

Historic Context of Fort Worth

Task 2 – Survey Plan Addendum

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Submitted to the City of Fort Worth

Prepared by HHM & Associates, Inc.

1 Task 2 – Survey Plan Addendum

2 INTRODUCTION

3 HHM has been commissioned to develop a historic resources survey plan for the City of Fort Worth as
4 part of the City’s *Historic Context of Fort Worth*. The survey plan presents a list of prioritized
5 recommendations guided by the principles of efficiency, urgency, and feasibility for conducting a historic
6 resources survey within the current city limits of Fort Worth, Tarrant County, Texas. The survey plan
7 recommends a phased approach that can be completed over a multi-year period, as funding becomes
8 available.

9 Maps listed throughout this Survey Plan Addendum text (figures 1–9) are included as oversized pages at
10 the end of the document, under *Figures*.

11 SURVEY PLAN METHODOLOGY

12 Defining the geographic limits of potential survey areas and establishing a process in which to conduct
13 the survey is a critical step for ensuring success. The following methodology explains the background
14 and rationale behind the recommendations for and prioritization of survey areas.

15 IDENTIFICATION OF SURVEY AREAS

16 The core principles of both efficiency and urgency guide all recommendations set forth in this survey
17 plan. To maximize the efficiency of survey efforts across Fort Worth, the plan divides the city into
18 discrete geographic survey zones. Each zone feasibly may be surveyed relying on funding from the
19 Certified Local Government (CLG) and on its annual grant cycle. Cost estimates to complete a historic
20 resources survey of each zone are intentionally consistent with typical CLG grant awards from the Texas
21 Historical Commission (THC).¹

22 Dividing the city into manageable zones, or survey areas, is the first key step in determining priorities for
23 future survey. HHM worked closely with the City of Fort Worth’s Historic Preservation Department to
24 understand the city’s preservation needs and identify areas where the evaluation of historic resources
25 proves the most urgent and critical. The recommended survey areas and their priority order is based on
26 the following parameters, as defined by the City:

- 27 • Previously designated City of Fort Worth Local Historic Districts
- 28 • Concentrations of historic resources within Fort Worth’s city limits based on oldest annexation
29 areas

30 Additionally, HHM and the City of Fort Worth worked together to determine the type of survey
31 recommended for each survey zone—windshield or reconnaissance—based on the level of evaluation
32 needed for each area. See “Defining Levels of Survey” below for a breakdown of these survey types.

¹ Although there is a wide range in CLG awards, in a typical year, the THC’s CLG program provides matching grants up to \$40,000 for a total project cost of up to \$80,000. The THC publishes listings of recent CLG grant awards online at <https://www.thc.texas.gov/preserve/projects-and-programs/certified-local-government/grant-information/fy20-grant-round>.

Defining Levels of Survey

Windshield Versus Reconnaissance

The National Park Service sets forth varying levels of detail for survey projects in National Register Bulletin 24, *Guidelines for Local Surveys: A Basis for Preservation Planning*, available at https://www.nps.gov/subjects/nationalregister/upload/NRB24-Complete_Part1.pdf.

These levels of survey are further refined by Texas Department of Transportation’s Documentation Standard: Historic Resource Survey Reports, available at <https://ftp.txdot.gov/pub/txdot-info/env/toolkit/421-06-ds.pdf>. The standard definitions of each level of survey are summarized below.

Windshield-Level Survey

- Typically focuses on district scale rather than individual buildings, noted by the NPS as the “streetscapes, the general character of its housing stock or commercial buildings, representative buildings and structures, the layout of its spaces in general.”
- Photography includes streetscape photographs rather than photographs of individual buildings.
- Maps and inventories record areas at the subdivision scale (or larger) rather than resource-by-resource.
- No historical research or analysis is included.
- The most common goal of the windshield-level survey is to recommend whether or not the area should be surveyed at the reconnaissance level in the future.

Reconnaissance-Level Survey

- Typically documents individual buildings, including two photographs of each building, a map of the building location, and a survey form noting the building’s address, date of construction, use type, architectural style, physical integrity, and eligibility for local historic designation and/or National Register listing.
- Broad contextual research is conducted to guide eligibility determinations.
- For the City of Fort Worth, contextual research has been conducted during this phase of the project, so that the narrative historic context can be reused for all future phases of reconnaissance-level survey.

1 **CONCENTRATIONS OF HISTORIC RESOURCES BY AGE**

2 The City of Fort Worth’s Historic Preservation Department determined age as the best indicator to
 3 identify the order in which the unsurveyed parts of the city should be evaluated, with the oldest sections
 4 taking priority over newer sections. Using the historic maps listed below, HHM utilized GIS mapping and
 5 analysis tools to trace Fort Worth’s annexation boundaries over time, thereby delineating survey areas
 6 according to annexation periods. Table 1 and figure 1 present these results, showing Fort Worth’s
 7 annexation periods as survey areas with their corresponding parcel counts. The recommended survey
 8 type for each survey area is also included in the table.

9 **Historic Maps Used**

- 10 • *Successive Stages of Fort Worth’s Growth from Four Square Miles in 1873 to Approximately 100*
 11 *Square Miles, 1949* (see fig. 2)
 12 • *Road map of Tarrant County Texas, 1958* (see fig. 3)
 13 • *Geological Survey map of Dallas, 1975* (see fig. 4)

Table 1. Annexation periods as survey areas.

Annexation Period	Number of Parcels	Number of Subdivisions	Survey Type
1873–1889	2,403	NA	Reconnaissance
1890–1891	2,137	135	Windshield
1892–1908	977	38	Windshield
1909–1921	14,355	204	Windshield
1922–1927	38,318	781	Windshield
1928–1945	9,872	275	Windshield
1946–1958	75,476	1,450	Windshield
1959–1975	18,001	126	Windshield

14

RECOMMENDATIONS

The survey plan makes the following recommendations as a roadmap for a citywide survey effort of Fort Worth. All future surveys should use the consolidated GIS-compatible database template developed for the City under this contract [pending]. A *Survey Implementation Matrix* (table 8), presented at the end of this section, details the phases, parcel and subdivision counts, and projected timeframes and costs associated with all phases of survey.²

GIS-compatible Citywide Database Template [pending]

HHM has developed a custom historic resources database template for the City of Fort Worth using the ArcGIS Online Collector App. This tool allows for the survey team to utilize handheld devices, such as mobile phones and tablets, to document historic resources remotely in the field. As the survey team captures information, the data will be stored in the City's ESRI cloud-based ArcGIS Online platform. HHM designed the structure of the database template to comply with Texas Historical Commission and National Park Service standards for documenting historic resources. The ArcGIS Online Collector App allows for the integration of previous survey data, Appraisal District data, previous designation files, and other relevant datasets. The database template allows for data editing, querying, map analysis, and the export of inventories and forms. The City of Fort Worth can control permissions within their ArcGIS Online account to determine who on the survey team may access, edit, or delete data in the survey tool.

