



**ZONING MAP CHANGE
STAFF REPORT**

City Council Meeting Date:
April 5, 2016

Council District 2

Zoning Commission Recommendation:
Approval by a vote of 7-2

Opposition: None submitted
Support: 10 persons spoke, several present

Continued Yes ___ No X
Case Manager Liz Casso
Surplus Yes ___ No X
Council Initiated Yes ___ No X

Owner / Applicant: City of Fort Worth Planning and Development, Etal

Site Location: Generally bounded by Stockyards Blvd., 23rd Street, UPRR, and Ellis Street
Mapsc0: 62L, 62G

Proposed Use: **Map Amendment: Add Historic Overlay District/HCLC
Nomination**

Request: From: "MU-1" Low Intensity Mixed-Use, "MU-2" High Intensity Mixed-Use, "PD 1017"
Planned Development "J" Medium Industrial, "K" Heavy Industrial

To: "MU-1/HC" Low Intensity Mixed-Use / Historic and Cultural Landmark District
Overlay "MU-2/HC" High Intensity Mixed-Use / Historic and Cultural Landmark
District Overlay, "PD 1017/HC" Planned Development/ Historic and Cultural
Landmark District Overlay, "J/HC" Medium Industrial / Historic and Cultural
Landmark District Overlay, "K/HC" Heavy Industrial / Historic and Cultural
Landmark District Overlay

Land Use Compatibility: No effect.

Comprehensive Plan Consistency: Requested change is consistent.

Background:

On November 17, 2015, the City Council nominated a historic district boundary for the Stockyards. On January 29, 2016, the Historic and Cultural Landmarks Commission also nominated a boundary that was larger than the Council's proposal. Therefore, both of these areas are being proposed through separate zoning cases in order for them to be considered independently with the intention that one is ultimately approved.

Below is a timeline of dates in the creation of the historic district.

October 13, 2015

City Council informally requested that the City Manager proceed with the creation of a form-based district and a local historic district designation for the Stockyards.

November 17, 2015

City Council adopted a resolution (Resolution No.4539-11-2015) nominating the Stockyards Historic District. **This included the proposed boundary for the Stockyards Historic District.**

January 11, 2016

At their regular January meeting, the HCLC continued the designation case for the Council nominated Stockyards Historic District to the February meeting and requested a special meeting be held to review the architectural survey materials.

January 29, 2016

HCLC Special Meeting is held to review Stockyards historic resources and consider adoption of a resolution to expand the boundary and individually designate structures. The HCLC adopted two resolutions. **Resolution No.2016-01 was for the nomination of an expanded Stockyards Historic District boundary.** Resolution No.2016-02 was for the individual nominations of 14 sites in the Stockyards area as Historic and Cultural Landmarks (HC).

February 8, 2016

At their regular February meeting, the HCLC recommended denial of the Council nominated Stockyards Historic District, and recommended approval of the HCLC nominated Stockyards Historic District with expanded boundary. The HCLC also recommended approval of the 14 individually designated sites.

Criteria for Designation

This staff report relates to the City Council Nominated Stockyards Historic District. The district meets the following 8 of 10 criteria for "HC" Historic and Cultural Landmarks District designation:

1. Distinctive in character, interest or value; strongly exemplifies the cultural, economic, social, ethnic or historical heritage of the City of Fort Worth, State of Texas or the United States
2. Is (or includes) an important example(s) of a particular architectural type or specimen in the City of Fort Worth
3. Has been identified as the work(s) of an important architect(s) or master builder(s) whose individual work has contributed to the development of the City of Fort Worth
4. Embodies elements of architectural design, detail, materials, or craftsmanship, which represent a significant architectural innovation
5. Bears an important and significant relationship to other distinctive structures, sites, or areas, either as an important collection of properties or architectural style or craftsmanship with few intrusions, or by contributing to the overall character of the area according to the plan based on architectural, historic or cultural motif
8. Is identified with a person or persons who significantly contributed to the culture and development of the City of Fort Worth, State of Texas or the United States
9. Represents a resource, whether natural or man-made, which greatly contributes to the character or image of a defined neighborhood or community area
10. Is designated as a Recorded Texas Landmark or State Archeological Landmark, or is included on the National Register of Historic Places

The following properties within the proposed Stockyards historic district are individually designated Historic and Cultural Landmarks (HC) or Highly Significant and Endangered (HSE). It is required that at least two properties within a proposed historic district individually meet three or more of the criteria for historic designation. All the properties listed met at least three or more in order to have received their existing designation.

- 121 East Exchange (HC)
- 131 East Exchange (HSE)
- 122 East Exchange (HSE)

- 124 East Exchange (HSE)
- 130 East Exchange (HC)
- 600 East Exchange (HSE)
- 2408 North Main (HSE)
- 101 West Exchange (HSE)

History of the Stockyards Area

The origins of Fort Worth’s Stockyards dates back to 1887, when the plans for the Stockyards were first created. Operations began in 1889. In 1901, the City of Fort Worth offered \$100,000 bonus to any meat packing businesses that would set up their operations in the area, as a way to encourage growth and business. Two firms answered the call, Swift & Co. and Armour and Co., of Chicago. Thousands of jobs were created in the Stockyards as a result. The Stockyards area continued to develop in the following years and greatly contributed to the growth and development of the Near North Side commercial and residential areas. The area began to experience decline in 1962 when the Armour & Co. plant closed.

