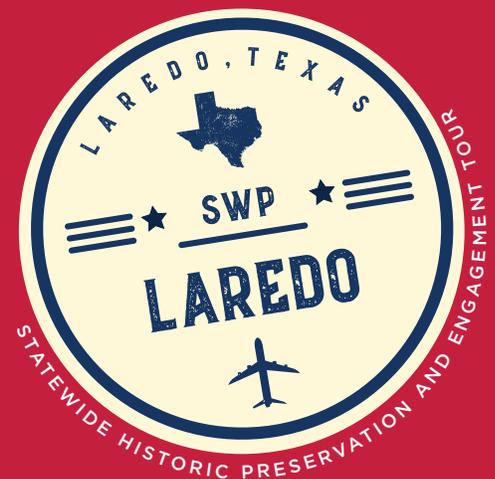
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STAKEHOLDER COMMENT

## CHAPTER 3

# THE STATE OF HISTORIC PRESERVATION IN TEXAS

The preservation and stewardship of historic and cultural resources in Texas occurs within a framework of policies, legislation, and programs that enable both public and private actions, such as building owners and developers investing in adaptive use projects in traditional downtowns, or local governments adopting mechanisms and ordinances to ensure the long-term protection and management of local heritage. Such actions generate numerous positive impacts for Texas communities, adding to their local quality of life, economic resilience, authenticity, and sense of place. This chapter describes the preservation framework in Texas, the tools and policies that help advance it, and preservation's impacts and benefits to the state. The chapter also includes a review of the state's historic and archeological resources inventory and a summary of the vulnerabilities of resources to future disaster events.



# TEXAS HISTORIC PRESERVATION PLANNING CONTEXT

Passed by the U.S. Congress in 1966, the National Historic Preservation Act serves as an established policy for federal preservation efforts, including the creation of State Historic Preservation Offices (SHPOs) and the National Register of Historic Places (NRHP). The SHPOs carry out the requirements and mandates of the NHPA in partnership with the National Park Service, U.S. Department of the Interior, the federal agency tasked with administering federal preservation activities, including the identification of historic and cultural resources significant to the nation. The Texas Historical Commission (THC) serves as the SHPO for the state. First established by state legislation in 1953 as the Texas State Historical Survey Committee, the THC operates under Texas Government Code, Chapter 442, vesting the 15-member Commission with powers and authority to “... *provide leadership and coordinate services in the field of archeological and historic preservation*” (Sec. 442.003).

## Local Preservation Planning

The State of Texas does not require local counties and communities to adopt general plans governing land use and historic preservation as specific general plan elements. However, Section 213 of the Texas Local Government Code permits local communities and cities to prepare and adopt a general plan with specific elements for land use, transportation, and public facilities. Although Section 213 does not explicitly mandate local governments to develop a historic preservation component to the general plan, counties and municipalities may “*prepare other plans, policies, or strategies as required*” (Sec. 213.004). Therefore, local governments may adopt historic preservation plans to guide local policy and decision-making regarding the management of historic and cultural resources.

Section 211 of the Texas Local Government Code permits communities to adopt and implement zoning mechanisms that protect and preserve places “... *of historical, cultural, or architectural importance and significance*” (Sec. 2011.001). While most CLGs and other communities have clear, established legal procedures for designating local landmarks and districts through local zoning, Senate Bill 1585, passed by the Texas Legislature in 2021, now requires local historic preservation commissions and governing bodies to have a 75 percent supermajority to approve the inclusion of individual properties within a local historic district. In addition to these, Section 11.24 of the Texas Local Government Code allows counties and municipalities to offer property tax exemptions and abatements for the preservation and rehabilitation of designated historic buildings and archeological sites.

## Texas Historical Commission

The THC manages several programs as core responsibilities mandated by the NHPA and others created over time to address the evolving needs of the state’s historic preservation efforts. These core responsibilities include:

- **National Register of Historic Places.** The NRHP is this nation’s official list of buildings, structures, sites, districts, and objects worthy of recognition and preservation. This federal program is administered in Texas in coordination with the National Park Service and helps to identify historic properties in the state significant for their association with events or people, for design or method of construction, or those with the potential to yield archeological information. The National Register establishes standards and criteria for evaluating historic properties and serves as the foundation of all federal preservation

programs. The Commission provides guidance on the preparation of National Register nominations for properties and districts deemed eligible for listing.

- **Certified Local Governments.** In 1980, the U.S. Congress amended the NHPA to establish the Certified Local Government program, which encourages counties and communities to create local preservation programs and to participate in statewide preservation planning activities. The THC manages the CLG program in partnership with the National Park Service. To become a Texas CLG, a local county or community must adopt a certified historic preservation ordinance establishing a historic preservation commission and an ongoing program of resource surveys. Local CLGs also have opportunities to apply for CLG grants that underwrite preservation planning initiatives, such as conducting survey projects, preparing National Register nominations, creating a community historic preservation plan, or drafting historic district design guidelines. There are currently 75 CLGs in Texas, 60 local communities and 15 counties. Since 2016, the THC has allocated \$460,800 in CLG pass-through grant monies from the NPS to local CLG communities.
- **Survey and Documentation.** Comprehensive survey and documentation efforts in cities and counties across Texas help to identify historic and cultural resources that may be significant and potentially eligible for designation. The THC provides guidance to communities on organizing and conducting survey projects, including those funded through CLG grants.
- **Section 106 Consultation.** Another mandated responsibility is the administration of the NHPA's Section 106 review process for protecting historic and archeological resources from federally funded, licensed, or permitted agency projects. The review process determines whether such projects may adversely affect historic and cultural resources—those eligible or already listed in the National Register—and potential courses of action to avoid, minimize, or mitigate such impacts. A Memorandum of Agreement or Programmatic Agreement between an agency and the SHPO authorizes and codifies accepted mitigation actions.
- **Historic Preservation Tax Credit Programs.** Passed by the U.S. Congress under the Tax Reform Act of 1976, the Historic Preservation Tax Credit Program provides owners of income-producing historic properties a 20 percent federal income tax credit for qualified rehabilitation project costs. Eligible properties must be listed in the National Register or be eligible for National Register listing to apply for the program. Projects must follow the Secretary of the Interior's Standards for Rehabilitation. Commission staff review applications and provide consultations for property owners or developers seeking application approval. The THC also manages, with the Texas Comptroller of Public Accounts, the Texas Historic Preservation Tax Credit, established in 2013 under Texas House Bill 500. The Texas Historic Preservation Tax Credit Program offers a 25 percent credit that property owners and investors may use separately or in tandem with the federal program.



Unlike other SHPOs around the country that focus on core NHPA responsibilities, the THC manages other programs and initiatives that extend the scope and reach of the agency and its influence on preservation practice throughout the state. These programs include:

- **Texas Archeological Stewardship Network.** Established in 1984, the Texas Archeological Stewardship Network is a group of trained avocational archeologists who volunteer time to assist the THC archeology staff in finding, recording, and monitoring archeological sites across the state, including securing protective designations when needed and appropriate. Stewards assist with surveys and emergency excavations when a site is endangered. Stewards also conduct presentations and education programming in local schools, and they help organize activities and events for Texas Archeology Month in October. As of 2019, the program has assisted 1,100 landowners, organizations, and individuals with archeological resource management needs.
- **County Historical Commission Outreach Program.** Chapter 318 of the Texas Local Government Code permits county governments to establish county historical commissions for the purpose of initiating and conducting programs suggested by the commissioners court and the Texas Historical Commission for the preservation of the county's historic and cultural resources. The THC maintains an outreach program to aid CHCs in building organizational capacity to preserve and promote the historic and cultural resources that define Texas.
- **Heritage Tourism Program.** The THC's Heritage Tourism program supports the continued growth of the heritage travel industry through marketing and capacity-building efforts and the support of the Texas Heritage Trails Program, consisting of ten regional nonprofit organizations that facilitate local tourism activities within local communities. While not a physical trail, each region features museums, historic sites, courthouses, festivals, ghost towns, Main Street districts, and other attractions. Specific marketing initiatives include the Texas Time Travel website and mobile tours, the combined social media pages of the Texas Heritage Trails Program, and the distribution of the Texas Heritage Travel Guide. The program maintains active partnerships with the Texas Commission on the Arts, TPWD, TxDOT, and the Travel Texas program of the Office of the Governor, Economic Development and Tourism. Since 2018, Texas Heritage Trails has assisted more than 12,800 individuals in their travel planning.
- **Museum Services.** Texas is home to more than 1,000 museums that maintain exhibits, collections, and research on the tangible and intangible aspects of community history, serving as important vehicles for community outreach and education. The THC provides a robust set of resources, on-demand webinars, and consultation services on building capacities to meet professional standards in various aspects of museum operations, from exhibit display and collections care to disaster preparedness. The THC also provides regular email communications to museums on the latest research and trends in museum management and best practices.
- **Recorded Texas Historic Landmarks.** Recorded Texas Historic Landmarks are properties considered historically and architecturally significant to the State of Texas. The THC designates properties as RTHLs if they are at least 50 years old, have important architectural and historical merits, and retain a high level of design integrity. The THC reviews proposed alterations, additions, relocations, or demolitions of buildings designated as RTHLs.
- **State Antiquities Landmarks.** Designated under the Antiquities Code of Texas by the THC, State Antiquities Landmarks are historic and cultural resources of significant importance to the State of Texas. The Texas Legislature adopted the Code in 1969 amid concerns regarding treasure hunting on shipwrecks and public beaches, and other land resources. Under the Code, SALs receive legal protection and are subject to THC review. To be eligible for SAL designation, historic buildings and structures must retain a high level of integrity, be architecturally or historically significant, and be listed in the National Register individually or as a contributing resource in a National Register district. Archeological sites

must possess unique or rare attributes concerning Texas precontact history and consist of preserved archeological deposits and artifacts. Such sites may also be subject to vandalism and relic collecting.

- **State Historic Sites.** Ranging from Native American ceremonial mounds to grand Victorian-era mansions to sprawling frontier forts, the THC currently manages 34 state historic sites across the state as a way to preserve the unique tangible aspects of Texas history. The historic sites also possess more than 85,000 artifacts that help interpret each site's compelling story for visitors.
- **Texas Cemetery Preservation Program.** The THC designates burial grounds as Historic Texas Cemeteries to help protect them from encroachment and vandalism by recording boundaries in county deed records. The Texas Cemetery Preservation Program provides technical assistance to local groups to help inventory and officially record historic cemeteries in the state. Additionally, the THC recently created a digital map of county historical commissions' work in documenting and preserving local historic cemeteries. Presently, there are more than 2,000 HTCs across the state.
- **Texas Historic Courthouse Preservation Program.** Established in 1999 by the Texas Legislature, the Texas Historic Courthouse Preservation Program offers grant funds to more than 240 eligible courthouses across the state over 50 years in age for their long-term planning, repair, and restoration. Texas' historic courthouses, many dating back to the 19th century, are key community anchors and landmarks, many located in traditional Main Street districts. Since 1999, the program has underwritten \$271 million in historic courthouse preservation projects in 93 counties. From 2016 to 2021, the program helped support 42 projects and \$63 million in preservation investment in historic courthouses. The THC's Architecture Division administers the program.
- **Official Texas Historical Markers.** Official Texas Historical Markers recognize places, events, people, and organizations important to understanding the history and development of the state. These subject markers are educational in purpose. In 2008, the THC started collecting a \$100 application fee to help underwrite a special funding program intended to encourage the installation of new markers that document Texas' untold stories. In 2008, the THC began accepting nominations for this program. The OTHM program remains one of the most visible and popular programs of the THC with more than 17,000 markers around the state.
- **Texas Historic Roads and Highways Program.** Initiated in 2009 by the Texas Legislature, the Texas Historic Roads and Highways Program, administered by the THC and TxDOT, seeks to identify, document, and promote the state's historic roadways. In the effort to designate the first Historic State Highway—the Bankhead Highway, constructed in 1916—the THC and TxDOT prepared a statewide historic context statement for historic roadways, and conducted a resources survey and an interpretation program for the Bankhead Highway.
- **Texas Main Street Program.** Created in 1980 and one of the first statewide Main Street programs in the country, the Texas Main Street program provides technical support and expertise to local communities seeking to organize and implement a traditional commercial district revitalization program using the Main Street Approach™ developed by the National Trust for Historic Preservation. Architectural design, fundraising, business development, and organizational management consultations are just several of the technical services provided to local Main Street programs. Administered by the THC's Community Heritage Development Division, there are currently 90 participating Main Street communities across Texas.