RECOMMENDATION 1. IDENTIFY AND APPLY FOR PRESERVATION GRANTS

To fund a citywide comprehensive survey, the City of Fort Worth should seek funding sources and prepare applications for available grants. Funding for future survey efforts is available from a variety of public and non-profit sources, including:

- THC's CLG program
- THC's Texas Preservation Trust Fund (TPTF) program
- City Hotel Occupancy Tax (HOT) funds dedicated to cultural and heritage tourism
- Community Development Block Grant (CDBG) funds
- FEMA mitigation funds
- NPS programs such as Preserve America
- National Trust for Historic Preservation (NTHP) grants

While various funding sources exist, this survey plan encourages the City of Fort Worth to pursue THC CLG grant funding first, as the program aims to assist participating city and county governments engaging in a variety of preservation planning-related efforts. Priority for CLG funding is given to projects involving architectural surveys, preparation of National Register nominations, and writing or amending preservation ordinances, among other projects. CLG grants require a local match on a one-to-one (dollar for dollar) basis equal to a 50-50 ratio for the total cost of the project. City Hotel Occupancy Tax funds may be used to match CLG grant funding. Although there is a wide range in CLG awards, in a typical year the THC's CLG program may provide matching grants up to \$40,000, and a single project total cost of up to \$80,000.

Assumption: Annual Budget Planning

Note that all recommendations below assume that the City of Fort Worth will plan for an average of approximately \$60,000 for survey implementation per year (with 50 percent from grant funding, plus a 50 percent match from City budget allocations – possibly taking advantage of HOT tax funds). [Note for City of Fort Worth: if this assumption is not accurate, please provide an alternate reasonable annual budget, to be incorporated into Draft 2. Note that if the budget per year increases, the survey may be completed in fewer years.]

² The cost estimates proposed in this section are provided for budget planning purposes only. The actual cost may vary based on the actual scope of work developed for the proposed work and other unknown variables.

1 The deadline for CLG grant applications is usually in the fall. The THC requires that grant applications
 2 include such detailed information as a summary of local preservation-related activities and threats to
 3 historic properties, how the project will be undertaken, how much the project will cost, and how the
 4 grant applicant will provide matching funds. For more information about the THC’s CLG program, please
 5 visit [https://www.thc.texas.gov/preserve/projects-and-programs/certified-local-government/grant-](https://www.thc.texas.gov/preserve/projects-and-programs/certified-local-government/grant-information)
 6 [information](https://www.thc.texas.gov/preserve/projects-and-programs/certified-local-government/grant-information).

7 Table 2 presents the timeframe, cost, and duration associated with *Recommendation 1, Securing*
 8 *Preservation-Related Grants*.

Table 2. Recommendation 1 planning matrix.

Timeframe	Price	No. Years	Price per Year
Ongoing (Years 1–17)	N/A (Staff Time Only)	17	N/A (Staff Time Only)

9 **RECOMMENDATION 2. PHASED CITYWIDE HISTORIC RESOURCES SURVEY**

10 The City of Fort Worth should create and maintain an up-to-date, accurate inventory of historic
 11 resources within the city limits to facilitate the identification of properties and districts considered
 12 eligible for possible listing to the National Register and/or local landmark designation. The inventory will
 13 also assist the local government in preservation planning and heritage tourism endeavors. The historic
 14 resources survey may be conducted in phases that are confined to separate and distinct “survey zones,”
 15 due to the costs and logistics of such an ambitious citywide effort. The following recommended survey
 16 phases are based on the methodology outlined above.

17 **Phase 1: Integrate Previously Identified Resources into a GIS-Compatible Database** 18 **Template (Year 1)**

19 During the first phase, the City of Fort Worth should analyze and consolidate data from previous surveys
 20 and documentation. Potential sources include the results of earlier historic resources surveys of Fort
 21 Worth, National Register nominations, local landmark designation files, as well as documentation of
 22 historic resources prepared by various government agencies and/or held in various archival repositories.
 23 Data gathered during this stage should be integrated into a single database used for the Historic
 24 Preservation Department’s management of historic resources. Data also could be linked to GIS to
 25 produce maps showing concentrations of known historic resources to help determine priorities for
 26 future historic resources surveys.

27 Previous historic resources surveys that should be integrated into the database include:

- 28 • “Stockyards Historic Resource Survey,” prepared by Historic Fort Worth, Inc., 2016
- 29 • “The Meridian Highway in Texas,” prepared by Hardy-Heck-Moore, Inc., 2016
- 30 • “The Development of Highways in Texas: A Historic Context of the Bankhead Highway and Other
 31 Named Highways,” prepared by Hardy-Heck-Moore, Inc., 2014
- 32 • “Historic Resources Survey Update for White Settlement Road Bridge, Fort Worth, Texas,”
 33 prepared by Hardy-Heck-Moore, Inc., 2012
- 34 • “Supplement to Historic Resources Survey for N. Main Street Bridge, Fort Worth, Texas,”
 35 prepared by Hardy-Heck-Moore, Inc., 2012
- 36 • “A Survey of Five Urban Villages: Carver Heights, Mistletoe Heights, Morningside, Berry-
 37 Riverside, and Garden of Eden within the City of Fort Worth, Tarrant County, Texas,” prepared
 38 by LopezGarcia Group, Inc., 2008

- 1 • “Polytechnic/Wesleyan Village Potential Historic District Inventory,” prepared by LopezGarcia
- 2 Group, Inc., 2008
- 3 • “Reconnaissance-Level Survey for Historic Bridges over Trinity River in Fort Worth,” prepared by
- 4 Hardy·Heck·Moore, Inc., 2006
- 5 • “Arlington Survey Update,” prepared by HHM (previously Hardy·Heck·Moore, Inc.), 2005
- 6 • “Historic Context, Inventory, and Assessment of the Central City Segment of the Trinity River
- 7 Vision Plan, Fort Worth, Texas [Draft],” prepared by Prior, Marsha, Duane Peter, and Joseph
- 8 Murphey, 2005
- 9 • “Historic Schools Survey,” prepared by City of Fort Worth Planning and Development
- 10 Department, 2003
- 11 • “Historic Resources Survey of the Near Southeast Neighborhood,” prepared by Historic Fort
- 12 Worth, Inc., 2001
- 13 • “Tarrant County Historic Resources Survey,” prepared by Page, Anderson & Turnbull, Inc., 1981-
- 14 1986