Significance of the Stockyards Area

The Stockyards provided the major impetus for the growth and early development of Fort Worth. It is one of the most significant sites in Texas, representing the importance of the cattle and livestock industry to the state. In addition, the creation of Fort Worth’s Stockyards coincides with the beginnings of the cattle and livestock industries in the southwestern United States, making it a unique and important national destination. On June 29, 1976, the Stockyards was listed on the National Register of Historic Places.

The majority of structures and features in the Stockyards area were constructed in the early 1900s to 1920s. There are also several examples of architecture constructed in the 1930s, and a few from the 1940s through early 1960s.

The Period of Significance for the Stockyards Historic District is 1890 to 1962. However, the oldest remaining architecture appears to be from 1902.

Any future building changes to the site will be required to seek approval from Historic staff.

Site Information:

Owner: Various owners (see attachments for petition)

Acreage: 139 acres

Comprehensive Plan Sector: North

Surrounding Zoning and Land Uses:

North “J/K” Medium Industrial/Heavy Industrial

East “K” Heavy Industrial

South “K/ PD1017/ MU-1/ MU-2” Heavy Industrial/ Planned Development/ Low Intensity Mixed-Use/ High Intensity Mixed-Use

West “MU-2/ MU-1” High Intensity Mixed-Use/ Low Intensity Mixed-Use

Recent Relevant Zoning and Platting History:

Zoning History: NA

Platting History: NA

Transportation/Access

Street/Thoroughfare	Existing	Proposed	In Capital Improvements Plan (CIP)
NW 23 rd	Residential	Residential	No
N Main	Major Arterial	Major Arterial	No
NE 28 th	Major Arterial	Major Arterial	No

Public Notification:

The following organizations were notified:

Organizations Notified	
Historic Fort Worth, Inc.	

Development Impact Analysis:

1. **Land Use Compatibility**

The requested “HC” zoning overlay will not change the base zoning; as a result, there will be no effect on compatibility.

2. **Comprehensive Plan Consistency**

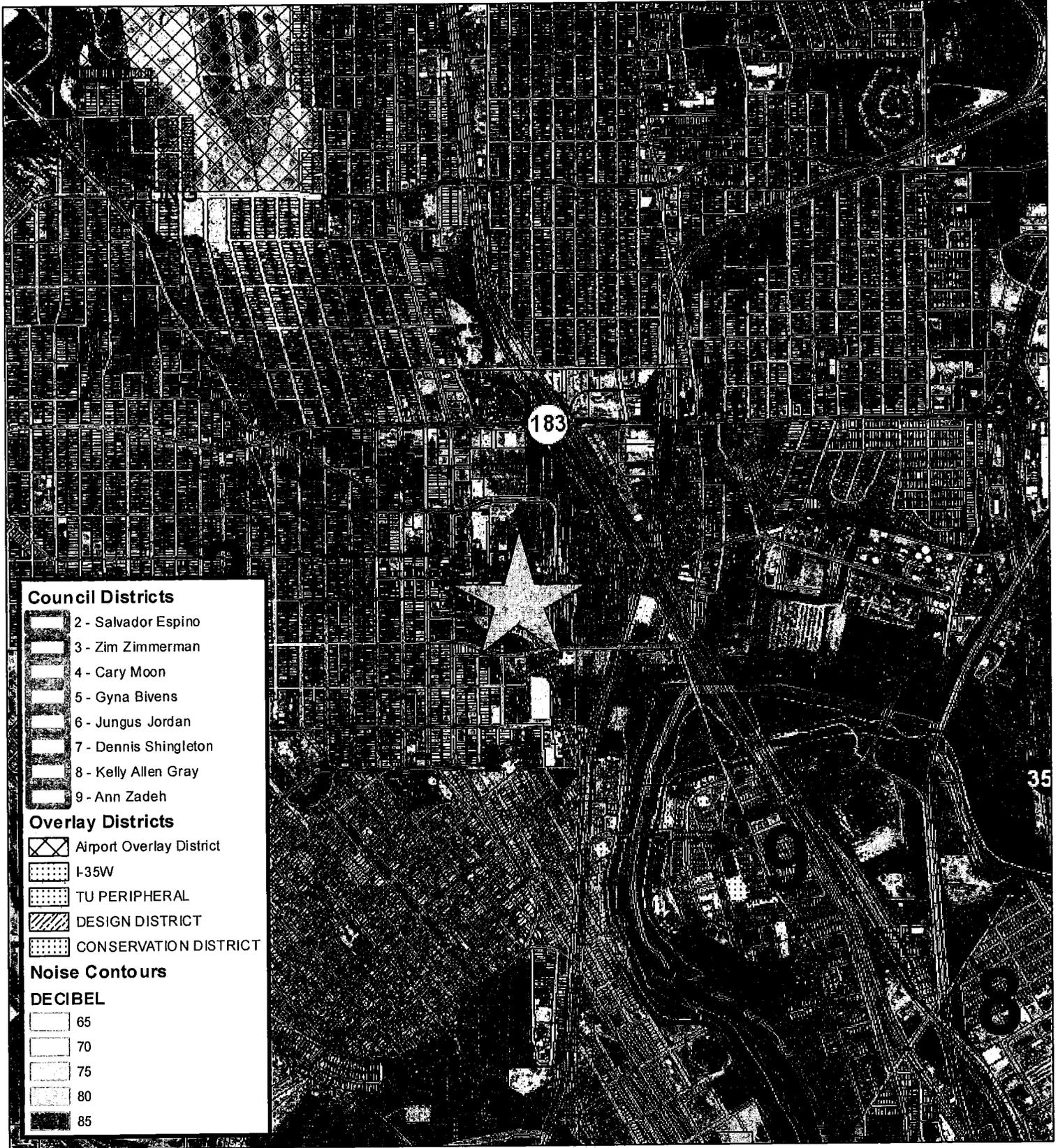
The proposed historic designation **is consistent** with the below policies and strategies of Chapter 13, the Historic Preservation Section of the 2016 Comprehensive Plan:

- Protect, enhance and perpetuate landmarks and districts of historical, cultural, architectural, or archaeological importance to Fort Worth.
- Foster civic pride by recognizing accomplishments of the past.
- Facilitate the designation of significant districts, sites, and structures with an overlay for Demolition Delay, Historic and Cultural Landmark, or Highly Significant Endangered.

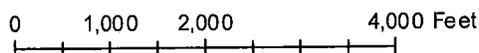
Attachments:

- Location Map
- Area Zoning Map with 300 ft. Notification Area
- Future Land Use Map
- Aerial Photograph
- HCLC staff report and attachments
- Minutes from the Zoning Commission meeting

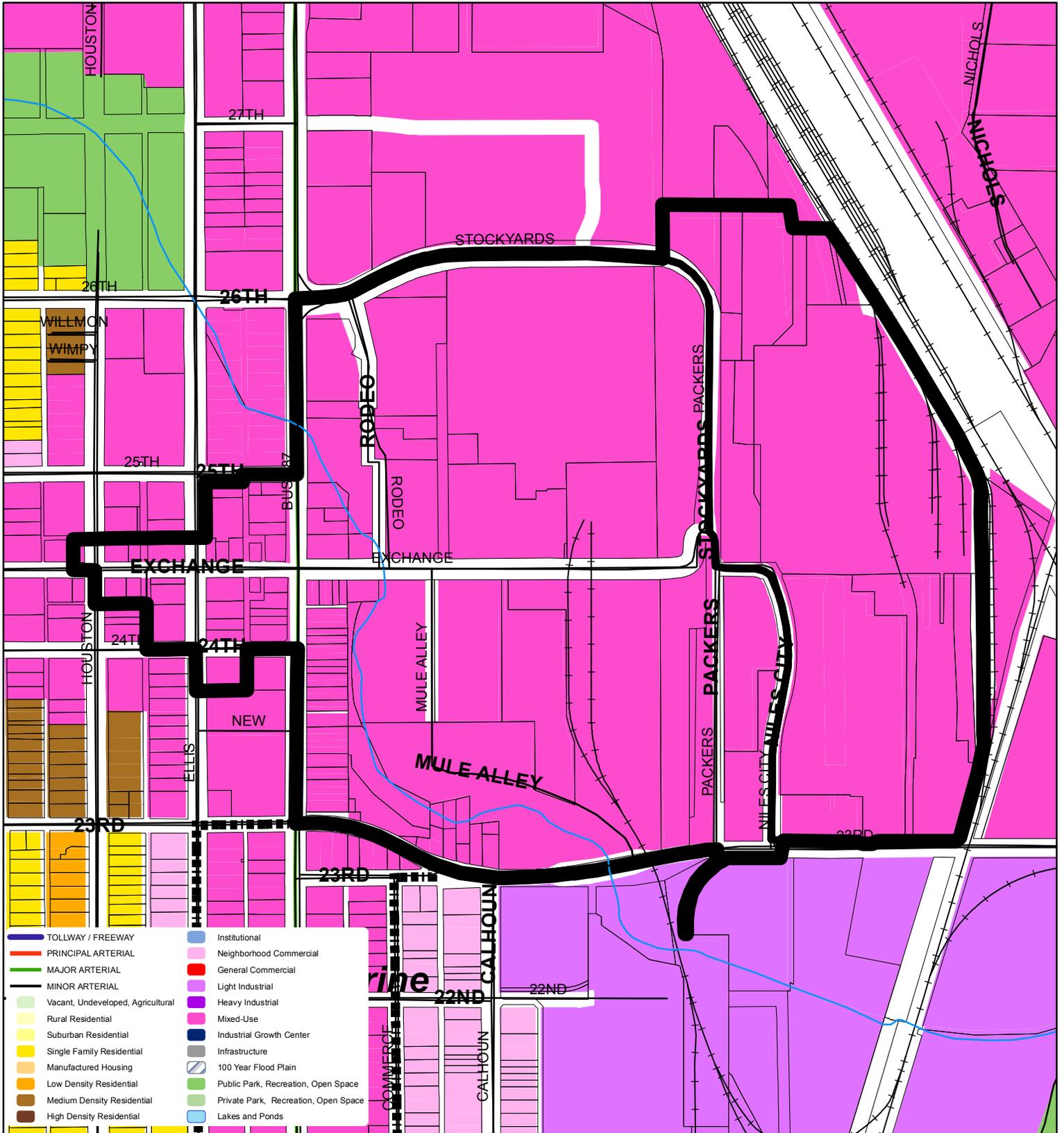
Area Map



0 1,000 2,000 4,000 Feet



Future Land Use

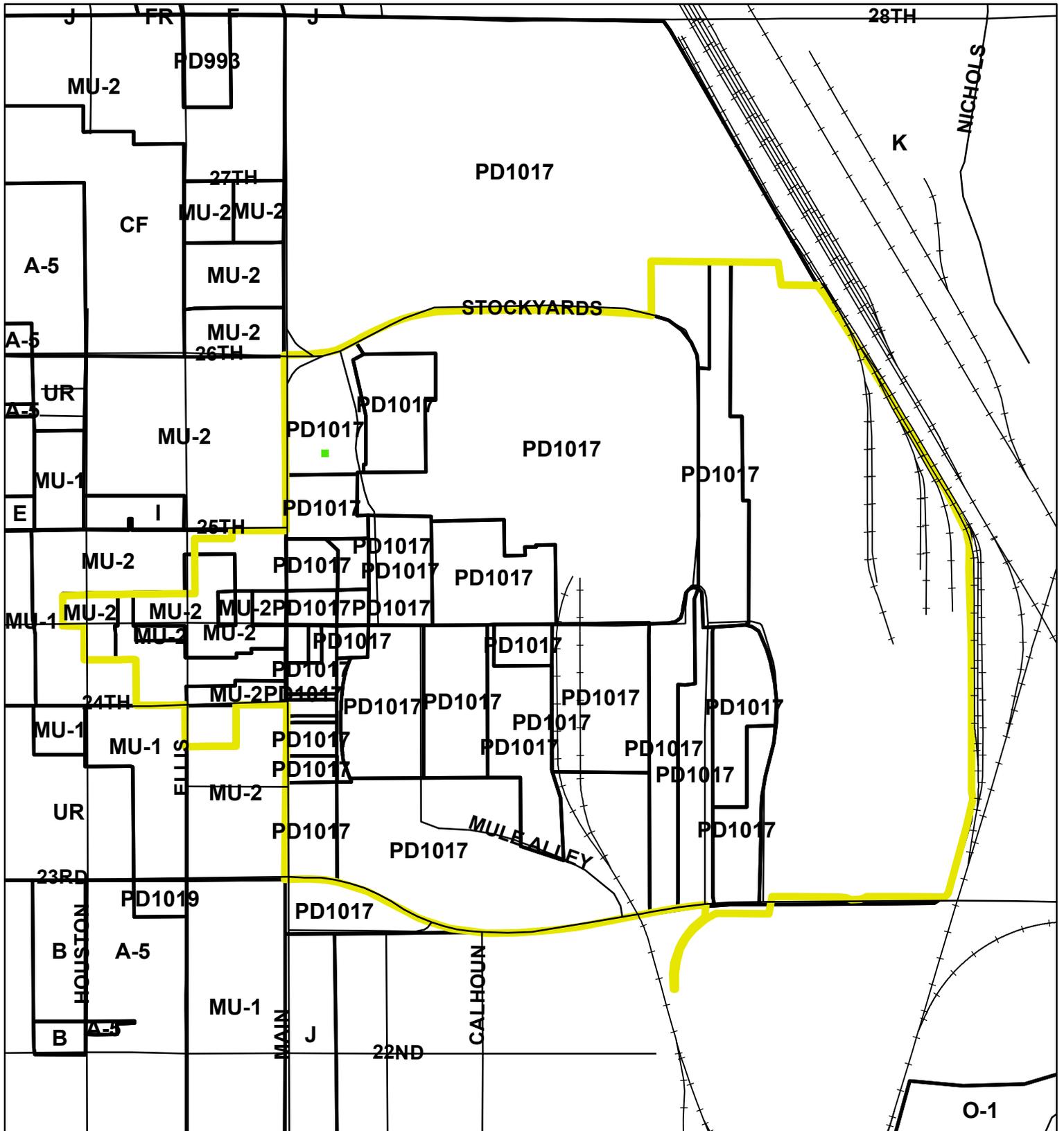


500 250 0 500 Feet

A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries. (Texas Local Government Code, Section 219.005.) Land use designations were approved by City Council on March 3, 2015.