Apart from these programs and services, the THC manages several other educational and funding programs aimed at addressing particular preservation needs around the state. Authorized in 1989 by the Texas Legislature, the **Texas Preservation Trust Fund** provides matching grants in support of projects that advance the preservation of the state's historic sites and places. Eligible projects include rehabilitation and preservation costs and expenses related to stabilizing and managing archeological sites, property acquisition, planning and documentation needs, and initiatives focused on heritage education. In 2019, the NPS awarded the THC a **Hurricane Harvey Emergency Supplemental Historic Preservation Fund Grant** to provide non-matching financial assistance to owners of buildings, sites, and cemeteries recovering from the damage inflicted by the hurricane or for initiatives that prepare communities for future disasters, such as historic preservation plans, historic resource surveys, or educational toolkits. Regarding cultural resource management needs, the THC's **Curatorial Facility Certification Program** helps museums and facilities meet current curatorial standards in the care of artifacts and collections, especially those originating from archeological investigations on non-federal lands. The Texas Antiquities Code designates the THC as the manager of such findings under Texas Antiquities Permits on non-federal public lands.

## TEXAS MAIN STREETS RESPOND TO THE COVID-19 PANDEMIC

With COVID-19 ravaging the economic health of so many downtown business districts in 2020, many local Main Street programs responded to the crisis with courage and ingenuity. Waxahachie, a Main Street community since 1983, helped underwrite the installation of 36 customized inspirational signs to help generate publicity for their downtown merchants during the early uncertain months of the pandemic. As a result, merchants reported higher sales for May 2020 than for the same month in 2019. In New Braunfels, a Main Street community since 1991, the City of New Braunfels and Downtown New Braunfels collaborated to establish an E-Commerce Assistance Grant Program, making \$2,000 grants available to businesses to enhance their online platforms and upgrade their point-of-sale technologies.



## Preservation Partners

Preservation practice in Texas cannot thrive and move forward without the involvement and participation of both public and private partner agencies and organizations. These include federal and state agencies related to agriculture, arts and culture, economic development and tourism, emergency management, the environment, housing and community development, and parks and wildlife. At the local level, CLGs, whether counties or municipalities, play critical roles in maintaining a system of historic and cultural resource documentation and inventory while also implementing the planning and zoning mechanisms necessary to protect them. Local governments may also adopt community plans and other zoning tools such as conservation districts to address the revitalization and management of traditional downtowns and neighborhoods or establish a formal Main Street program or neighborhood development corporation to accomplish the same ends. County historical commissions assist county commissioners courts and the THC in the preservation of Texas' historic and cultural resources. The commissions manage activities appropriate to county size and resources. Appointees consult with county officials and preservation partners to determine the CHC's body of work. Active CHCs provide a broad range of services to their communities including research and applications for historical designations, educational presentations, and events that celebrate local history.



Private nonprofit advocacy organizations, including Preservation Texas, and local counterparts, such as the San Antonio Conservation Society, Historic Tyler, and Preservation Dallas, among others, serve in a problem-solving capacity and advocate on local issues. Several offer technical and financing assistance, such as grant and loan programs. The Galveston Historical Foundation, for instance, operates a revolving fund for historic property rehabilitation in addition to its museum facilities and educational endeavors. Nonprofit organizations may also organize and manage survey and documentation initiatives.

A valuable nonprofit partner to the THC is the Friends of the Texas Historical Commission, incorporated in 1996 to help support THC programs and initiatives not funded through the state budget. The organization currently supports several activities, including the Preservation Scholars Program, the annual Real Places Conference, trainings, and webinars. It also collaborates with the THC's historic sites on the Friends Alliance Program, an initiative that encourages local volunteer support groups for the THC's individual historic sites across the state.

In addition to nonprofit organizations, universities and colleges may also collaborate with local communities on preservation initiatives in addition to their formal training and degree programs in historic preservation and related fields. In San Antonio, the University of Texas at San Antonio College of Architecture and San Antonio College organizes an annual service project in partnership with the local historic preservation office—STAR (Students Together Achieving Revitalization). The project gives volunteer architecture and construction science students hands-on opportunities, under the supervision of experienced contractors, to provide exterior repairs and maintenance services to property owners in historic districts.

The federally recognized tribes located in Texas and those that maintain connections to the state are also key preservation partners and play significant roles in the management of historic and cultural resources. The Alabama-Coushatta and the Ysleta del Sur Pueblo tribes in Texas both maintain Tribal Historic Preservation Offices. Tribes conduct various preservation efforts, including comprehensive surveys and documentation efforts, as well as Section 106 consultations and reviews of federally funded and permitted undertakings and their potential effects on tribal historic and cultural resources. Tribes also participate in consultation processes involving the Native American Graves and Repatriation Act of 1990 and the excavation or discovery of cultural items found on federal or tribal lands.



MONUMENT HILL STATE HISTORIC SITE, LA GRANGE

# KEY MILESTONES IN THE TEXAS HISTORIC PRESERVATION MOVEMENT

1876

**1876:** State of Texas constitution authorizes statewide preservation initiatives.

**1883:** Alamo purchased by the State of Texas, the state's first historic site.

**1924:** San Antonio Conservation Society founded, one of the first private community preservation organizations in the United States.

**1936:** Texas State Centennial Celebration in Dallas.

**1939:** San Antonio designates its first historic district, becoming the third major U.S. city to create a local district.

**1953:** Texas State Historical Survey Committee established.

**1956:** County historical survey committees formed to pursue local preservation activities.

1980

**1973:** Texas State Historical Survey Committee becomes the Texas Historical Commission.

**1969:** The Antiquities Code of Texas adopted by the State Legislature to protect all cultural resources, historic and precontact, within the State's public domain.

Office of the State Archeologist transferred to the Survey Committee to establish a statewide archeological program.

U.S. Department of the Interior makes its first grants-in-aid to states, including Texas.

**1966:** National Historic Preservation Act passed by the U.S. Congress establishing the National Register of Historic Places.

Fort Brown, San Jacinto Battleground, Palo Alto and Resaca de la Palma Battlefields, and the Espada Aqueduct and Mission San José in San Antonio become the first properties and sites listed in the National Register in Texas.

**1962:** First marker of the Official Texas Historical Marker Program placed at Camp Ford in Tyler.

**1980:** Amendment to the National Historic Preservation Act creates the Certified Local Government Program.

**1981:** Texas Main Street Program established by the THC.

**1984:** Texas Archeological Stewardship Network created.

**1985:** Preservation Texas founded, a statewide preservation organization.

**1989:** Texas Legislature creates the Texas Historic Preservation Trust Fund.

El Paso designated Texas' first CLG.

**1990:** Native American Graves and Repatriation Act passed by the U.S. Congress.

**1992:** Amendment of the National Historic Preservation Act to establish Tribal Historic Preservation Offices.

**1995:** Houston adopts its first historic preservation ordinance.

**1996:** Friends of the THC incorporated.

**1997:** Texas Heritage Trails program launched by the THC, based on 10 original scenic driving trails created by Governor John Connally in 1963.

1960

2018

**2017:** Hurricane Harvey makes landfall in Texas.

**2015:** San Antonio Missions designated as a World Heritage Site.

THC launches its first mobile app: African Americans in Texas.

**2013:** Texas Historic Preservation Tax Credit Program created under Senate Bill 500 with the THC accepting applications in 2015.

**2011:** The 82nd Texas Legislature reduces the budget of the THC by 50 percent, resulting in the loss of 47 staff positions.

**2010:** Section 711 of the Texas Health and Safety Code amended addressing the disposition of unmarked burials.

**2007:** Texas Legislature transfers 18 state historic sites from Texas Parks and Wildlife Department to the THC, approving a \$34 million bond to invest in improvements to them.

**1999:** Texas Historic Courthouse Preservation Program established by the Texas Legislature.

**1998:** THC and TARL launch the Texas Historic Sites Atlas.

**2019:** NPS awards the THC an Emergency Supplemental Historic Preservation Fund Grant to assist property owners impacted by Hurricane Harvey.

Texas Parks and Wildlife Department transfers nine historic sites to the THC, including San Jacinto Monument and Battlefield, first purchased by the state in 1897.

**2020:** Brown County becomes the latest Texas CLG.

TODAY

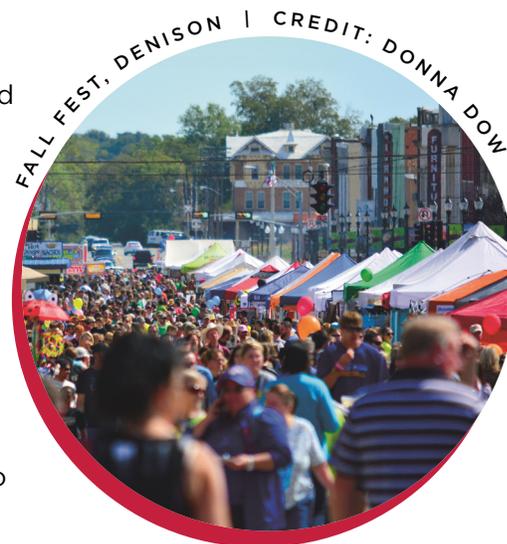
YSLETA MISSION, EL PASO | SOURCE: WIKIMEDIA

NEWTON COUNTY COURTHOUSE



## DEMOGRAPHIC, LAND USE, AND ECONOMIC TRENDS

Stakeholder feedback provided perspectives and background on the economic and land use trends impacting historic and cultural resources around the state. Stakeholder discussion often focused on the increasing development pressures on historic places in the state's fast-growing cities and metropolitan areas while rural counties continue to lose population and undergo profound change, placing greater risks on resources such as schools, city halls, churches, post offices, and traditional commercial districts. Ranches and farms, key features in the state's expansive rural landscapes, are also facing distinct challenges due to industry consolidation, water access issues, drought, and climate change. However, within this backdrop, there are also opportunities to capitalize on emerging trends that harness preservation's capacity for positive change.



### Texas' Land Use Pattern

Texas is composed of approximately 83 percent rural lands, ranches, farms, and forests, while 86 percent of the population lives in urban areas. The state's total land area is 268,568 square miles, making it the second-largest state by land area in the country. However, despite the significant land areas devoted to associated rural and agricultural land uses, including ranching and forestry, agriculture is the state's 14th leading industry behind finance and real estate, professional services, manufacturing, oil and gas extraction, and others. Of the 142 million-plus acres devoted to agriculture, there are a total of 248,416 farms with an average farm size of 511 acres. Despite the significant expanse of rural lands in private ownership, fewer than one percent of Texans own working farms and ranches.

The vast majority of new growth in Texas occurs in the counties encompassing Dallas-Fort Worth, Houston, Austin, San Antonio, the Rio Grande Valley, and El Paso. Land conversion from rural to urban occurs mostly in these areas and at a significant pace. Texas lost approximately 2.2 million acres of working farmlands from 1997 to 2017, with 1.2 million acres converted between 2012 and 2017 alone.