15 **Phase 2. Reconnaissance-Level Resurvey of Previously Designated Historic Districts**
 16 **(Years 2–6)**

17 The City of Fort Worth’s Historic Preservation Department identified historic resources comprising
 18 existing local historic districts as a top priority for future survey efforts. The department ranked the
 19 priority of the local historic districts in terms of the urgency for resurvey. Based on this feedback, the
 20 previously designated local historic districts will be surveyed in the following order:

- 21 1. Terrell Heights (1,316 parcels)
- 22 2. Morningside Neighborhood (974 parcels)
- 23 3. Historic Carver Heights (866 parcels)
- 24 4. Fairmount (1,539 parcels)
- 25 5. Elizabeth Boulevard (45 parcels)
- 26 6. Stockyards (86 parcels)
- 27 7. Garden of Eden (16 parcels)
- 28 8. Central Handley (12 parcels)
- 29 9. Linden Avenue (19 parcels)
- 30 10. Chase Place (11 parcels)
- 31 11. Historic Hillcrest (37 parcels)
- 32 12. Kenwood Court (31 parcels)
- 33 13. W. A. Powers Co. (3 parcels)
- 34 14. Mistletoe Heights (395 parcels)

35 All City of Fort Worth Local Historic Districts will be surveyed during one phase (Phase 2). Figure 5
 36 depicts a map of the Phase 2 survey area, comprised of the previously designated local historic districts
 37 in Fort Worth. Table 3 below presents the number of parcels, survey type, timeframe, and estimated
 38 cost associated with *Phase 2, Reconnaissance-Level Resurvey of Previously Designated Historic Districts*.

Table 3. Phase 2 planning matrix.

No. Parcels	Survey Type	Timeframe	Estimated Cost
5,351	Reconnaissance Level	Years 2–6	\$75,000 per year

Phase 3. Reconnaissance-Level Survey of 1873–1889 Annexation Area (Years 7–8)

The Phase 3 survey area, depicted in figure 6, encompasses the parts of Fort Worth annexed to the City between 1873 and 1889. Table 4 presents the number of parcels, survey type, timeframe, and estimated cost associated with *Phase 3, Reconnaissance-Level Survey of 1873–1889 Annexation Area*.

Table 4. Phase 3 planning matrix.

No. Parcels	Survey Type	Timeframe	Estimated Cost
2,403	Reconnaissance Level	Years 7–8	\$70,000 per year

Phase 4. Windshield-Level Survey of 1890–1921 Annexation Areas (Year 9)

The Phase 4 survey area, depicted in figure 7, encompasses the areas of Fort Worth annexed to the City between 1890 and 1921. Table 5 presents the number of parcels and subdivisions, survey type, timeframe, and estimated cost associated with *Phase 4, Windshield-Level Survey of 1890–1921 Annexation Areas*.

Table 5. Phase 4 planning matrix.

No. Parcels	No. Subdivisions	Survey Type	Timeframe	Estimated Cost
17,469	377	Windshield Level	Year 9	\$62,000

Phase 5. Windshield-Level Survey of 1922–1945 Annexation Areas (Years 10–11)

The Phase 5 survey area, depicted in figure 8, encompasses the parts of Fort Worth annexed to the City between 1922 and 1945. Table 6 presents the number of parcels and subdivisions, survey type, timeframe, and estimated cost associated with *Phase 5, Windshield-Level Survey of 1922–1945 Annexation Areas*.

Table 6. Phase 5 planning matrix.

No. Parcels	No. Subdivisions	Survey Type	Timeframe	Estimated Cost
48,190	1,056	Windshield Level	Years 10–11	\$85,000

Phase 6. Windshield-Level Survey of 1946–1975 Annexation Areas (Years 12–17)

The Phase 6 survey area, depicted in figure 9, encompasses the parts of Fort Worth annexed to the City between 1946 and 1975. Table 7 presents the number of parcels and subdivisions, survey type, timeframe, and estimated cost associated with *Phase 6, Windshield-Level Survey of 1946–1975 Annexation Areas*.

Table 7. Phase 6 planning matrix.

No. Parcels	No. Subdivisions	Survey Type	Timeframe	Estimated Cost
93,477	1,576	Windshield Level	Years 12–17	\$165,000

SURVEY PLANNING MATRIX

Table 8 below shows the *Survey Planning Matrix*, which details the phases, parcel and subdivision counts, and projected timeframes and costs associated with each phase of the survey.

HISTORIC CONTEXT OF FORT WORTH

Table 8. Survey planning matrix for citywide survey effort of Fort Worth.

Phase	Timeframe per Phase	Survey Area	Parcels	Subdivisions	Survey Type	Price per Phase	Price per Year
1	Year 1	N/A (data integration)	N/A	N/A	N/A	\$20,000	\$20,000
2	Years 2–6	Previous LHDs	5,351	N/A	Recon	\$375,000	\$75,000
3	Years 7–8	1873–1889	2,403	N/A	Recon	\$170,000	\$70,000
4	Year 9	1890–1921				\$62,000	\$62,000
		(a) 1890–1891	2,137	135	Windshield		
		(b) 1892–1908	977	38	Windshield		
		(c) 1909–1921	14,355	204	Windshield		
		<i>Totals</i>	17,469	377			
5	Years 10–11	1922–1945				\$170,000	\$85,000
		(a) 1922–1927	38,318	781	Windshield		
		(b) 1928–1945	9,872	275	Windshield		
		<i>Totals</i>	48,190	1,056			
6	Years 12–17	1946–1975				\$330,000	\$165,000
		(a) 1946–1958	75,476	1450	Windshield		
		(b) 1959–1975	18,001	126	Windshield		
		<i>Totals</i>	93,477	1,576			

1

2 **FIGURES**

3 Figures 1 through 9 are presented below.

Figure 1. Map showing recommended survey areas based on Fort Worth's successive stages of development. Map by HHM, 2021.