Aerial Photograph



500 250 0 500 Feet



Aerial Photography Date February 2015



**STAFF REPORT
HISTORIC AND CULTURAL LANDMARKS COMMISSION
CITY OF FORT WORTH, TEXAS**

DATES: February 8, 2016

COUNCIL DISTRICT: 2

GENERAL INFORMATION

REQUEST	Designation as a Historic & Cultural Landmark District (HC)
APPLICANT/AGENT	City of Fort Worth (HCLC Resolution No.2016-01)
LOCATION	Please refer to the attached map
ZONING/ USE (S)	MU-2, & MU-1 (west of N Main), PD1017, J, & K (east of N Main)
NEIGHBORHOOD ASSOCIATION	North Side (west of N Main); None east of N Main

DESIGNATION

The applicants are requesting 'HCD' Historic and Cultural Landmarks District designation because it meets the following 8 of 10 criteria for designation:

- Criterion 1: Distinctive in character, interest or value; strongly exemplifies the cultural, economic, social, ethnic or historical heritage of the City of Fort Worth, State of Texas or the United States
- Criterion 2: Is (or includes) an important example(s) of a particular architectural type or specimen in the City of Fort Worth
- Criterion 3: Has been identified as the work(s) of an important architect(s) or master builder(s) whose individual work has contributed to the development of the City of Fort Worth
- Criterion 4: Embodies elements of architectural design, detail, materials, or craftsmanship, which represent a significant architectural innovation
- Criterion 5: Bears an important and significant relationship to other distinctive structures, sites, or areas, either as an important collection of properties or architectural style or craftsmanship with few intrusions, or by contributing to the overall character of the area according to the plan based on architectural, historic or cultural motif
- Criterion 8: Is identified with a person or persons who significantly contributed to the culture and development of the City of Fort Worth, State of Texas or the United States
- Criterion 9: Represents a resource, whether natural or man-made, which greatly contributes to the character or image of a defined neighborhood or community area

Criterion 10: Is designated as a Recorded Texas Landmark or State Archeological Landmark, or is included on the National Register of Historic Places

The following properties within the proposed stockyards historic district are individually designated Historic and Cultural Landmarks (HC) or Highly Significant and Endangered (HSE). It is required that at least two properties within a proposed historic district individually meet three or more of the criteria for historic designation. All the properties listed met at least three or more in order to have received their existing designation.

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- 124 East Exchange (HSE)
- 130 East Exchange (HC)
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- 2408 North Main (HSE)
- 101 West Exchange (HSE)

FINDINGS / RECOMMENDATIONS

At the January 29, 2016 HCLC meeting, the Commission adopted a resolution to nominate a Stockyards Historic District with an expanded boundary, from the one proposed by City Council at their November 17, 2015, meeting.

Please see the attached map of the proposed expanded historic district boundary.

Background and Timeline

July 15, 2014

City Council approved a zoning change to mixed-use zoning and directed staff to create a design district that would help ensure that future development in the Stockyards is consistent with its historic western character.

October 21, 2014

City Council adopts a resolution to create the Historic Stockyards Design District Task Force and appointed fourteen individuals to be the members of the task force.

Over the next year, the Design Task Force met several times in meetings that were open to the public in order to develop the Stockyards Design Overlay District Standards and Guidelines.

October 13, 2015

City Council informally requested that the City Manager proceed with the creation of a form-based district and a local historic district designation for the Stockyards.

November 17, 2015

City Council adopts a resolution nominating the Stockyards Historic District. This included the proposed boundary for the Stockyards Historic District.

January 11, 2016

HCLC continues the designation case for the Stockyards Historic District to the February meeting and requests a special meeting before it to review the architectural survey materials.

January 29, 2016

HCLC Special Meeting to review Stockyards historic resources and consider adoption of resolutions to expand the boundary and individually designate structures.

History of the Stockyards Area

The origins of Fort Worth's Stockyards dates back to 1887, when the plans for the Stockyards were first created. Operations began in 1889. In 1901, the City of Fort Worth offered \$100,000 bonus to any meat packing businesses that would set up their operations in the area, as a way to encourage growth and business. Two firms answered the call, Swift & Co. and Armour and Co., of Chicago. Thousands of jobs were created in the Stockyards as a result. The Stockyards area continued to develop in the following years and greatly contributed to the growth and development of the Near North Side commercial and residential areas. The area began to experience decline in 1962 when the Armour & Co. plant closed.

Please see the attached narrative on the history of the Stockyards from the National Register Nomination.

Significance of the Stockyards Area

The Stockyards provided the major impetus for the growth and early development of Fort Worth. It is one of the most significant sites in Texas, representing the importance of the cattle and livestock industry to the state. In addition, the creation of Fort Worth's Stockyards coincides with the beginnings of the cattle and livestock industries in the southwestern United States, making it a unique and important national destination. On June 29, 1976, the Stockyards was listed on the National Register of Historic Places.

The majority of structures and features in the Stockyards area were constructed in the early 1900s to 1920s. There are also several examples of architecture constructed in the 1930s, and a few from the 1940s through early 1960s.

The Period of Significance for the Stockyards Historic District is 1890 to 1962. However, the oldest remaining architecture appears to be from 1902.