Population growth signifies different things for different parts of Texas. In the four major metropolitan areas of Austin, Dallas-Fort Worth, Houston, and San Antonio, rapid population growth exerts upward pressure on housing prices and land values. In highly sought-after historic neighborhoods, like West University in Houston, this contributes to teardowns where the land has become more valuable than the existing house. Another impact of population growth is the stress placed on naturally occurring attainable housing in historic neighborhoods. Austin, which is on the verge of becoming the least-affordable housing region outside of California, serves as an example. In neighborhoods like Rosewood in East Austin, renters, who are often people of color, are experiencing displacement as property owners sell their rental units to owner-occupants or tear down and rebuild them as new single-family homes.

At the same time that Texas cities are experiencing housing pressures, rural Texas presents a different story, with little to no growth in many rural counties, or population loss. For example, in the 24 Panhandle counties around Amarillo but not including Amarillo itself, population growth was flat from 2010 to 2021. In West Texas, the nine counties surrounding Lubbock but not including Lubbock lost 1.6 percent of their population during the same time period. Even with this demographic trend, regional workshop participants consider rural areas as valuable cultural landscapes worth preserving in spite of the majority of land being in private ownership. Such areas also represent opportunities for documentation and identification as important historic resources, and in efforts that aid in landscape conservation and protection.

## Texas’ Urban and Rural Demographics

Texas’ population growth is considerable. In the 2020 Census—the most recent national data—the general population trend for the United States was the second-slowest growth of any point in the country’s history. Yet during that period, the Texas population grew 15.9 percent, which was the third-fastest percentage growth rate of all states, just behind Utah and Idaho. However, in raw numbers, Texas far outpaced them both, gaining 4 million people over the last ten years.

**Fig 3.1 Texas Population Growth**



2010 POP. (U.S. CENSUS)	2021 POP. (U.S. CENSUS, ESTIMATE)	% CHANGE 2010 - 2021 (U.S. CENSUS, ESTIMATE)	PROJECTED ANNUAL GROWTH 2021 - 2026 (U.S. CENSUS, ESTIMATE)
<b>25,145,561</b>	<b>29,969,514</b>	<b>+16%</b>	<b>+1.54%</b>

*U.S. Census information provided by ESRI.*

Population growth exerts pressures on cities that can impact historic preservation with both positive and negative outcomes. In Texas, population growth is uneven across the state. When looking at population growth in the four largest Texas metropolitan areas, all grew by at least 18 percent over the past decade. Growth in the Austin-Round Rock-Georgetown Metropolitan Statistical Area outpaced other Texas cities with an astonishing growth rate of 27 percent.

**Fig 3.2 Population Growth in Texas Largest Metropolitan Areas**

METRO AREA	2010 POP. (U.S. CENSUS)	2021 POP. (U.S. CENSUS, ESTIMATE)	% CHANGE 2010 - 2021 (U.S. CENSUS, ESTIMATE)	PROJECTED ANNUAL GROWTH 2021 - 2026 (U.S. CENSUS, ESTIMATE)
Austin-Round Rock-Georgetown MSA	<b>1,716,289</b>	<b>2,356,867</b>	<b>+27%</b>	<b>+2.56%</b>
Dallas-Fort Worth-Arlington MSA	<b>6,366,542</b>	<b>7,830,258</b>	<b>+19%</b>	<b>+1.85%</b>
Houston-The Woodlands-Sugar Land MSA	<b>5,920,416</b>	<b>7,246,553</b>	<b>+18%</b>	<b>+1.83%</b>
San Antonio-New Braunfels MSA	<b>2,142,508</b>	<b>2,605,310</b>	<b>+18%</b>	<b>+1.70%</b>

*U.S. Census information provided by ESRI.*

The following table presents population changes in Texas' seven major population regions. More rural regions of the state like the Panhandle, East Texas, and West Texas grew at a slower pace and many rural communities within these regions lost population.

**Fig 3.3 Population Changes in Texas' Seven Major Population Regions**

REGION	2010 POP. (U.S. CENSUS)	2021 POP. (U.S. CENSUS, ESTIMATE)	% CHANGE 2010 - 2021 (U.S. CENSUS, ESTIMATE)	PROJECTED ANNUAL GROWTH 2021 - 2026 (U.S. CENSUS, ESTIMATE)
Central Texas (includes Austin)	2,948,364	3,791,850	+22%	+2.05%
East Texas	1,878,918	2,010,863	+7%	+0.50%
North Texas (includes Dallas-Fort Worth)	6,956,039	8,484,138	+18%	+1.75%
Panhandle	427,927	451,846	+5%	+0.36%
South Texas (includes San Antonio)	4,710,347	5,442,956	+14%	+1.29%
Upper Gulf Coast (includes Houston)	6,087,133	7,426,749	+18%	+1.80%
West Texas	2,136,833	2,361,112	+10%	+0.75%

*U.S. Census information provided by ESRI.*

## Trends, Constraints, and Opportunities

Other key constraints, socioeconomic trends, and opportunities related to the preservation of the state's resources include:

**Heritage Tourism, Museums, and Historic Sites.** Although tourism experienced two years of adverse impacts from the pandemic, the public's interest in visiting historic places and museums continues to be a significant driver of leisure trips in Texas as well as around the country. While there was a dip in cumulative heritage tourism investments in 2020 from communities due to pandemic-related closures and travel restrictions, investments and visitorship rebounded in 2021. While staffing and resource needs for nonprofit museums and historic sites continue to be ongoing issues, enhancing the online presence, even the design of virtual exhibitions and museum spaces, presents significant opportunities to reach and engage new audiences. While larger museums and historic sites may have the resources to expand their digital footprint, many participants in the community engagement process reported that COVID-19 fast-tracked plans for digitizing collections and expanding education programming. Small museums, however, may still lack the means to do this.

**Housing and Neighborhoods.** While past studies demonstrate that historic districts increase and stabilize property values, more recent work in San Antonio and other cities points to how historic neighborhoods are an important source of attainable housing. Increased land values in many Texas cities and established suburbs have led to the teardown of older housing stock. In rural areas, there is less housing demand in some places, also leading to disinvestment and decline in older neighborhoods. Given the ongoing housing crisis across the country, the demolition of an older housing unit represents the loss of an attainable unit of housing. However, several Texas cities, including Austin, are using American Rescue Plan Act funding to support the rehabilitation of attainable housing.

**Incentive Programs.** Stakeholders commented on the constraints of using local incentives—at times, these incentives, including property tax abatements and exemptions, do not match the scale of the need or are too cumbersome or expensive to access, such as historic preservation tax credits. There are also constraints when using federal historic preservation tax credits for commercial properties, which often incur significant soft costs that smaller rehabilitation projects in Main Street districts cannot underwrite and support.

**Inflation and Resource Scarcity.** Recent inflationary pressures and the increasing scarcity and cost of construction materials and labor make property rehabilitation more expensive. While inflation may be temporary, the cost and scarcity of materials may impact decision-making on whether to invest in historic properties.

**Mobile Workforce.** With internet-based communication technologies, today’s workforce is more flexible in where they choose to live and work—an emerging trend even before the COVID-19 pandemic. This may result in more people choosing to live in smaller or rural communities to work from home or choose lower-cost, location-neutral office spaces in traditional downtowns.

**The Millennial Generation.** Millennials are those born in the early 1980s to the late 1990s, although demographers have not fixed the exact time period. In today’s terms, Millennials, children of mostly Baby Boomers, are 25 to 41 years old and comprise the largest living generation and, it follows, the largest adult population in the country. Among their notable characteristics, Millennials are the first generation to grow up with the internet and tend to take less interest in or postpone the life goals of previous generations, like marriage, having children, buying a house, or owning a car. Given the growth of Texas cities and the appeal of urban living to Millennials, it was surprising to discover no significant differences in the proportion of Millennials in Texas’ large metros when compared to the state as a whole.

**Fig 3.4 Millennials and Median Age in Texas’ Largest Metropolitan Areas**

2010 POP.	MILLENNIALS (2021)	MEDIAN AGE (2021)
Austin-Round Rock-Georgetown MSA	<b>30.5%</b>	<b>34.7</b>
Dallas-Fort Worth-Arlington MSA	<b>29.3%</b>	<b>35.2</b>
Houston-The Woodlands-Sugar Land MSA	<b>29.6%</b>	<b>34.9</b>
San Antonio-New Braunfels MSA	<b>28.0%</b>	<b>36.0</b>
Texas (State)	<b>28.4%</b>	<b>35.3</b>

*Information provided by ESRI.*

However, within municipal limits, the percentage of Millennials tends to be slightly higher than in the metropolitan area. For example, in Austin, Millennials account for 33.9 percent of the population. In Houston, they are 31.4 percent. Despite these relatively small differences in Millennial composition by geography, this group is important for historic preservation. Millennials are currently in their household formation years—they are buying houses and establishing families.

In 2017, Millennials were the subject of an interesting study by the National Trust for Historic Preservation examining generational attitudes toward historic preservation. According to this research, Millennials:

- Highly value historic preservation and living in older neighborhoods
- Highly value authentic experiences and places
- Prefer historic downtowns to malls and shopping centers
- Want to support businesses in historic buildings and places

**Baby Boomers and Generation X.** Preceding Millennials are the Generation Xers, born between 1965 and 1980, and the Baby Boomers, born before 1964. Baby Boomers, once the largest generation, followed their parents in accelerating postwar suburban development. Today, with many Baby Boomers in their retirement years, their impacts on historic places have changed. Some Texas cities have attracted retirees and part-year “Winter Texans” from northern states, drawn to the warmer climate. Winter Texans comprise an important part of the economy in many Texas communities, especially those located along the Gulf Coast. Generation X comprises a cohort of 65 million people, smaller than the Boomers who preceded them and the Millennials who followed. Gen Xers have led less financially secure lives, tending to carry higher student debt, with those who bought homes at the height of the housing bubble in the early 2000s particularly impacted by the Great Recession. As a result, they face less secure retirements. Gen Xers receive the credit for being the early movers from the suburbs back to cities in the 1990s and, in that way, were preservation leaders.

**Political Support.** Given Texas’ diverse places, population, and socioeconomic trends, preservation practice faces varying degrees of support in local communities and regions. Stakeholder feedback from the various community engagement activities consistently points to the lack of new incentive programs and historic district designations at the local level, a result of challenging political environments for historic preservation in many Texas communities. Oftentimes, local decision-makers must balance historic preservation with private property rights. Governing bodies at all levels across the country have shown increasing reluctance to intervene in the marketplace through new preservation regulations.

**Traditional Downtowns.** Traditional downtown districts in Texas continue to see positive trends in adaptive use projects, with many projects spurred by historic preservation tax credits, as well as new infill developments that support a mix of new uses, including residential. Preferences for walkability and car-free living, especially among Millennials and younger generations, continue to make traditional downtowns attractive environments to live and work in. However, despite these positive trends, population loss in rural Texas continues to impact the economic sustainability of rural downtowns, while Main Streets in urban parts of the state benefit from population growth. In addition, larger trends in the national economy are also affecting Main Streets, along with their small businesses. These macro changes and trends had begun prior to COVID-19 but the pandemic accelerated them. The trends include:

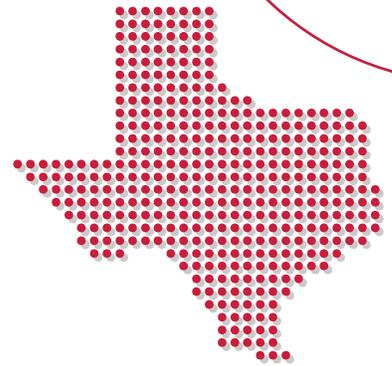
- **Online sales.** Many small businesses participate in online selling, helping expand their geographic and customer reach. At the same time, small businesses do not have the logistical capabilities, such as warehousing, of large online sellers.
- **Omnichannel sales.** The COVID-19 pandemic dramatically accelerated omnichannel sales allowing people to make contactless purchases through services like curbside delivery. Businesses use omnichannel sales to promote their products and services across different marketing approaches, devices, and digital platforms. Other omnichannel practices such as showroom stores with little or no inventory are also trending. Some Main Street businesses have been able to incorporate omnichannel practices. The showroom concept may be well-suited to smaller Main Street commercial spaces.
- **Delivery.** Technology-based meal delivery services have significantly impacted small, independent restaurants. These services often charge fees of 25 to 30 percent of the total bill, which typical restaurant economics and margins cannot support. New Texas legislation (Senate Bill 911, which went into effect on January 1, 2022) prohibits municipal and county governments from establishing fee caps.
- **Entertainment.** For many downtowns, restaurant dining and entertainment functions have grown as retail uses have shrunk in recent decades. While the COVID-19 pandemic hurt many food and entertainment businesses, and some closed, the expectation is that these uses will continue to be a bright spot for historic downtowns.