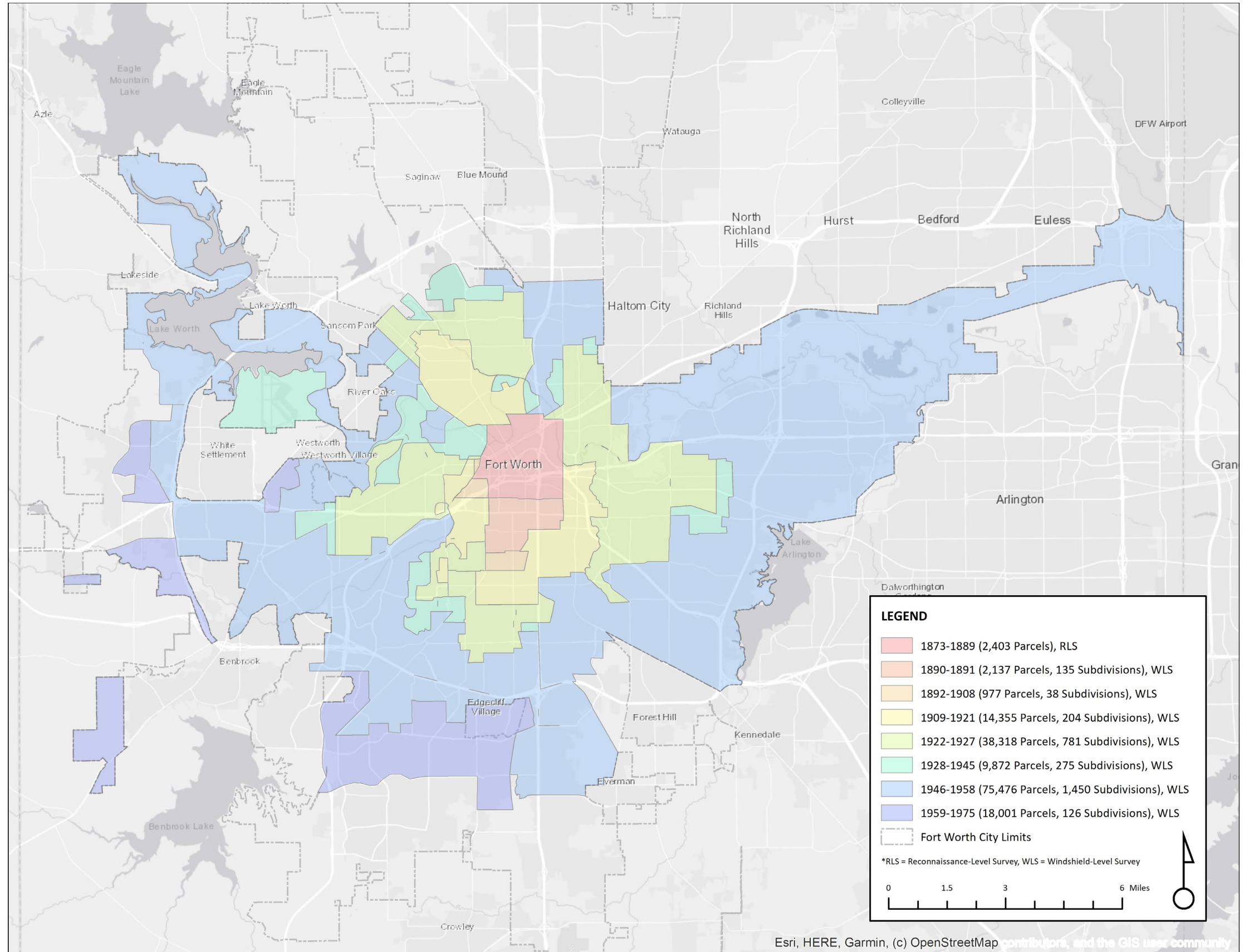
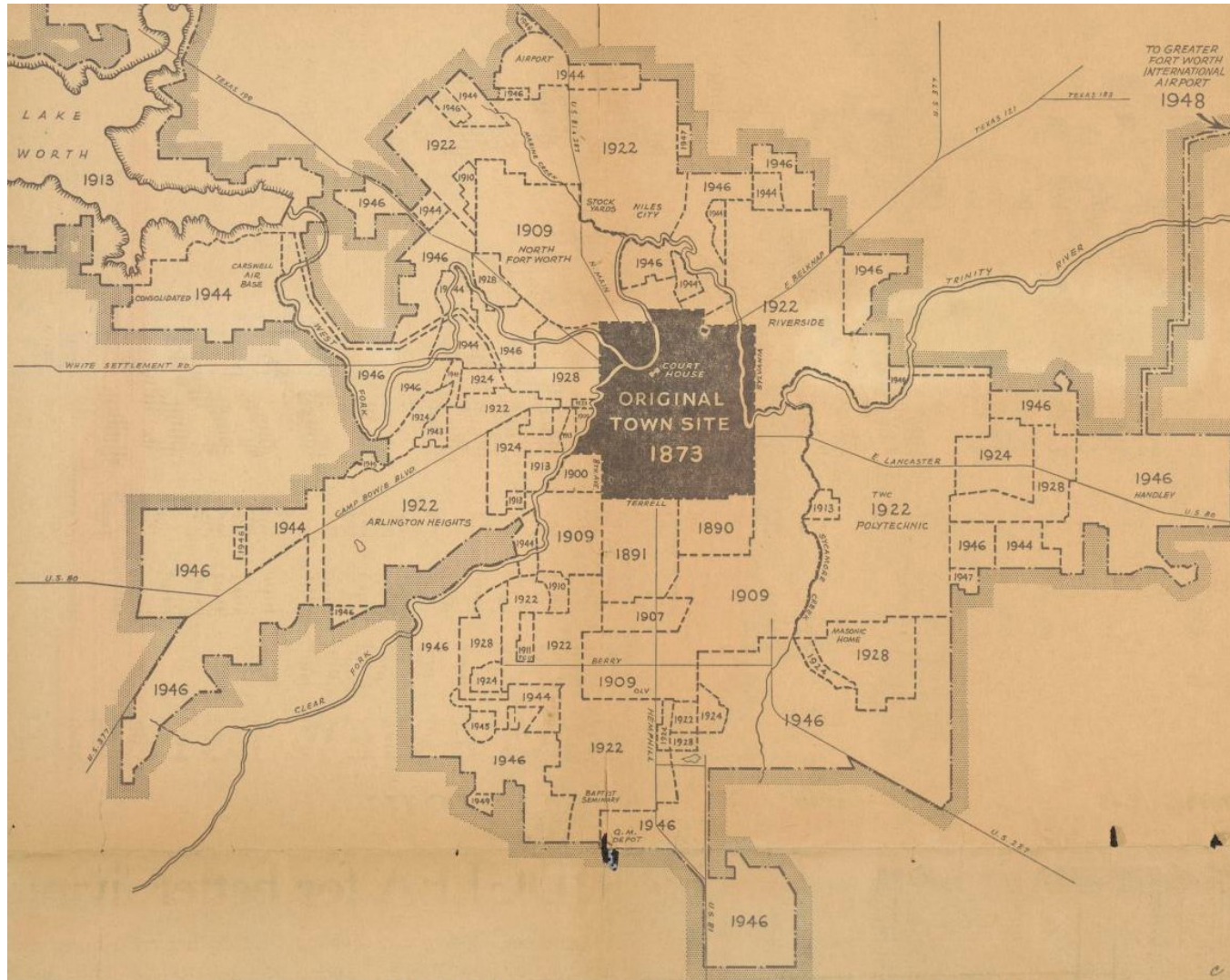