Contributing and Non Contributing Structures

An architectural resources survey has been made by an outside preservation consultant. The survey included historic resources in the Stockyards area, both inside and outside the proposed district boundary. Please see attached map to view the contributing and non-contributing properties in the proposed Stockyards Boundary.

The proposed Stockyards Historic District meets 8 of the 10 designation criteria, which is consistent with the requirements of the ordinance for Historic and Cultural Landmark (HC) districts. In addition, there are multiple structures within the proposed boundary that are already individually designated HC and HSE.

Staff recommends the following motion: **Motion to approve the designation of Stockyards Historic District as a Historic and Cultural Landmark (HC) district and the use of the Secretary of the Interior's Standards for Rehabilitation when evaluating any proposed alterations.**

Supplemental Materials



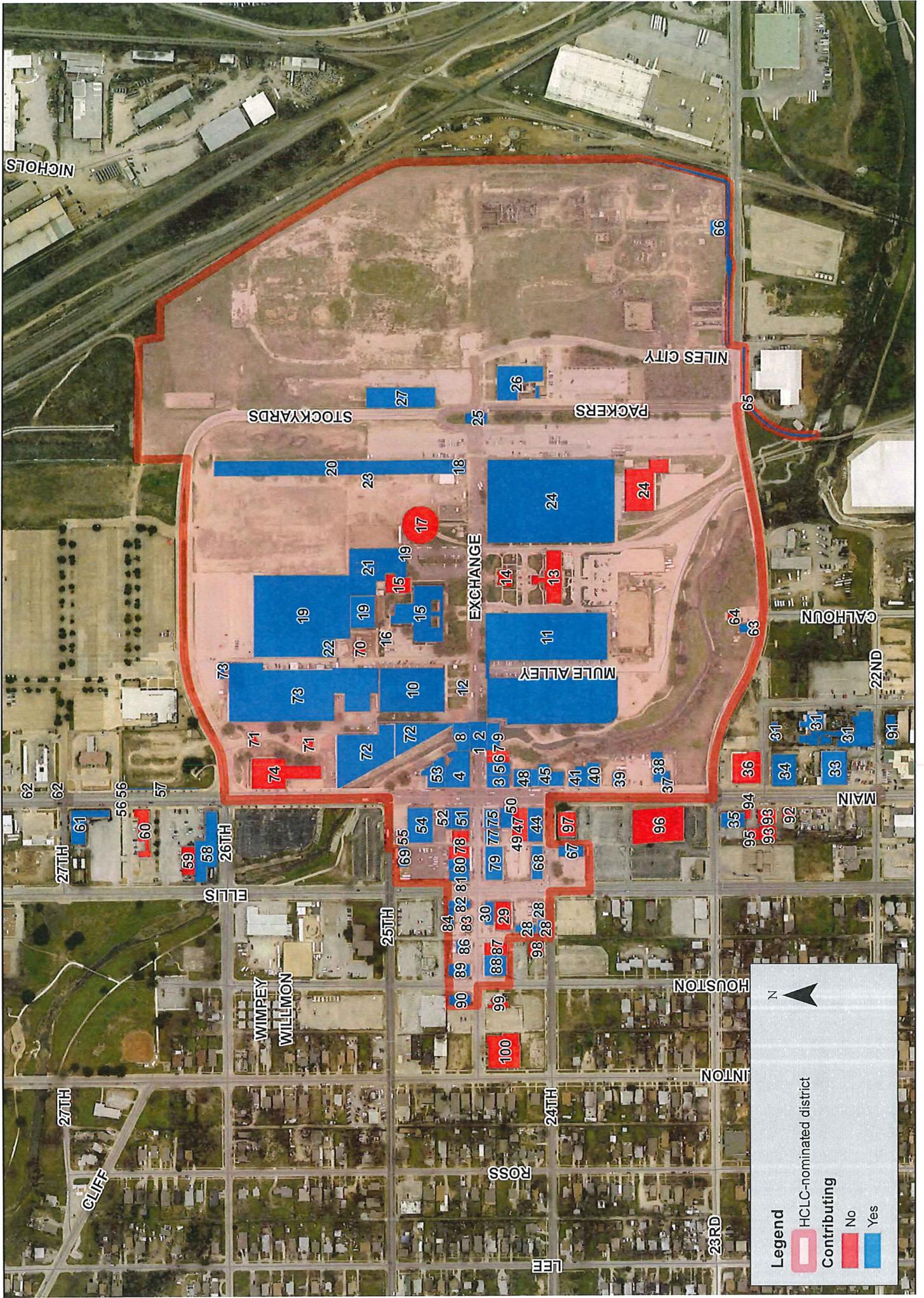
HCLC Resolution No. 2U16-U1 Map



Legend

-  HCLC-nominated district

Contributing and Non-Contributing Structures w/ HCLC-nominated district



A Resolution

NO. 2016-01

RESOLUTION DIRECTING THE HISTORIC PRESERVATION OFFICER TO SUBMIT A NOMINATION TO THE HISTORIC AND CULTURAL LANDMARKS COMMISSION TO EXPAND THE BOUNDARIES OF THE FORT WORTH STOCKYARDS HISTORIC AND CULTURAL LANDMARK DISTRICT AS PROPOSED BY THE FORT WORTH CITY COUNCIL IN RESOLUTION NUMBER 4539-11-2015.