# THE IMPACT OF HISTORIC PRESERVATION IN TEXAS

## FEDERAL AND TEXAS HISTORIC PRESERVATION TAX CREDIT PROGRAMS

# \$3,508,175,992

total Federal and State Part III investments from 2016 to 2020



## TEXAS MAIN STREET PROGRAM

Total cumulative statistics since 1981

# 130,231

net jobs created

# 3.2

MILLION

volunteer hours dedicated to local Main Street Programs

# \$3.1

BILLION

in building rehabilitation projects

# \$12

BILLION

in both public and private reinvestment in designated Texas Main Street communities

## HERITAGE TOURISM

# \$4,142,240

invested in heritage tourism and marketing efforts represents cash and in-kind contributions from sources other than THC

## BENEFITS OF HISTORIC PRESERVATION FOR TEXAS COMMUNITIES



1

Culturally richer communities with the tangible presence of the past.

2

Economically resilient communities with revitalized downtowns and visitors seeking heritage tourism opportunities.

3

Developmentally sound, smart communities with a well-defined planning approach for preserving historic buildings.

4

Environmentally conscious communities where historic buildings are reused rather than disposed of in a landfill.

5

Knowledgeable communities that understand the meaning of the past and its cultural dimensions.

## SURVEY AND DOCUMENTATION

Section 106 of the NHPA requires federal agencies to consider the impact their projects may have on archeological and above-ground historic resources. Any project that involves federal funding, permits, or federal or tribal land must comply with this act. Surveys are important in identifying properties in neighborhoods, communities, and counties, helping to raise awareness of local planning efforts. Surveys also maintain a record of the current state of historic and cultural resources in Texas. As surveys become more modernized with the use of digital technologies, the THC is digitizing survey records to make them accessible to the public in an online format. For example, the THC partnered with the University of North Texas to scan the black-and-white photographs in the THC survey library taken by agency staff in the 1970s and 1980s. These resources are available online through the *Portal to Texas History*, as are the THC's collections of RTHL and National Register nominations.



### Current Survey Standards and Guidelines

The THC maintains the Texas Historic Sites Inventory, the archive for local survey efforts in the state. The inventory includes information and photographs for over 100,000 historic resources, also mapped on the Texas Historic Sites Atlas. Since 2016, 21 CLG-funded survey projects have documented 15,690 historic and cultural resources.

Upon request, the THC provides a free Historic Resources Survey Packet online for anyone interested in conducting a historic resources survey. The packet includes PowerPoint presentations with step-by-step instructions on how to identify, document, evaluate, and assess historic and cultural resources. The THC also maintains and distributes a Historic Resources Survey Manual with survey forms, photo logs, photo labeling protocols, a National Park Service photo policy sheet, and links to several research guides for how to conduct research.

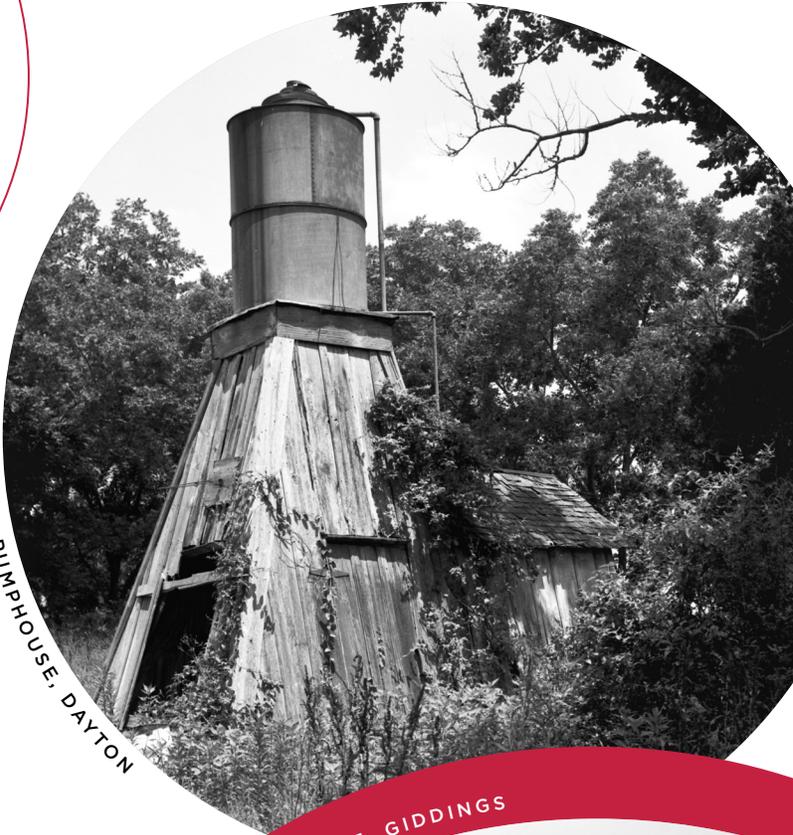
For archeological and cultural resources, the THC provides step-by-step guidance on the agency website on how to apply for restricted cultural resource information and necessary archeological permits. The THC also offers guidance on preparing cultural resource management reports and applying current curation standards and procedures following guidelines from the Council of Texas Archeologists.

#### CITY MEAT MARKET, HALLETTSVILLE





DEPOT, LIBERTY



HOUSE AND PUMPHOUSE, DAYTON



GEORGE S. WHITE HOUSE, WEATHERFORD



LEE COUNTY COURTHOUSE, GIDDINGS

# HISTORIC AND CULTURAL RESOURCES INVENTORY

The THC has several preservation programs used to identify historic and cultural resources throughout Texas. In doing so, the THC is able to develop resources to promote tourism, educate the public about historic preservation, and, most importantly, tell the stories of Texas' past for the people of Texas today and tomorrow. Below is a brief inventory of the state's historic and cultural resources:



## WORLD HERITAGE SITES

Designated by the United Nations Educational, Scientific, and Cultural Organization (UNESCO), a World Heritage Site is a landmark or site worthy of preservation due to its exceptional importance and universal cultural value. There is one World Heritage Site in Texas: the five Spanish Colonial missions in the San Antonio area, including the Alamo, as well as their associated irrigation and agricultural lands.



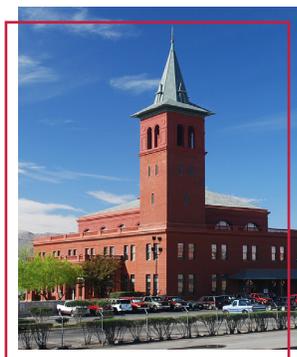
## NATIONAL HISTORIC LANDMARKS

National Historic Landmarks are historic properties that illustrate the heritage of the United States. NHLs include buildings, sites, structures, objects, and districts. Designated by the United States Secretary of the Interior in consultation with the SHPOs, each NHL represents an outstanding aspect of American history and culture. There are currently 49 NHLs in Texas.



## NATIONAL REGISTER OF HISTORIC PLACES

The NRHP is the official list of the nation's historic places that have been determined worthy of preservation. Authorized by the National Historic Preservation Act of 1966, and administered by the National Park Service, the NRHP is a national program to coordinate and support public and private efforts to identify, evaluate, and protect America's historic and archeological resources. The NRHP includes buildings, structures, sites, objects, and districts. As of 2022, there are 3,700 Texas properties, districts, sites, and objects listed in the National Register.



## STATE ANTIQUITIES LANDMARKS

State Antiquities Landmarks are historic and cultural resources on non-federal public lands that receive legal protection under the Antiquities Code of Texas. The Antiquities Code defines all historic and cultural resources located on private and public lands that are eligible for SAL designation. Property owners must consent to designation and must purchase and display an SAL marker. The Code requires state agencies, cities, counties, river authorities, municipal utility districts, and school districts to notify the THC of ground-disturbing activity on public land and work affecting state-owned historic buildings. There are currently 2,961 Texas SALs.



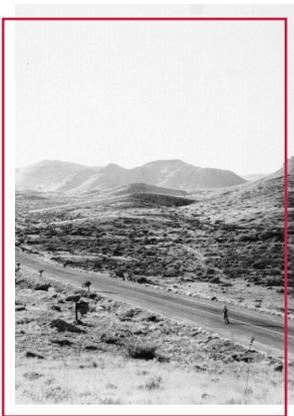
## RECORDED TEXAS HISTORIC LANDMARKS

Recorded Texas Historic Landmarks are properties determined to be historically and architecturally significant. The THC awards RTHL designation to buildings at least 50 years old that are important for their architectural and historical associations and retain architectural integrity. The designation comes with a measure of review by the THC for proposed alterations, additions, or demolitions of buildings designated as RTHLs. There are more than 3,800 RTHLs.



## HISTORIC CEMETERIES

There are an estimated 50,000 cemeteries in Texas, ranging from many acres to small collections of unmarked graves. Many are at risk from vandalism, neglect, development encroachment, and even lack of knowledge regarding their locations.



## HISTORIC ROADWAYS AND HIGHWAYS

Established in 2009, the Texas Historic Roads and Highways Program seeks to identify, document, and interpret the state's historic highways and roadways. Under this program, the THC and TxDOT developed a historic context for Texas highways, completed cultural resource surveys for portions of the Bankhead and Meridian Highways, and added road-related resources to the THC's Texas Historic Sites Atlas. The THC and TxDOT have also published research for the Bankhead, Del Rio-Canadian, East Texas, Meridian, North Texas, Old Spanish Trail, Route 66, and El Camino Real highways, in addition to completing numerous surveys regarding roadside architecture and historic Texas highway signage. There are now 56 designated Historic Roads and Highways across the state.