Figure 2. Successive Stages of Fort Worth's Growth from Four Square Miles in 1873 to Approximately 100 Square Miles, 1949. Map courtesy of The Portal to Texas History, University of North Texas Libraries.



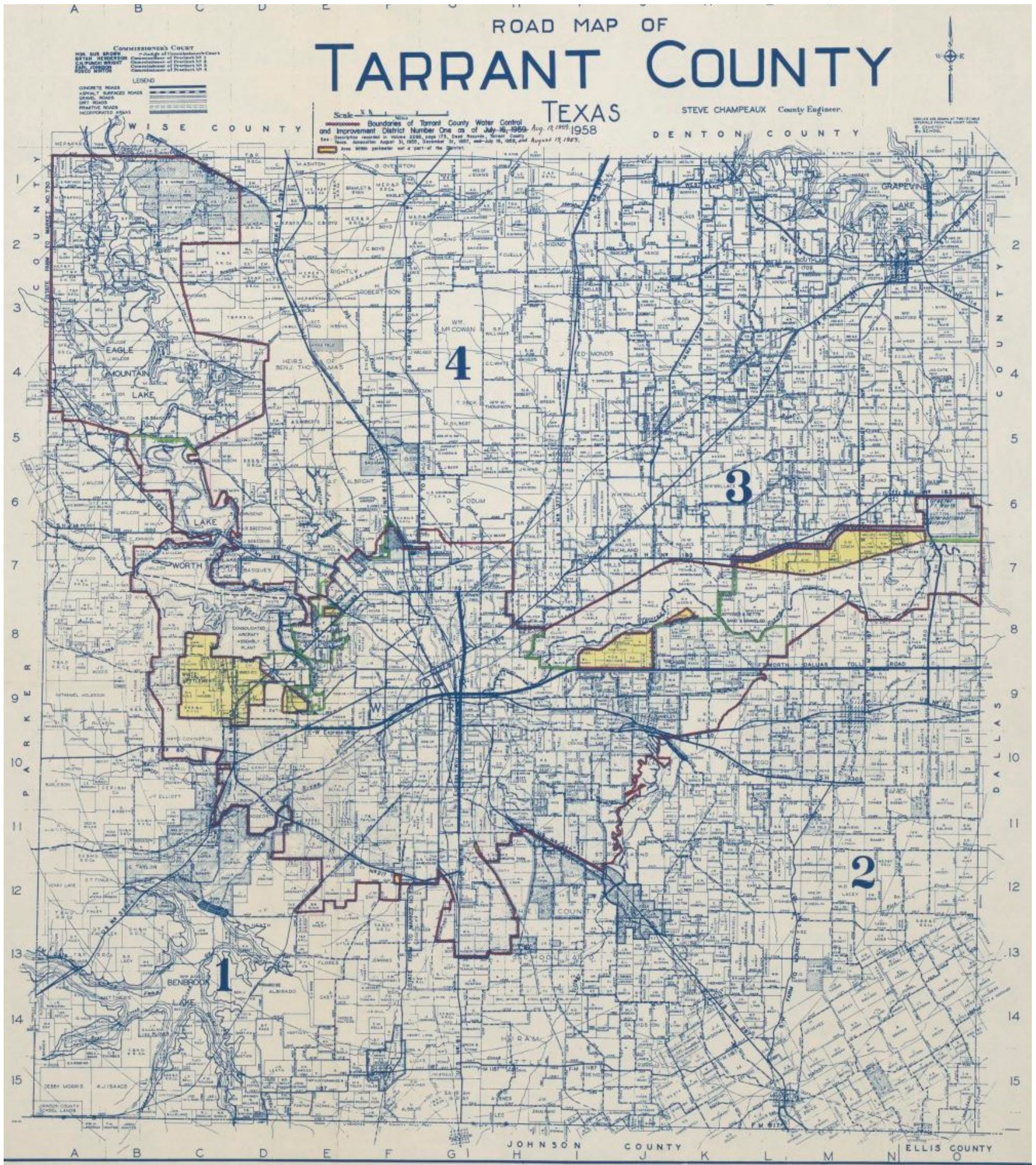


Figure 3. Road map of Tarrant County Texas, 1958. Map courtesy of The Portal to Texas History, University of North Texas Libraries.

HISTORIC CONTEXT OF FORT WORTH

Figure 4. Geological Survey (U.S.) map of Dallas, 1975. Map courtesy of The Portal to Texas History, University of North Texas Libraries.