WHEREAS the origins of Fort Worth's Historic Stockyards dates back to 1887, when the plans for the Stockyards were created, and 1889, when it went into operation;

WHEREAS the Historic Stockyards provided the major impetus for the growth and early development of Fort Worth, and showcases its western heritage;

WHEREAS the Historic Stockyards is one of the most significant sites in Texas, representing the importance of the cattle and livestock industry to the state;

WHEREAS the establishment of the Stockyards coincides with the beginnings of the cattle and livestock industries in the southwestern United States, making it a unique and important national destination;

WHEREAS The Fort Worth Stockyards Historic District was listed on the National Register of Historic Places on June 29, 1976;

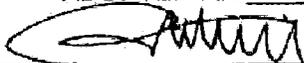
WHEREAS, on November 17, 2015, the City Council adopted Resolution No. 4539-11-2015 to nominate the area within the Stockyards as a Historic and Cultural Landmarks District ("Stockyards HC District") to effectuate the protections necessary to fulfill the purpose and intent of the Zoning Ordinance, including, but not limited to, the long-term preservation of the Stockyards as a valuable and irreplaceable historic asset to the City of Fort Worth and the nation, as a whole and directing the Historic Preservation Officer to submit such nomination to the Historic and Cultural Landmarks Commission for consideration; and

WHEREAS the proposed district boundary does not include some of the historically significant structures, objects, and sites unique to the Stockyards;

NOW, THEREFORE, BE IT RESOLVED BY THE FORT WORTH HISTORIC AND CULTURAL LANDMARKS COMMISSION:

That the Historic and Cultural Landmarks Commission nominates an expansion of the district boundary as proposed by the City Council on November 17, 2015 the Historic Stockyards for designation as a Historic and Cultural Landmark (HC) District as depicted on Exhibit A and requests the City's Historic Preservation Officer prepare an appropriate application for public hearings to be conducted by the Historical and Cultural Landmarks Commission, the Zoning Commission, and the City Council.

ADOPTED this 29th day of January, 2016.


Gannon Gries
HCLC Chair



CITY OF FORT WORTH

Mr. Flores asked Mr. Wright to explain his participation in this project. Mr. Wright said he went to every building in this area, photographed, and completed a survey form and an assessment. He said he worked with City of Fort Worth Historic staff and did a windshield survey to identify the proposed boundary, leaving out residential structures. Once the area was identified he took pictures of different elevations and completed a survey form using a 1988 survey. Mr. Wright said once the boundary was proposed, based on pictures presented, the City determined they needed to go review the area and used this to present to the HCLC Commission.

Libby Willis, 2300 Primrose, Fort Worth, Texas spoke in opposition. Ms. Willis mentioned the HCLC recommended a larger area and explained why they do updated surveys of historic buildings. She wants to see the same design review for guidelines on the larger boundary.

Mr. Flores asked staff about the demolition permits and where the locations were. Ms. Burghdoff said many of them are located on the Swift site.

Doug Harmon, 2222 Winton Terrace East, Fort Worth, Texas and a member of the Tarrant County Historical Commission spoke in opposition. Mr. Harmon mentioned the City of Fort Worth has a document about Historic Districts and this district fails to define what a Historic District is.

Debbie Johnson, 1317 Smilax Avenue, Fort Worth, Texas spoke in opposition. Ms. Johnson said the boundary does not protect some uses in the Stockyards.

Motion: Following brief discussion, Mr. Flores recommended a Denial of the request, seconded by Ms. McDougall. The motion carried 7-2 with Ms. Conlin and Mr. Edmonds against.

<i>Document received for written correspondence</i>					ZC-16-046
Name	Address	In/Out 300 ft notification area	Position on case		Summary
Paul Hunter	3923 Lafayette	Out	Opposition		Spoke at hearing
Kip Wright	6608 Kingswood	Out	Opposition		Spoke at hearing
Libby Willis	2300 Primrose	Out	Opposition		Spoke at hearing
Doug Harmon	2222 Winton Terrace E	Out	Opposition		Spoke at hearing
Debbie Johnson	1317 Smilax	Out	Opposition		Spoke at hearing
Paul Hunter	3923 Lafayette	Out	Opposition		Present did not speak
Ruth Hooker	1815 Newport	Out	Opposition		Present did not speak

17. ZC-16-047 City of Fort Worth Planning & Development Map Amendment: Add Historic Overlay District (CD 2) Historic and Cultural Landmarks Commission Nomination, Generally bounded by Stockyard Ave, 23rd St, UPRR and Ellis St, (See

addresses in case file, 139.36 Acres): from “MU-1” Low Intensity Mixed-Use, “MU-2” High Intensity Mixed-Use, PD1017 Planned Development, “J” Medium Industrial, and “K” Heavy Industrial to “MU-1/HC” Low Intensity Mixed-Use/Historic and Cultural Landmark District Overlay, “MU-2/HC” High Intensity Mixed-Use/Historic and Cultural Landmark District Overlay, “PD1017/HC” Planned Development/Historic and Cultural Landmark District Overlay, “J/HC” Medium Industrial/Historic and Cultural Landmark District Overlay, “K/HC” Heavy Industrial/Historic and Cultural Landmark District Overlay