## ARCHEOLOGICAL RESOURCES

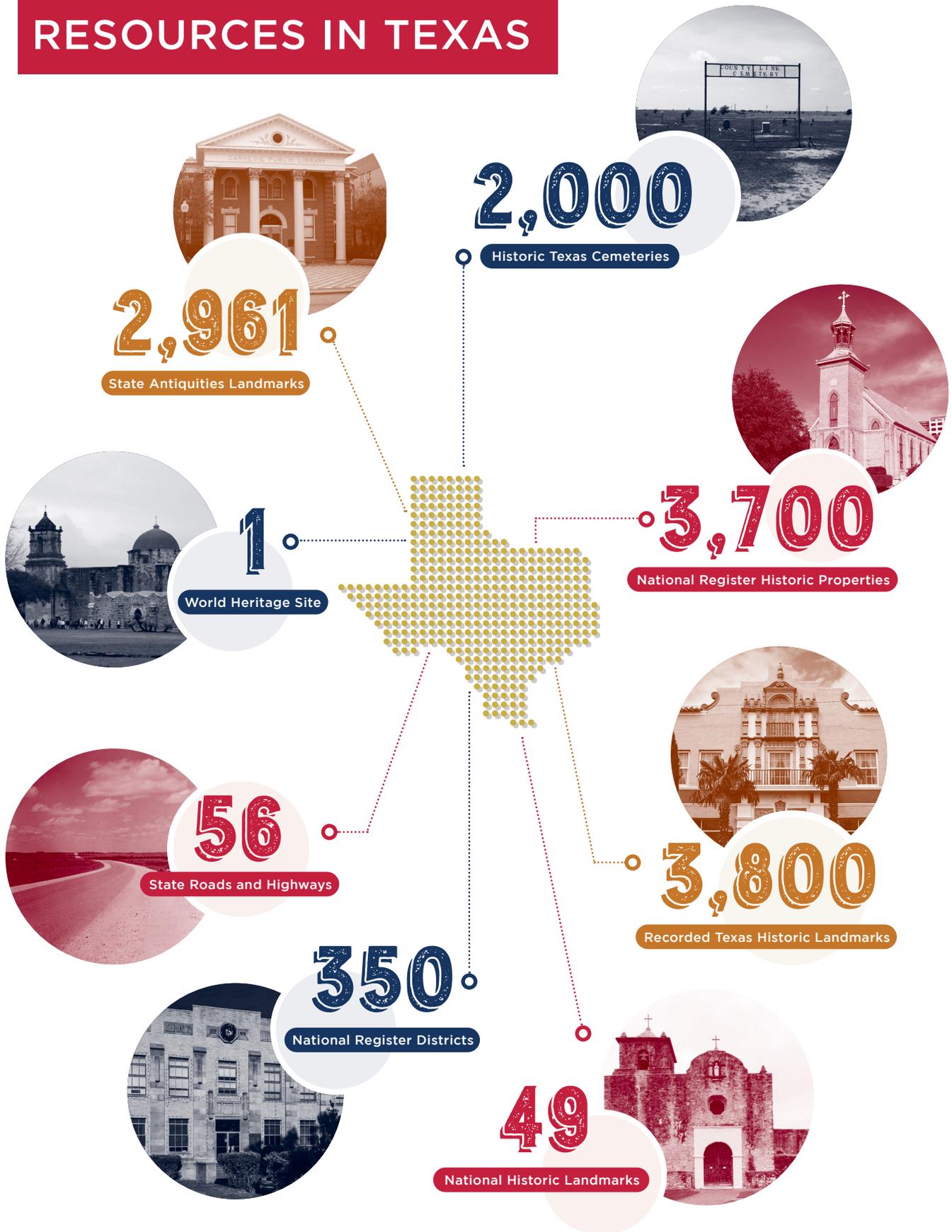
The THC's Archeology Division assigns a staff archeologist to assist landowners and communities across eight different land regions and one maritime region that incorporates all of the coasts, rivers, and lakes in the state. The division also reviews public construction projects that may impact archeological sites, administers the SAL designation program for cultural resources, issues state permits for project excavations, and records and evaluates archeological sites. There are currently more than 80,000 archeological sites recorded in the state. In addition, the Texas Department of Transportation has created predictive models for locating the presence of precontact sites throughout Texas.



## MARITIME RESOURCES

The THC is responsible for the protection, preservation, and investigation of historic shipwrecks in all state-owned waters. Underwater archeological resources include boats, ships, and historic settlements flooded by the rising sea level. One of the best-known marine archeology projects is the excavation of *La Belle* in the late 1990s. Since then, the THC has maintained a database of over 2,000 shipwrecks along the coast of Texas.

# HISTORIC & CULTURAL RESOURCES IN TEXAS



## INTANGIBLE HERITAGE

Intangible resources are the collection of knowledge and skills passed from one generation to the next, including oral traditions, literature, performing arts, rituals, or even cultural spaces. Intangible resources are important as they reflect both the past and the present. They are community-based, since local communities recognize, maintain, and transmit traditions and customs.

While the THC does not keep a database or list of intangible resources in Texas, it frequently encourages the use of oral histories to contribute to the development of historic contexts. First-person accounts or memories of events help shape our general understanding. The THC has recently partnered with federally recognized Native American tribes in Texas to preserve their basket-weaving practices using native plants at the Caddo Mounds State Historic Site. Identifying intangible resources requires those ancestral to or familiar with the practices or stories to share them with others. The THC is committed to continuing the exploration and research of intangible resources related to Indigenous Peoples in Texas, and their inclusion in survey reports and resource nominations.

## DISASTER PREPAREDNESS

Over the last century, different types of natural disasters have impacted historic and cultural resources in Texas. In the aftermath of Hurricane Harvey in 2017 and the tornadoes and ice storms of more recent years, the need to better prepare communities for disaster response and recovery is clear. Disaster planning minimizes the risk to both people and property, and when it comes to historic properties, protecting those assets from loss requires knowing what resources are of greatest value to a community, the specific hazards that threaten those resources, and the options for adapting them to future hazards and disaster events. This section summarizes disaster vulnerabilities at a regional level, with particular attention to the most prevalent disaster types in the state, including hurricanes, tornadoes, wildfires, coastal and river flooding, and extreme winter weather.

### History of Texas Disasters

Written records, physical evidence, and oral traditions document the more than 500-year history of natural disasters in Texas. Much of this documentation focuses on water-related events such as tropical storms and hurricanes, given that water was a primary mode of transportation up until the advent of railroads in the 1870s. Coastal protection only became part of local planning discussions when a new seawall was necessary after a devastating hurricane hit Galveston in 1900. Today, TDEM has the responsibility of recording disaster events in the state, as enumerated in the Texas Hazard Mitigation Plan.

In a 2009 report, *Texas Hurricane History*, the National Weather Service documented nearly 500 hurricanes and 122 tropical storms since 1527. According to the report, hurricanes strike Texas approximately every six years. Despite the



damage such storms bring to communities, the National Weather Service noted that tropical storms can relieve drought-stricken portions of the state. Other scientists continue to study and assess trends in natural disasters.

## Evaluating Risk

Historic and cultural properties in Texas are at risk due to the increasing likelihood of a hazard event, potential exposure to hazards, and vulnerability of the individual resource. The vulnerabilities of individual resources are difficult to quantify as they depend on site-specific variables, such as location in a flood plain or a forest prone to drought and fire. Therefore, owners or stewards of such properties should assess such vulnerabilities with trained experts who can evaluate the ability of a site, building, or even a museum collection to withstand a hazard.

At the statewide level, projecting the frequency of future disaster events can help bring a greater understanding of the potential risk to the state's historic and cultural resources. Agencies and organizations can undertake such an assessment by using a GIS-mapped database of historical hazard events and overlaying it on another GIS-created map of landmarks, districts, and sites in the state. The THC maintains an online database, the Texas Historic Sites Atlas, which holds records of historic places in the state in a GIS database format, including Texas' state historic sites, county courthouses, public and private museums, buildings, districts, and historic cemeteries.

In addition to these data sources, FEMA maintains the National Risk Index, which establishes an overall risk score for each county in the United States based on the expected annual loss from natural hazards, the vulnerability of each community, and a basic assessment of a community's ability to adapt to hazards given its socioeconomic conditions. The Index is not suitable for assessing risk to individual historic properties, given its focus on countywide impacts on agriculture and local housing. However, the Index can help to predict expected hazards across Texas and the projected frequency of 18 types of natural hazards compiled from historic weather data provided by NOAA or other federal agencies. The types of disaster events most likely to impact historic and cultural resources in Texas, defined by the Index and FEMA, include:

- **Coastal Flooding:** when water inundates or covers normally dry coastal land as a result of high or rising tides or storm surges.
- **Hail:** a form of precipitation that occurs during thunderstorms when raindrops in extremely cold areas of the atmosphere freeze into balls of ice before falling toward the earth's surface.
- **Hurricane:** a tropical cyclone or localized, low-pressure weather system that has organized thunderstorms but no front (a boundary separating two air masses of different densities) and maximum sustained winds of at least 74 miles per hour. The hurricane data in the index also includes tropical storms for which wind speeds range from 39 to 74 miles per hour.
- **Lightning:** a visible electrical discharge or spark of electricity in the atmosphere between clouds, the air, and/or the ground, often produced by a thunderstorm.
- **Riverine Flooding:** when streams and rivers exceed the capacity of their natural or constructed channels and water overflows the banks, spilling into adjacent low-lying, dry land.

- **Strong Wind:** damaging wind, often originating from thunderstorms, classified as exceeding 58 miles per hour, excluding hurricane winds.
- **Tornado:** a narrow, violently rotating column of air that extends from the base of a thunderstorm to the ground and is visible only if it forms a condensation funnel made up of water droplets, dust, and debris.
- **Wildfire:** an unplanned fire burning in natural or wildland areas, such as forests, shrub lands, grasslands, or prairies.
- **Winter Weather:** consists of winter storm events in which the main types of precipitation are snow, sleet, or freezing rain.

Several other hazards, such as heavy rains, cold and heat waves, and drought may threaten crops or have important life safety implications, but do not represent significant threats to most historic properties. Such hazards, however, may have economic ramifications that impact historic resources, such as ranches and cultural landscapes.

Several disaster types often occur together. For example, hurricane impacts may extend over thousands of square miles and may cause combinations of coastal flooding, riverine flooding, high winds, lightning, and tornadoes. Systems of damaging thunderstorms also may travel over hundreds of miles and often include a combination of strong winds, hail, lightning, tornadoes, and sometimes riverine flooding. The FEMA Index does not include these correlations and simply considers the occurrences or frequency of each type of hazard separately. The FEMA data also compiles weather records for each hazard and provides the annual frequency of occurrence of each hazard by county. Depending on the original data source, which may vary from one federal agency to another, data may extend back 20 to 40 years. For most hazards, the FEMA database only indicates the frequency of occurrence and does not indicate the event magnitude or intensity.

In the GIS analysis, FEMA ranks all Texas counties by frequency of occurrence for each hazard and then maps each county into four broad hazard groups: the top 25 percent, middle-upper 25 percent, middle-lower 25 percent, and bottom 25 percent. To assess the vulnerability of historic resources, three categories of historic resources, state historic sites, public and private museums, and National Register-listed buildings and districts were then evaluated by layering the historic resources datasets over the frequency of occurrence maps. These are just several of the primary historic resources of interest statewide, although hazards may impact other historic places and properties as well.

## Assessment and Implications

The GIS analysis indicates the potential scale of impacts of natural hazards on historic properties in Texas. Based on counties with the top 25 percent frequency of occurrence of each hazard, hurricane, tornado, and lightning hazards affect the largest number of properties, each with approximately 270 museum sites and 1,180 National Register properties potentially impacted. Strong winds and hail form the next most frequent potential hazards, with about 180 to 220 museums and 745 to 850 National Register properties at risk. Wildfire risks are much smaller statewide, with 126 museums and 337 National Register properties at most risk. Winter storm risks potentially impact 113 museums and 234 National Register properties. In each case, however, the number of sites is too large to list individually. Mapping potential risks by county should assist local property managers in identifying whether their property is within one of the counties with the highest potential impact.

**Fig 3.5 Potential Scale of Natural Hazard Impacts to Historic Properties**

Flood risks are more difficult to assess statewide since many counties do not have FEMA flood maps. Approximately one-half of Texas counties have FEMA flood maps. Of those counties, individual properties are then identified that may be located in or near a FEMA flood zone. Potential impacts to properties include 43 to 57 museums, along with 177 to 239 National Register properties, in coastal or riverine flood zones respectively.

In regard to state historic sites, 34 sites are susceptible to potential hazards, with most located in northeast, southeast, or north-central Texas. These sites are located in counties that have the highest risk of severe thunderstorms with associated high winds, hail, lightning, and tornadoes. Some coastal sites may be in the primary zone for hurricane impacts but counted only once for the general hurricane exposure, which may itself include high winds, lightning, hail, and tornadoes. Numerous sites affected by five hazard types include Eisenhower Birthplace, Fort Griffin, Goodnight Ranch, Sabine Pass Battleground, Sam Bell Maxey House, Sam Rayburn House, and the Starr Family Home. Four hazard types affect other sites: Acton, Caddo Mounds, Confederate Reunion Grounds, and the San Jacinto Battleground. These sites make up a third of the THC-managed sites which are susceptible to a significant number of varying hazard types.