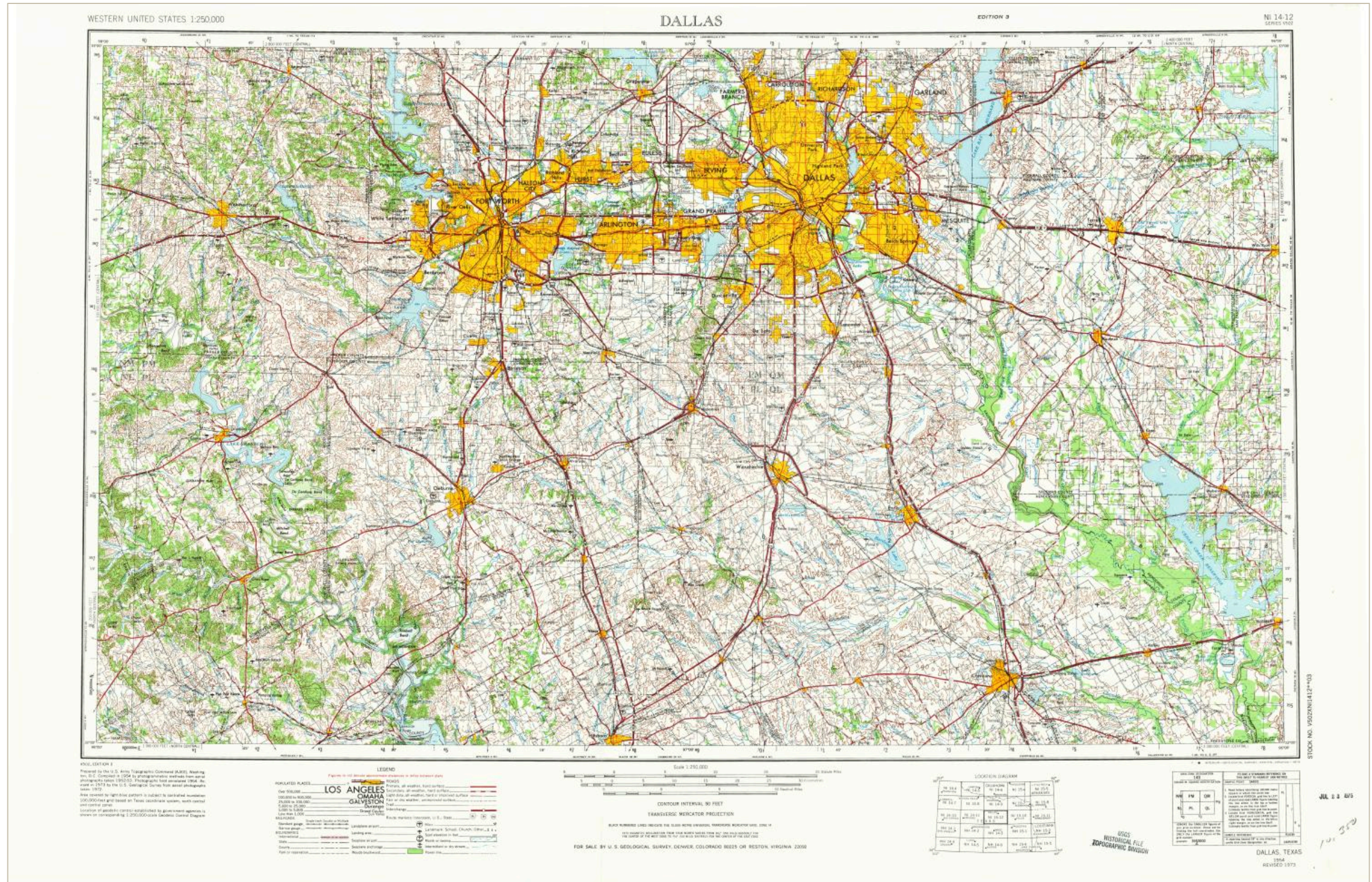


Figure 5. Phase 2 Survey Area which includes previously designated City of Fort Worth Local Historic Districts. Map by HHM, 2021.

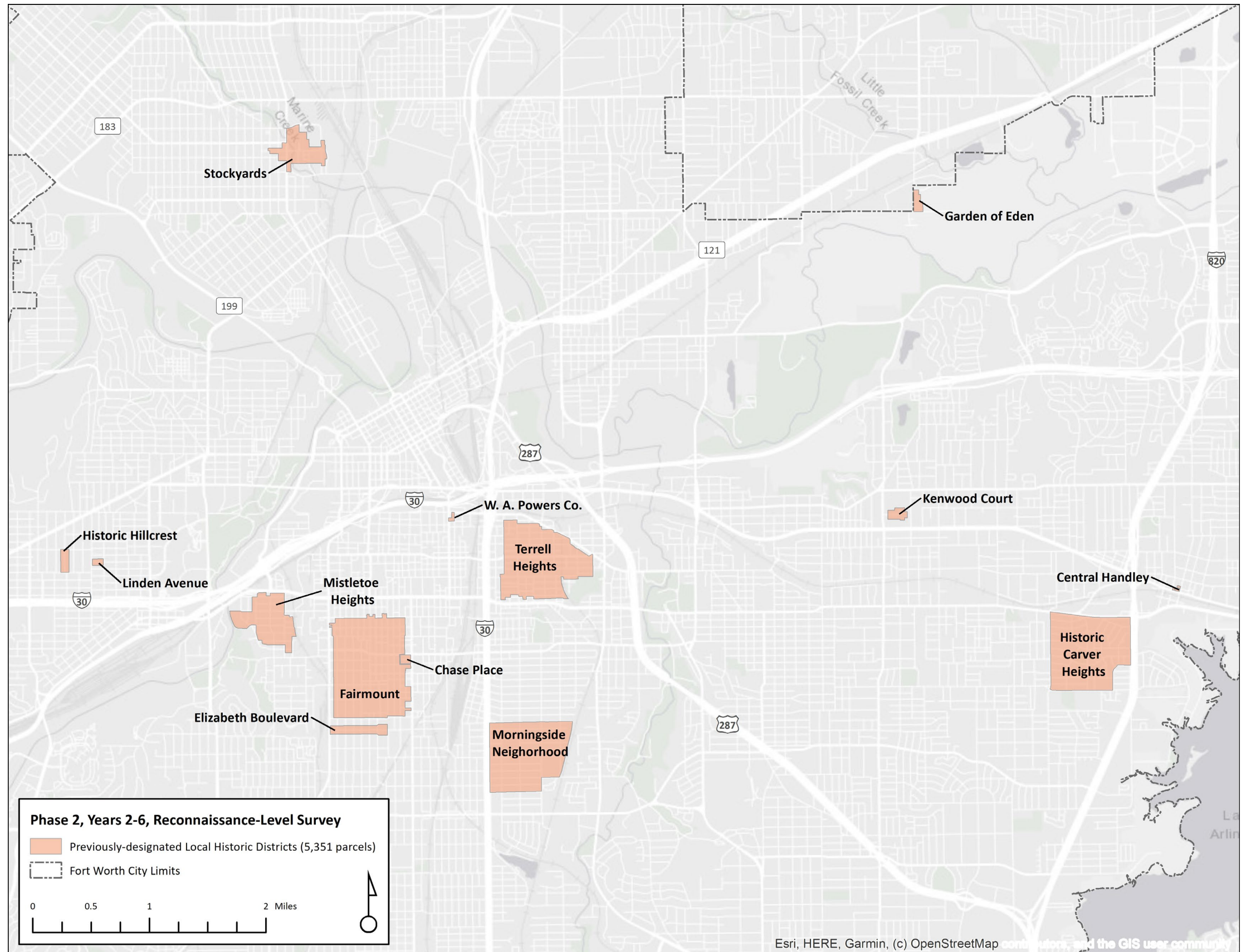


Figure 6. This map depicts the Phase 3 survey area, comprised of the areas annexed to Fort Worth between 1873 and 1889. A reconnaissance-level survey is recommended for Phase 3 of the survey. Map by HHM, 2021.