Liz Casso, Historic Preservation Officer, Planning & Development explained to the Commissioners there was a survey that was done by Historic Fort Worth, Inc. which was presented to the Historic & Cultural Landmarks Commission. Ms. Casso said after reviewing the boundary presented by City Council, the Historic & Cultural Landmarks Commission proposed a new boundary of the Stockyards Historic District. The new boundary preserves more of the unprotected resources that were identified in the survey. The HCLC thought it would be inappropriate to not include the actual Stockyards area north of Exchange Ave. They recognized the importance of protecting the context around the remaining historic resources in the Stockyards in order to protect the historic character.

Chris Ebert, 2530 S. Adams, Fort Worth, Texas spoke in support. Mr. Ebert mentioned he was Chair of the Historic & Cultural Landmarks Commission some time ago and noted the HCLC’s job is to weigh the guidelines of each case that comes before them to determine if they meet the criteria for historic designation.

Tom Reynolds, 1605 Sunset Terrace, Fort Worth, Texas spoke in support. Mr. Reynolds mentioned he was also a Historic & Cultural Landmarks Commissioner. He gave some brief history of the decisions made by HCLC and supports expanding the boundary to look at this area and the future development of the Stockyards.

Jerre Tracy, 1110 Penn Street, Fort Worth, Texas representing Historic Fort Worth, Inc., spoke in support. Ms. Tracy mentioned the larger boundary could be another downtown area, and that the economic incentives that uniquely accompany historic buildings for rehab benefit all property owners. She went on to mention if it hadn’t been for the Stockyards, cattlemen and ranchers would not have brought their horses and cows here, nor their money, and end up living here. She noted TCU has a Ranch Management School.

Diana Bloxom-Barbaro, 3409 W. Fuller Avenue, Fort Worth, Texas spoke in support. Ms. Barbaro noted the larger boundary will preserve the delicate living history, enable continued investment and protect private property rights of all Stockyards land and business owners from neighbors doing harm to the authentic atmosphere of the district.

Melissa Wade Hunter, 3923 Lafayette Avenue, Fort Worth, Texas spoke in support. Ms. Hunter talked about the Swift Armor building, displayed some pictures of the building and what similar structures look like in other cities.

Doyle Willis Jr., 2300 Primrose Avenue, Fort Worth, Texas spoke in support. Mr. Willis mentioned the highest and best use is not always based on economic consideration.

Paul Hunter, 3923 Lafayette Avenue, Fort Worth, Texas spoke in support. Mr. Hunter said Fort Worth Stockyards is unique and deserves to be recognized. Large sections of the Stockyards have disappeared with or without due process.

Ruth Hooker, 1815 Newport Road, Weatherford, Texas spoke in support. Ms. Hooker owns property at 213 W. Exchange.

Motion: Following brief discussion, Mr. Flores recommended Approval of the request, seconded by Ms. Runnels. The motion carried 7-2 with Ms. Conlin and Mr. Edmonds against.

<i>Document received for written correspondence</i>					ZC-16-047
Name	Address	In/Out 300 notification area	ft	Position on case	Summary
Chris Adams	2530 S Adams	Out		Support	Spoke at hearing
Tom Reynolds	1605 Sunset Terrace	Out		Support	Spoke at hearing
Jerre Tracy/Historic Fort Worth, Inc.	1110 Penn St	Out		Support	Spoke at hearing
Diana Bloxom- Barbaro	3409 W Fuller	Out		Support	Spoke at hearing
Melissa Wade/Paul Hunter	3923 Lafayette	Out		Support	Spoke at hearing
Doyle Willis Jr.	2300 Primrose	Out		Support	Spoke at hearing
Ruth Hooker	1815 Newport	Out		Support	Spoke at hearing
Elliott Wright	6608 Kingswood	Out		Support	Present did not speak
Libby Willis	2300 Primrose	Out		Support	Present did not speak
Debbie Johnson	1317 Smilax	Out		Support	Present did not speak
Marty Humphrey	2116 W. Sanford	Out		Support	Present did not speak
Eva Bonilla	362 Foch St	Out		Support	Present did not speak

18. ZC-16-048 Fort Worth TCU Lodging LLC (CD 9)- 3450-3479 (odds) Lovell Avenue, 3450-3478 (evens) W. Vickery Boulevard (Brooklyn Heights Addition Block 6, Lot 1R, 1.81 Acres): from “J” Medium Industrial to “PD/J” Planned Development for all uses in “J” Medium Industrial plus hotel; site plan included

Ronald Smith, 14850 Quorum Drive, Suite 201, Dallas, Texas representing Town Place Suites by Marriott explained to the Commissioners they found out through the permitting process that their lot falls within 1,000 ft. of a B zoned residential property. They are proposing an upscale hotel for the lot.