## Planning For Disasters

An essential first step in assessing disaster risk is the identification and profiling of hazard events. By researching past disaster history, documenting the impact to historic communities, reviewing state and local mitigation, emergency preparedness, response, and recovery plans, and reaching out to communities that have experienced recent disasters, state-level agencies and local governments can better prepare for natural disasters.

How communities determine their preservation priorities for disaster resilience is a critical decision that local decision-makers must make prior to and not after a disaster event. The first step is identifying the most threatened resources, those most vulnerable to hurricanes, extreme storms, flooding, ice storms, or wildfires. Maintaining emergency contact lists that include relevant federal, state, and local agencies, as well as tribal entities, should also be a priority. The next logical step for communities is to engage and educate local stakeholders on potential adaptation and mitigation strategies. In addition, preservationists now have new guidance from the Secretary of the Interior on such strategies. It is essential to disseminate this information to property owners and to recommend ways in which local decision-makers can incorporate it into local preservation, floodplain management, and hazard mitigation plans, historic district guidelines, and other land use ordinances in response to disaster threats.



HURRICANE HARVEY DAMAGE, GALVESTON



## CHAPTER 4

# A FRAMEWORK FOR ACTION—PLANNING THEMES, GOALS AND OBJECTIVES

Building on the identified planning themes, the following goals and objectives will guide statewide preservation efforts over the next ten years. Each theme presents a planning goal along with a series of objectives that outline strategic actions at the state and local levels. The goals and objectives aim for a resilient heritage—a future that enhances the ability of preservation stakeholders and partners to respond and thrive in the midst of seen and unforeseen challenges to the stewardship of Texas’ historic and cultural resources. While several planning strategies may include THC programs as important elements for statewide and local action, this Plan invites preservation partners and all Texans to participate in its implementation and to pursue and integrate its goals and strategies into local preservation efforts.



## SAN ANGELO



## Engaging the Public and Promoting Preservation's Benefits

Preservation stakeholders recognize and agree that engaging the broader public and promoting the many economic, social, and environmental benefits of historic preservation are essential priorities. During the stakeholder engagement process, many workshop attendees and respondents to the statewide survey cited declining political support, reductions in municipal preservation planning staff, and dwindling volunteer participation in preservation activities as significant impediments to advancing preservation efforts. In the smaller, rural areas of the state, declining populations, lack of resources, and budgetary constraints often limit local capacities. In rapidly growing and urbanizing communities, local decision-makers and government administrations may focus more on managing new development than on preservation efforts.

### OPPORTUNITIES

Engaging and educating community stakeholders and decision-makers will require new strategies and approaches to overcome the challenges of appealing to a wider range of stakeholder groups. For instance, given the growing diversity of Texas communities, finding ways to connect to diverse audiences with person-to-person efforts may be more useful than newsletters and social media announcements. These person-to-person efforts may also require preservationists to forge new partnerships with community leaders and organizations that already know the local realities of their communities, histories, and cultures.

As an example, the buildingcommunityWORKSHOP, a nonprofit community design and development organization with offices in Dallas, Houston, and Brownsville, works with a variety of neighborhoods and constituencies on enhancing local livability and quality of life. In 2018, the organization received an African American Civil Rights Grant from the NPS to conduct a storytelling and oral history project to document the lives of descendants of Dallas' historic Freedman's Town during the civil rights period. The project was in response to the growing development pressures and demolitions occurring in Dallas' Oak Cliff neighborhood and its Tenth Street Historic District, which encompasses Freedman's Town. Entities such as buildingcommunityWORKSHOP can serve as natural partners and portals into communities that may not ordinarily participate in such preservation endeavors.

There will always be an ongoing need for education and outreach efforts that demystify and explain preservation programs, including person-to-person engagement as an important tool for building bridges to new audiences. Information must also be available in accessible

formats to all interested stakeholders. In addition, preservationists must make concerted efforts to reach new stakeholders in rural areas, under-resourced communities, and places where preservation may provide opportunities for revitalizing community character and vitality. Training and education also help bridge knowledge gaps, providing a basis for local leaders and stakeholders to make well-informed decisions.

Today, historic preservationists must be big-picture thinkers and advocates for the holistic development of their communities in which historic preservation plays an integral role. Historic preservation contributes to a community's economic and social well-being and to the vitality, authenticity, and resilience of places. It also maintains collective memories and culture. These benefits are significant and worth articulating to local government officials and property owners in robust discussions and targeted outreach efforts. In this post-COVID recovery period, the combination of in-person engagement and advancing digital technologies can provide the means to not only reach current advocates and trained preservation professionals but also those who have not previously participated.

This theme's goal and action strategies provide direction for offering opportunities for engaging more decision-makers and stakeholders in the Texas preservation movement. Planning goals and action strategies provide direction for local communities and preservationists to engage new stakeholders in meaningful and effective ways.

## Goal and Objectives

**GOAL** **Engage and inform stakeholders and decision-makers through effective dialogue, education, new partnerships, and outreach efforts that promote and strengthen the role and presence of historic preservation in communities and in the lives of all Texans.**

### STATE-LEVEL OBJECTIVES:

- Continue providing educational and technical assistance programs using both established in-person formats and digital technologies with the aim to reach broader, more diverse audiences and stakeholders across the state.

### COMMUNITY-LEVEL OBJECTIVES:

- Seek new partnerships with nonprofits, agencies, community-based organizations, neighborhood leaders, and nontraditional entities in engaging new stakeholders and groups that have not traditionally participated in local preservation efforts.
- Network with foundations and government granting agencies on funding educational and outreach initiatives as part of an effort to engage and attract new participants in preservation.
- Explore new methods with partners in engaging diverse communities and neighborhoods, using storytelling exercises and deep listening practices that offer opportunities for understanding local histories, cultural assets, and other aspects of community heritage.
- Organize yearly outreach and communication programs, such as a "state of preservation" luncheon or events that inform decision-makers, elected and civic leaders, and residents about the impact of local preservation initiatives on community vitality and livability.

- Use community events, festivals, and special workshops and meetings in downtowns, neighborhoods, museums, and historic sites as ways to raise community awareness of preservation and the significance of their historic places.
- Develop new websites and information materials incorporating engaging written and graphic content that inform as well as inspire preservation advocates and community stakeholders.
- Collaborate with local schools, colleges, universities, historic sites, libraries, museums, cultural arts entities, and other related organizations to provide training and education programs that allow new participants to learn and initiate their own preservation endeavors.
- Create links between preservation partners with community decision-makers and other community stakeholder groups through co-creating tools such as listservs and other online platforms to discuss ideas and implement projects that strengthen networks and advance local preservation efforts.
- Undertake consensus-building processes and educational campaigns with key leaders, property owners, and residents when implementing preservation policies and designating landmarks and districts.

## SAN ANTONIO AND THE POWER OF PRESERVATION

Founded in 2012, the Power of Preservation Foundation in San Antonio serves a central mission of financially supporting several outreach and educational initiatives of the City's Office of Historic Preservation, including its neighborhood "rehabarama" projects, "rehabber" workshops, and Living Heritage Trades Academy, a program that provides training in traditional building construction. In addition, the Foundation organizes several outreach initiatives, including its annual PROM fundraising event, and partners with local colleges and universities to offer learning labs and virtual training opportunities aimed at fostering a stronger, more well-informed network of preservation advocates throughout the city. Since 2012, the foundation's support and involvement in its hands-on initiatives has helped rehabilitate and preserve more than 190 buildings across San Antonio. Its latest venture is a partnership with a local architecture firm to demonstrate the potential of incorporating sustainable design features for the historic Kelso House.

SOURCE: [POWEROFPRESERVATION.ORG](http://POWEROFPRESERVATION.ORG)



## FORT DAVIS

**THEME #2****Identifying and Preserving Historic and Cultural Resources**

Preserving historic and cultural resources is important in telling the authentic stories of Texas for the education, enjoyment, and economic benefit of present and future generations. Sound preservation planning begins with survey and documentation work that provides the background for understanding which historic and cultural resources may benefit from recognition and preservation. Surveys also help raise awareness among Texans of which buildings, sites, and places matter for local land use planning, heritage tourism, downtown revitalization, neighborhood conservation, and disaster resilience. Surveying and documentation are essential preservation activities.

**OPPORTUNITIES**

Recent surveys and National Register nominations in the state indicate emerging interest in underrepresented communities, cultural assets, industrial buildings, and Midcentury resources. For instance, Travis County completed surveys documenting Mexican and African American community settlements, including associated religious buildings and cemeteries. In Austin, the recent listing of Anderson Stadium in the National Register recognizes the last surviving example of a football stadium constructed solely for a segregated African American high school. In 2021, a National Register historic district nomination was completed for the Segundo Barrio neighborhood south of downtown El Paso, a dense, mixed-use district, historically serving a predominately Mexican American, but also African American, Chinese American, and Jewish American population since the 1880s. In 2011, the City of Houston designated the Glenbrook Valley neighborhood—composed of mainly Midcentury Ranch homes—as a local historic district. Such progress may lead to similar surveys, National Register nominations, SALs, RTHLs, and other documentation and designation efforts across the state.

Each year new historic and cultural resources reach 50 years of age. Surveying these resources, as well as identifying new themes and property types, will be key to understanding them within their local, state, or national contexts. In particular, further study of underrepresented communities, post-World War II architecture, and the development of historic contexts related to the Postmodern movement will be necessary to interpret and preserve these resources. These efforts will afford Texans the opportunity to tell a more complete, inclusive story of the past and understand the individuals and historic resources that transformed Texas' urban and rural landscape in the mid- to late-20th century.

## DATA MANAGEMENT AND TECHNOLOGIES

The Texas Historic Sites Atlas, administered by the THC, continues to serve as a principal GIS-based repository of historic resources data for Texans, incorporating National Register nominations, SAL and RTHL designations, HTC, and museums from around the state. A companion website, Texas Beyond History, provides basic information about cultural and archeological sites around the state, although it does not provide access to GIS data. The THC updates both websites on a regular basis. Across the state, communities are using new GIS and digital technologies to provide ready access to survey data and historic properties, allowing them to conduct analyses and assessments related to property values and vacancy, housing and neighborhood conditions, and resource locations near hazard-prone areas. For instance, in 2019, the City of San Antonio commissioned a housing study, *Opportunity at Risk: San Antonio's Older Affordable Housing Stock*, employing an extensive GIS data analysis approach to demonstrate how the rate of housing demolition over the last decade impacted the city's attainable housing supply. The City of Abilene uses RuskinArc, a digital survey software program, to provide the public online access to survey information on its more than 400 properties located in five National Register districts, an initiative supported by a THC grant. The use of such technologies not only offers better access to information but also elevates the awareness of protecting and preserving resources for the economic, social, and environmental well-being of communities.

## Goal and Objectives



**Promote the identification and designation of historic and cultural resources that represent Texas' authentic stories and facilitate their continued use for the social and economic benefit of local communities.**

### STATE-LEVEL OBJECTIVES:

- Maintain a general list of important and relevant historic context research to aid local communities in their survey and National Register work.
- Explore the need to incorporate other data sources, such as cultural resource management reports and historic contexts, in the Texas Historic Sites Atlas.
- Conduct educational and outreach programs to encourage more National Register, SAL, and RTHL designations, as well as additional OTHMs.