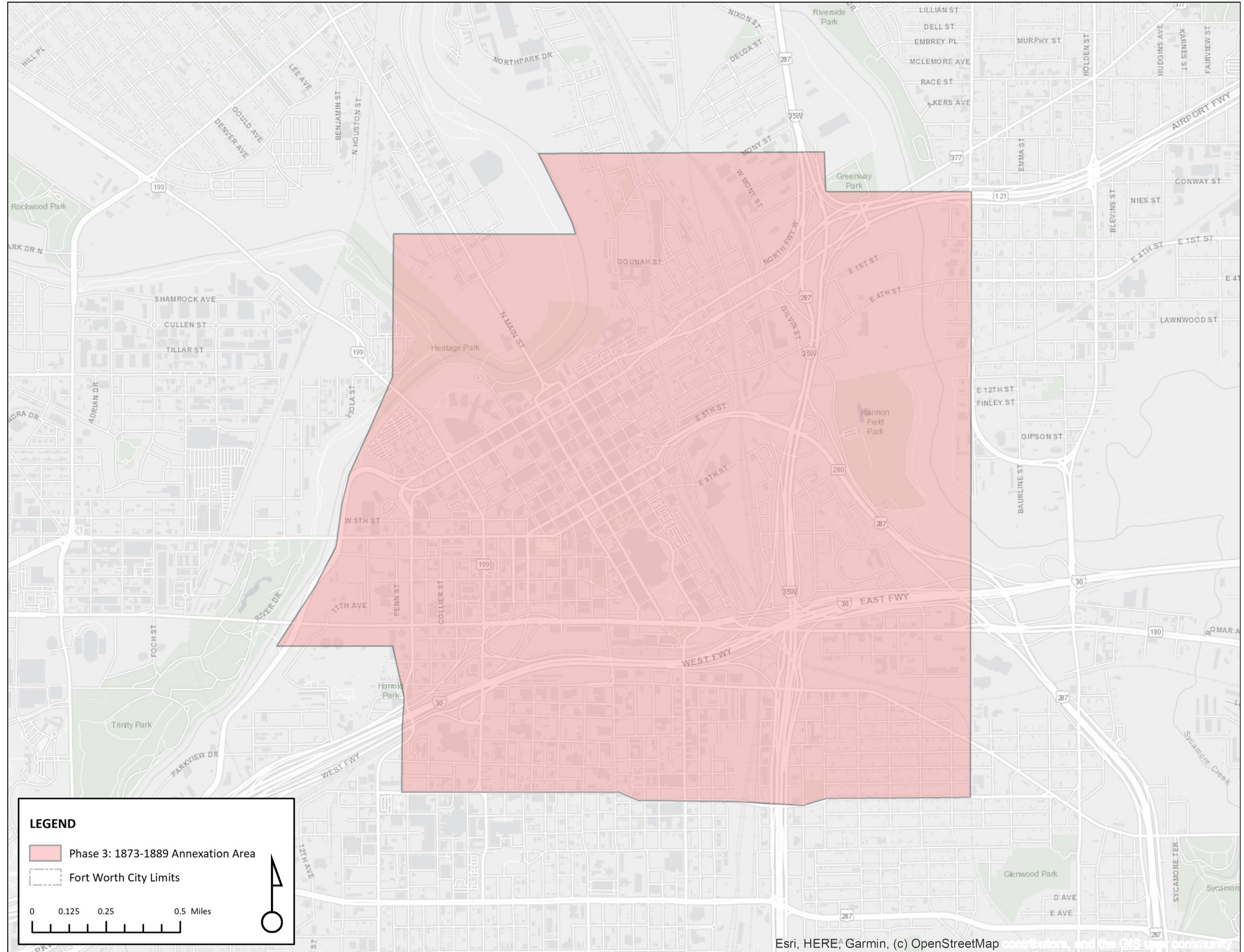


Figure 7. This map depicts the Phase 4 survey area, comprised of the areas annexed to Fort Worth between 1890 and 1921. A windshield-level survey is recommended for Phase 4 of the survey. Map by HHM, 2021.