### COMMUNITY-LEVEL OBJECTIVES:

- Expand survey and documentation efforts to more sufficiently document historic resources such as those related to underrepresented communities, Midcentury and Postmodern resources, industrial properties, and cultural landscapes.
- Conduct survey initiatives as part of local planning efforts and for areas susceptible to flooding, fires, and other potential disaster threats.
- Support the use of GIS and other digital survey technologies to make historic resource data more accessible and applicable for other uses including disaster resilience planning.
- Update and revise older National Register nominations, RTHL applications, historical markers, and other documentation to incorporate missing narratives of underrepresented communities.

- Collaborate with local historians, leaders within underrepresented communities, teachers, folklorists, and other stakeholders to collect oral histories, photographs, letters, and other materials to aid in enriching the content of surveys, context research, National Register nominations, and other documentation.
- Undertake survey initiatives in rural areas and extraterritorial jurisdictions and prioritize historic and cultural resources eligible for National Register listing.
- Identify intangible aspects of cultural heritage in local survey and documentation efforts.



### **LOWER PECOS CANYONLANDS ARCHEOLOGICAL DISTRICT, VAL VERDE COUNTY**

The Lower Pecos Canyonlands Archeological District in Val Verde County is collectively an NHL, with 16 of 35 sites individually listed in the National Register. The district comprises 1,500 acres of archeological sites that reflect the cultural development of Indigenous People during the Archaic period, which occurred between 4200 and 1000 BP (Before Present). It provides an unbroken record of human occupation in southwest Texas spanning at least 11,000 years. The district includes pictographs painted on rock shelter walls and overhangs. The Pecos River rock imagery is among the oldest and most significant collections of images in North America. In order to date the imagery, archeologists developed a new dating method now used worldwide. This district has the potential to significantly increase our understanding of North American precontact history and how Indigenous Peoples shaped the landscape.



## DOWNTOWN NACOGDOCHES

## THEME #3

**Revitalizing and Sustaining Communities**

Historic preservation offers many benefits to local communities. Preservation provides adaptive use solutions for historic buildings, rejuvenates traditional downtown business districts, fosters small business development, promotes tourism, and helps maintain historic neighborhoods as attainable, attractive places to live. Historic preservation also generates significant returns on investments, creates jobs, increases state and local tax revenues, and attracts creative talents to communities. Most importantly, historic preservation presents a strategy and framework for achieving community sustainability and resilience by maximizing the use of existing materials and infrastructure, reducing waste, retaining affordable spaces for new businesses, and preserving the places of historic and cultural meaning that bind communities together.

**OPPORTUNITIES**

In recent years, there have been several challenges for preservation-based community development. In the aftermath of the Great Recession in 2008, many municipalities faced budget constraints leading to fewer revenues for preservation staff and preservation-based incentive programs. The COVID-19 pandemic also impacted local government revenues. However, the broader land use and growth trends in the state point to different needs for communities, with urbanizing areas experiencing pressures on historic resources while disinvestment impacts smaller towns and rural areas. Financial resources to enact positive preservation change may remain limited in both circumstances, but leveraging existing preservation tools can help initiate and sustain local preservation activities and promote the protection of important historic and cultural resources. Building support among local stakeholder leaders and decision-makers for historic preservation is critical to make this possible.

In the years ahead, even in the context of economic uncertainty, there are purposeful steps local communities and preservation partners can take to build support and participation in preservation-based community development efforts. Among them is informing and educating local decision-makers about how preservation benefits downtowns, neighborhoods, tourism, tax revenues, and quality of life. Another step is building relationships with nontraditional partners, such as local, regional, and statewide planning and economic development agencies, housing groups, and land trusts that can advocate for and participate in preservation initiatives. Promoting historic preservation as a growth management tool can also provide an avenue for preserving the cultural landscapes around

the state's rapidly growing cities and suburbs. Last, but not least important, is the need to continually publicize existing programs, such as Main Street, CLGs, the preservation tax incentives, and heritage tourism. During the community engagement process, many stakeholders were unaware of county CLG programs or Heritage Trails. Others expressed the need for more suitable technical assistance programs, such as Main Street scaled to small towns and rural areas, especially in the western and southwestern portions of the state.

In addition to publicizing existing preservation programs, outreach and education initiatives that demystify grant and incentive programs, such as historic preservation tax credits, may help to spur their expanded use. Exploring nontraditional funding sources is also important to advancing both small- and large-scale preservation initiatives. For example, securing grants and funding sources from arts agencies can help support local heritage tourism, create new festivals that honor local cultural traditions, or provide resources for upgrading museum archival practices. Land trusts can participate in land purchases for significant historic sites and cultural landscapes, even housing tracts in historic neighborhoods. Crowdsourcing has also become a useful funding tool for property and landmark preservation projects. In summary, there are considerable opportunities to expand the pool of potential funding sources. New funding approaches, along with creativity and persistence on the part of preservation stakeholders, can help harness the possibilities to effect positive preservation outcomes.

This theme's goal and action strategies seek to achieve a more effective integration of historic preservation-based programs and strategies in statewide, regional, and local planning and community development activities. Leveraging existing programs while creating new approaches and funding programs is an essential element of that effort. Planning goals and action strategies provide ways in which communities can be sustainable and resilient to economic, political, and environmental uncertainties.

## Goal and Objectives



**Promote historic preservation as a flexible tool, integrated and well-supported with local planning and development practices, to strengthen and sustain cities, towns, and communities as resilient places.**

### STATE-LEVEL OBJECTIVES:

- Provide training and educational services to counties and municipalities on preservation-based approaches to neighborhood and community revitalization, including the use of conservation districts, land trusts, neighborhood development corporations, and revolving funds.

### COMMUNITY-LEVEL OBJECTIVES:

- Maintain existing incentive programs while considering regulatory relief, easements, and adaptive use programs to spur investment and reuse in historic properties.
- Explore nontraditional funding sources and methods for addressing specific historic and cultural resource preservation needs.
- Update land use, subdivision, and extraterritorial jurisdictional regulations to address the identification and preservation of historic buildings, sites, cemeteries, and other significant landscape features.

- Survey, document, and designate historic and cultural resources for eligibility in state and local financial and technical assistance programs.
- Partner with environmental groups, land trusts, state agencies, tribal entities, county and municipal governments, developers, and property owners on pursuing stewardship approaches to preserving historic places and cultural landscapes.
- Work with local governments, Heritage Trail organizations, Main Street programs, arts councils, chambers of commerce, and other related organizations to invest in infrastructure and facility enhancements, streetscapes and placemaking initiatives, bolstered marketing programs, and new special events and cultural activities that enrich the local heritage tourism experience.
- Collaborate with other nontraditional preservation organizations, including planning advocacy groups, economic development corporations, housing organizations, chambers of commerce, boards of realtors, and other related entities on preservation-based community initiatives.
- Commission studies on the economic impacts of historic preservation.
- Establish Main Street programs with part-time managers in rural communities where possibilities exist to share resources and initiatives with county or municipal planning and economic development departments.
- Partner with economic development entities to ensure the continued vitality and viability of ranches and other agricultural uses that support expanded heritage tourism and the preservation of cultural landscapes and associated buildings and cultural resources.

ELKS ARTS CENTER, ABILENE | PHOTO CREDIT: ABILENE PRESERVATION LEAGUE



PHOTO CREDIT: CAROLINE WRIGHT

## MEETING LOCAL ATTAINABLE HOUSING NEED—LAGUNA HOTEL ADAPTIVE USE PROJECT, CISCO

The Laguna Hotel, designed by Thompson and Swain Architects from Dallas, is a representative example of Cisco's boomtown-period expansion spurred by the discovery of the Ranger Oil Field in 1917. The hotel features a brown brick tower section and a metal cupola at the peak of its penthouse roof. Vacant for some decades and even designated as one of the state's "Most Endangered Places" in 2015 by statewide advocacy organization Preservation Texas, the building underwent a multi-million-dollar rehabilitation in 2015 to convert the hotel to attainable housing units. The project used both historic preservation and low-income housing tax credits, the latter provided by the Texas Department of Housing and Community Development. Located in the Cisco Historic District, the hotel provides 30 new housing units to the community.



## ASHTON VILLA, GALVESTON

**THEME #4****Planning for Disaster Resilience**

All areas of Texas are prone to disaster events, making historic and cultural resources vulnerable in almost every county, community, and tribal land. Between 1980 and 2021, drought, hail, coastal and riverine flooding, winds, tornadoes, and hurricanes have caused more than \$340 billion worth of damages to the state, with an average of more than three major disaster events occurring every year. While the State of Texas currently does not have a statewide action plan to address climate change and its potential effects on future weather, studies from the Office of the State Climatologist, Texas A&M University, and the City of Houston point to increased average temperatures, more intense hurricanes and tornadoes, more flooding, and more wildfires. Just as concerning, anticipated climate change-induced sea-level rise will have immense implications for both historic and cultural resources in Texas coastal communities. In the northern and western reaches of the state, ongoing droughts cause wildfires as well as crop and livestock losses that endanger the viability of ranches and farms. Other resources endangered by natural disasters include archeological sites and TCPs, cemeteries, historic sites, and Main Street districts.

**OPPORTUNITIES**

While no one can know for certain how many and what kind of disasters will impact Texas in the future, the lack of adequate and well-coordinated resilience planning in local communities poses its own distinct risks to the state's heritage. Fundamentally, there are many existing resources at the federal and state levels that help in resilience planning, recovery, and adaptation, although information about such resources does not always filter down to the owner of a historic resource. At another level, local communities will need to pursue their own mitigation planning that considers preparedness and response measures for important historic and cultural resources, historic sites, museums, tourism assets, and downtowns and neighborhoods. In addition, local preparedness measures should incorporate traditional preservation tools, such as architectural and historical surveys. Surveys assist local communities in prioritizing resources for adaptation and recovery. Strengthening partnerships between local governments and their public works departments and planning and historic preservation commissions with local preservation nonprofits, Main Street programs, and tourism entities can also provide a framework for local planning action and information sharing.

While adequate local planning is critical, there are also opportunities for new initiatives and partnerships between different agencies and institutions to promote effective disaster

resilience efforts. For instance, comprehensive GIS technologies that provide straightforward access to historic and cultural resource data in flood-prone areas could be an effective tool for understanding the risks and vulnerabilities of these resources. Assisting more Texas counties to map their FEMA flood zones would also be helpful in this regard. In addition, more efficient coordination between federal and state agencies in streamlining and pre-approving certifications for debris removal sites can also assist in avoiding disturbances to cultural resources. Most of all, agencies and preservation partners can play greater roles in disseminating information, toolkits, and guidance before and after disaster events. Such information can focus on preparing communities to better understand NPS requirements for survey documentation, providing financial assistance for adapting buildings and resources for future disasters, and helping local preservation partners prepare adequate resilience plans.

This theme's goal and objectives seek to build lasting, successful partnerships in state and local disaster resilience and to better integrate historic preservation and cultural resource management needs in all levels of disaster planning throughout the state. The following objectives are ways that communities can build resilience and knowledge about historic and cultural resources at risk for disaster events that are sure to come in the future.

## Goal and Objectives



### STATE-LEVEL OBJECTIVES:

- Require the inclusion of disaster resilience and adaptation elements in CLG and other THC-funded and supported preservation plans, historic structures reports, and other related documents.
- Create and disseminate model disaster preparedness and response plans for historic and cultural sites, tribal TCPs, museums, cemetery associations, and Main Street programs, and work with CLGs and CHCs on sharing mitigation and adaptation strategies with owners and managers of historic resources.

### COMMUNITY-LEVEL OBJECTIVES:

- Prepare hazard mitigation and disaster preparedness plans that incorporate and address landmarks and districts, historic sites, museums, cultural resources, and other intangible aspects of community heritage.
- Create outreach and educational programs on preparedness and adaptation strategies for owners of historic properties.
- Undertake survey and documentation projects, including updates to previous inventories, in places and neighborhoods located in hazard zones or vulnerable areas.
- Seek the listing of properties, places, and sites in the NRHP, as SALs and RTHLs, and other designations to advance their priority and eligibility for emergency grant and funding programs.