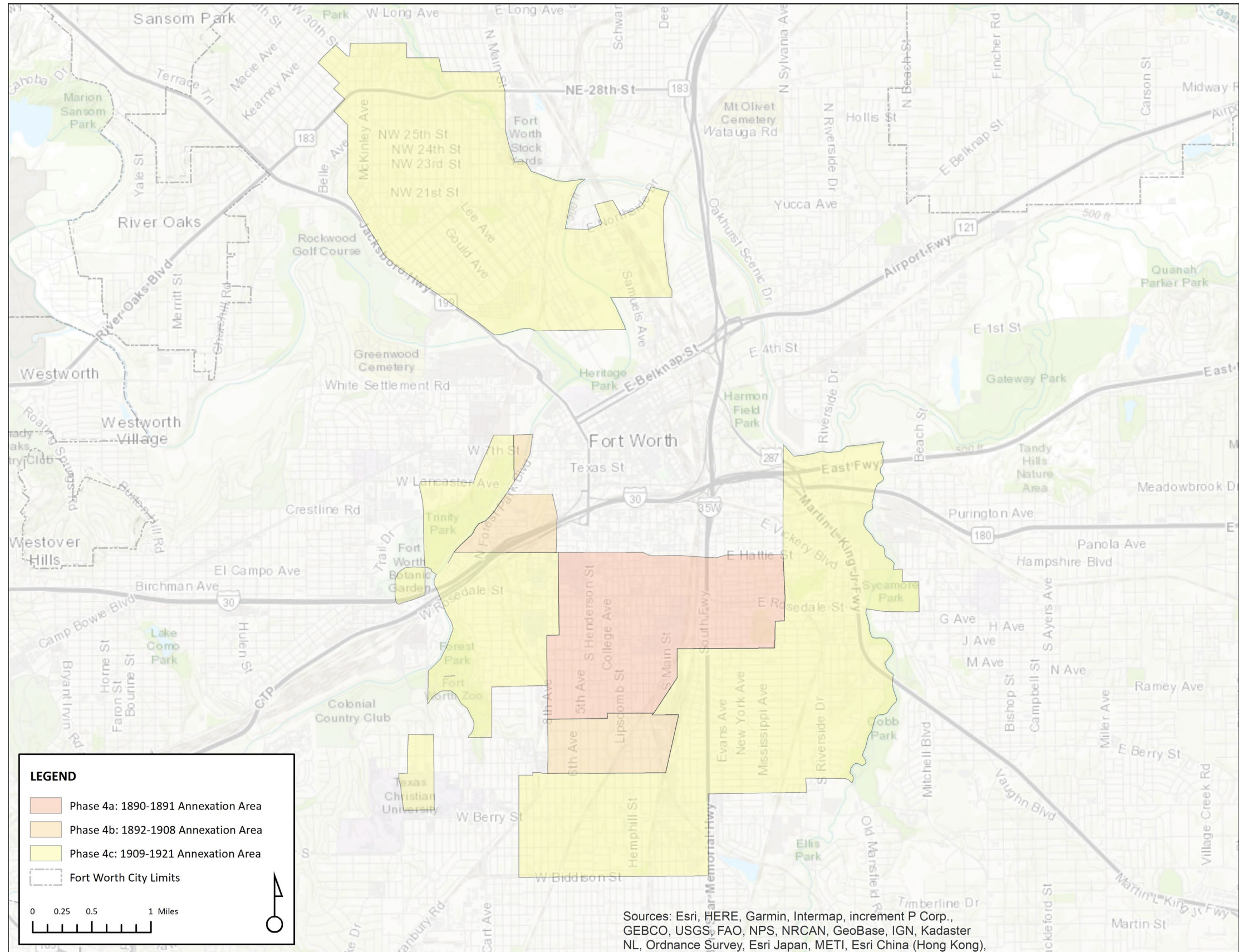


Figure 8. This map depicts the Phase 5 survey area, comprised of the areas annexed to Fort Worth between 1922 and 1945. A windshield-level survey is recommended for Phase 5 of the survey. Map by HHM, 2021.

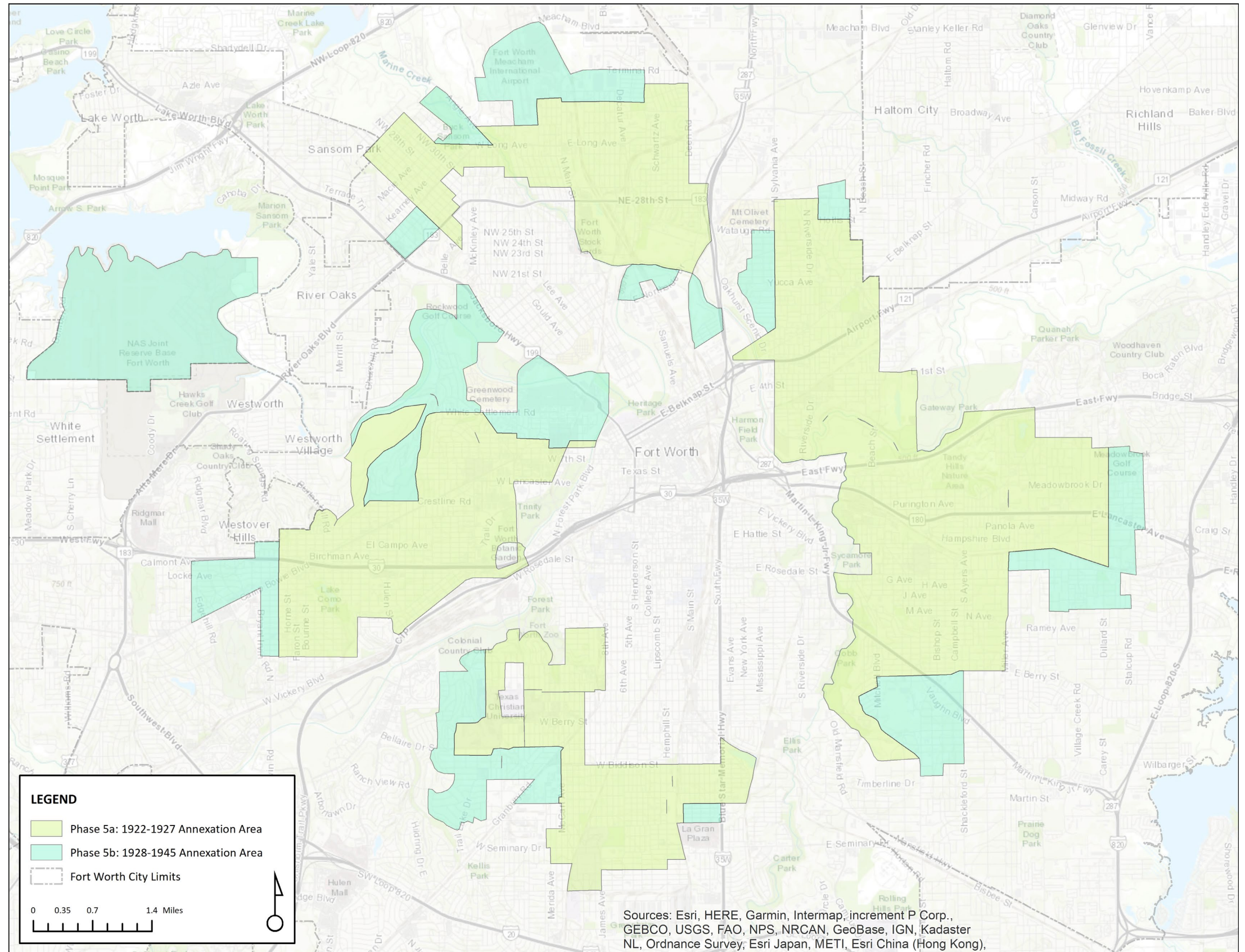


Figure 9. This map depicts the Phase 6 survey area, comprised of the areas annexed to Fort Worth between 1946 and 1975. A windshield-level survey is recommended for Phase 6 of the survey. Map by HHM, 2021.