- Adopt risk assessment practices in locally funded preservation projects to avoid preventable damage to historic and cultural resources, such as building fires caused by human error.
- Integrate the identification and protection of natural resources, open space, floodplains, farmlands, and ranches as part of broader, recognized cultural landscapes in disaster resilience planning.
- Prepare hard copy and digital versions of disaster preparedness and recovery handbooks and distribute through local websites, social media channels, city halls, and libraries.
- Collaborate with federal, state, and regional agencies, universities, and other partners on updating GIS data and mapping that integrates historic and cultural resources and their locations in disaster hazard areas.
- Adopt new rules of procedures for historic preservation and planning commissions that incorporate an expedited review process for property owners undertaking adaptation measures and for historic resources impacted by a disaster event.
- Include preservation professionals and representatives from historic preservation commissions and other preservation partners in disaster recovery teams.

## DISASTER MITIGATION PLAN, MCKINNEY

In 2021, the City of McKinney completed an update of its disaster mitigation plan, a process that occurs every five years to ensure eligibility for a number of disaster mitigation grants and funding sources. As part of the update, the plan inventoried the community's critical facilities and infrastructure to determine potential vulnerability to future disaster events. The plan also focuses on preservation of the community's landmarks and historic assets, including downtown McKinney, from all hazard types. The plan recommends assisting downtown property owners with upgrades to mechanical and fire protection systems while maintaining historical integrity, bracing building parapets and anchoring municipal non-structural historic landmarks, and integrating preservation architects and other related professionals into disaster assistance teams.



## DIVERSE PARTICIPATION IN TEXAS

**THEME #5****Advancing Preservation Practice and Broadening Participation**

Texas already has an active and vigorous network of preservation partners and organizations that support a broad array of preservation efforts in local communities. However, despite the energy and creativity preservation partners bring to the preservation movement in Texas, there remain enduring concerns, such as workforce and volunteer shortages and ongoing funding of both operational and project-based needs. The COVID-19 pandemic also impacted organizations in different ways by reducing revenues and postponing events for some, while providing others time to reimagine and transition programming to online platforms and other delivery modes. Addressing these issues can help build capacity and capabilities, empowering partners to take stronger roles in their communities and in influencing preservation practice.

Survey respondents and workshop participants also identified the need for engaging new audiences in preservation practice: youth and young adults—the next generations of preservation leaders and advocates. Stakeholders, however, report several barriers to recruiting youth, including the shortage of local internship opportunities and the lack of interest, collaboration, and general outreach with local schools. High school and college-aged students may also lack awareness of the various pathways to preservation careers.

**OPPORTUNITIES**

Advancing preservation practice and engaging new audiences will involve expanding opportunities for participation, enhancing skill sets, and building capacities. For example, new mentoring and hands-on training schemes, flexible online volunteering opportunities, youth summits, and creative programming that views youth as assets rather than just a new audience may be effective approaches to attracting youths and young adults in local preservation work. In other words, the content and substance of activities they can participate in must be relatable to this audience. This also opens the doors for new, impactful collaborations with local schools, colleges and universities, religious institutions, neighborhood organizations, and arts and culture entities to offer opportunities that motivate and energize youth and young adults.

Advancing preservation practice in Texas also means enhancing skill sets and expertise for both professional and volunteer preservation work as well as boosting efforts to expand programs to new audiences. Training and educational support for museum archival practices, restoring historic cemeteries, and increasing the number of people involved in the

preservation trades are other important priorities for strengthening preservation practice. The intent of advancing preservation practice throughout Texas is to build a diverse set of preservation partners who can collaborate, innovate, and implement initiatives and actions that contribute to high-quality results in local communities. It also serves to leverage resources and knowledge to promote a strong preservation stewardship ethic in all corners of the state.

## Goal and Objectives



### STATE-LEVEL OBJECTIVES:

- Continue to support and provide education and technical assistance to preservation partners in enhancing local preservation practice.

### COMMUNITY-LEVEL OBJECTIVES:

- Collaborate with CHCs, historic preservation commissions, schools, and other partners on organizing youth advisory boards, youth summits, and social events that promote the involvement of youth in local preservation activities.
- Expand the work of the Texas Archeological Stewardship Network to provide fieldwork opportunities and hands-on learning experiences for youth and college-age students.
- Work with preservation partners, schools, and institutions to provide paid and unpaid internship opportunities for students and young adults.
- Create well-designed information and marketing packets distributed through existing preservation networks summarizing available educational and technical assistance resources and programs.
- Prepare fundraising plans that evaluate a project's value in meeting preservation goals and providing broader public benefits, such as economic development and education.
- Access training and consultation services for fundraising, organizational management, museum and curatorial practices, and professional development, provided by colleges and universities, agencies, and other nonprofit organizations.
- Pursue partnerships and nontraditional sources of funding for preservation projects, including housing and economic development entities, arts and humanities programs, rural service agencies, and social justice organizations.
- Encourage local schools and educational institutions to develop new history content in curricula and the professional development of teachers.
- Partner with historic sites, museums, schools, libraries, and other related entities to create online and in-class preservation learning labs.

- Explore new partnerships with cross-disciplinary entities, such as craftspeople, contractors, landscape architects, cultural historians, and architecture firms in providing both youth and adult learning experiences.
- Work and collaborate with descendant communities and tribal nations in cultural resource management activities, including interpreting archeological resources, and in consultation processes.

SOURCE: MONTGOMERY CHC

### MONTGOMERY COUNTY HISTORICAL COMMISSION YOUTH ADVISORY BOARD AND GRAVESTONE CLEANING INITIATIVE

Since its founding in 1953, the Montgomery County Historical Commission has pursued a steady and spirited program of documenting, preserving, and promoting its heritage, accomplished through a long-running historic home tour program, ongoing survey work, and historical marker efforts. With an aim to encourage more youth involvement in local preservation work, the commission created a Youth Advisory Board in 2013 composed of juniors and seniors representing the county's public and private high schools—the first such advisory board for a county historical commission in Texas. In 2017, to build awareness of the county's heritage and to generate fresh ideas for activities, the board, along with their families, embarked on a gravestone cleaning project in Oakwood Cemetery in partnership with the Conroe Community Cemetery Restoration project. The partnership supervised the students and provided instruction on how to properly clean and repair gravestones. A designated HTC, Oakwood Cemetery, located on Conroe's east side, was the final resting place for many of the community's African American residents.



## CADDO MOUNDS STATE HISTORIC SITE, ALTO

**THEME #6****Telling the Diverse Stories of Texas**

Texas preservationists increasingly recognize the importance of honoring a dynamic history of the state that continues to capture the stories of its diverse peoples and communities. By documenting, preserving, and interpreting such stories, Texans have the opportunity to forge profound and meaningful connections to the special places that exemplify and distinguish Texas' rich and varied heritage.

**OPPORTUNITIES**

Texas' diverse history encompasses the stories of many different communities and ethnic and racial groups who are not always equally represented in local historic preservation activities. In recent years, cities and towns across the state have initiated survey projects, conducted research and archeological investigations, installed historical markers, and pursued listings in the National Register and designations as State Antiquities Landmarks as ways to document the stories of their diverse communities and the properties and places associated with them. Such places come in the form of cemeteries, archeological sites, parks, Native American sacred sites, downtown districts, neighborhoods, religious buildings, and points of embarkation for newly arriving immigrants. In the years ahead, as interest and momentum continue to build in discovering the state's undertold stories, identifying new buildings and places that help illuminate different facets of Texas history will lead to new recognition and preservation efforts.

With opportunities, there are also challenges in telling the stories of diverse communities. Towns and cities may be missing the building fabric and the physical places once linked to such communities due to urban renewal or demolition by neglect. In other cities, local preservation ordinances may place more emphasis on architectural integrity than cultural significance when designating landmarks and historic districts. In finding ways to tell a more complete narrative of the state's history, many Texas communities employ conservation districts, placemaking initiatives, public art enhancements, or cultural heritage districts as tools for commemoration, interpretation, and education.

**INTANGIBLE HERITAGE**

Informal, intangible aspects of heritage—language, festivals, music, art, cuisine, and legacy businesses, for instance—also help to define the cultural identities and expressions of different groups. They also enliven places and neighborhoods, helping to enrich the cultural

heritage experience for Texans. Incorporating the stewardship of intangible heritage in local preservation programs will foster a greater understanding of the links between people and places, traditions, and culture. However, safeguarding intangible heritage is not the same as for physical resources and sites. It will require initiatives that support the documentation of such heritage, learning its practices and customs, and promoting and publicizing them to the broader public. Occasionally, resources are confidential, such as tribal traditional knowledge. In those cases, preservation partners should disseminate educational information discussing the reasons for confidentiality and the importance of working directly with descendant communities. Finding ways in which to transmit and sustain cultural practices from one generation to the next will also be of high importance.

This theme's goal and objectives seek to continue the important work currently underway across the state in identifying and preserving the places important to Texas' diverse communities. They also provide direction on tools, approaches, and potential partners in ensuring long-term stewardship and interpretation.

## Goal and Objectives



### STATE-LEVEL OBJECTIVES:

- Encourage the use of Certified Local Government grants and other programs in facilitating local community efforts that identify and document the heritage of diverse communities, including architectural and historical surveys, National Register nominations, preservation plans, context studies, interpretive programming, and other documentation needs.
- Develop educational resources, workshops, and consultation programs on preserving intangible aspects of local culture and heritage, using Main Street, Heritage Tourism, and other programs as channels for program delivery.
- Implement a special initiative under the Texas Historic Preservation Trust Fund that supports local activities that document resources related to Texas' diverse communities, capital improvement projects, heritage tourism, interpretation, and other educational programming.

### COMMUNITY-LEVEL OBJECTIVES:

- Undertake collaborative survey and inventory initiatives that identify historic and archeological resource types associated with underrepresented communities, including resource types and context narratives missing from existing inventories and local nominations and designations.
- Update local preservation ordinances and their landmark and historic district designation criteria to emphasize cultural significance as well as architectural integrity.
- Partner with schools, colleges and universities, and leaders and stakeholders from diverse communities to collaborate in historic context research and documentation projects that may shed light on undertold histories and places that bear witness to those histories.

- Explore the use of conservation and cultural heritage districts and placemaking initiatives to protect, commemorate, and interpret buildings, sites, and places of importance to Texas' diverse communities.
- Use digital technologies, GIS, and other mapping capabilities to provide enhanced interpretation and access to information on documented resources related to underrepresented communities.
- Support the varied aspects of intangible cultural heritage through business development and heritage tourism initiatives, marketing and educational efforts, and partnerships and collaborations with local preservation entities and cultural groups.
- Undertake outreach and consensus-building efforts that engage diverse communities in local preservation planning, especially in places where fears of gentrification and displacement are barriers to participation.

SOURCE: [WWW.YSLETADELSURPUEBLO.ORG](http://WWW.YSLETADELSURPUEBLO.ORG)

**YSLETA DEL SUR  
PUEBLO, EL PASO—  
DOCUMENTING SACRED SITES  
THROUGH THE NATIONAL PARK  
SERVICE'S UNDERREPRESENTED  
COMMUNITIES GRANT**

The Tigua tribal community is a federally recognized Native American tribe in El Paso, establishing Ysleta del Sur Pueblo as their home in 1682. The tribe's farming presence in the area helped pave the way for the region's development. In 2021, the tribe established its Tribal Historic Preservation Office—the first federally recognized tribe to do so in Texas. The tribe then applied and received a grant from the NPS' Underrepresented Community Grant Program to survey and inventory its culturally and historically significant sites. Underwritten through the HPF, the program helps fund projects like these, as well as National Register nominations. Grants are competitive but do not require a local match.





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