

**From Cowtown To Downtown: Planning The Fort Worth, Texas
Central Business District 1956 - 1992**

by

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Submitted to the Department Of Architecture And The Department Of Urban Studies And
Planning on May 19, 1994 in partial fulfillment of the requirements for the Degrees of Master of
Science in Architecture Studies and Master of City Planning

ABSTRACT

This inquiry into Fort Worth's city planning retraces the comprehensive planning history of the Central Business District (CBD) to determine to what extent each plan was implemented. I examine and compare four plans that the city of Fort Worth used to address the goals and objectives for the CBD since 1956, and place these plans in the context of national planning trends. They are:

1956 plan by Victor Gruen & Associates

1964 plan by Fort Worth City Planning Commission

1971 plan by Lawrence Halprin & Associates

1982 plan by Fort Worth City Planning Commission

I compare and contrast some roles forecast by these plans for the CBD in the city's development as a commercial center, as a recreation center and as a residential center. I also examine the role of citizen participation in developing each plan.

Through review of these plans, related literature, observation, and interviews, I found that nationally and in Fort Worth planning trends focused on transportation, traffic problems and loss of economic power and population within the CBD to the suburbs. In the 1960s citizen participation became an important element for implementing CBD plans. Although citizens participated in the planning process, Fort Worth failed to include minority citizens. As a result Fort Worth's CBD lacks commercial, recreational, and residential development that represents the racial and ethnic diversity that has existed since well before the beginning of comprehensive planning.

Thesis Supervisor: Lois Craig

Title: Senior Lecturer of Urban Studies And Planning

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INTRODUCTION

The central business district (CBD) that includes major office buildings, financial institutions, retail stores, government offices, museums, libraries, theaters, hotels, and other amenities constitutes the heart of the city. The buildings and public spaces of a city's central business district represent and symbolize its heritage. Their location and appearance also reflect the importance of planning and architecture. The healthy central business district compares to the human body, "Wherein the normal functioning of each part contributes to the well-being of the whole."¹

Many central business districts are no longer healthy because of various factors: dilapidated structures that date back a half-century or more, and loss of economic and social diversity, customers, employees, investors, and major department stores. Revitalization of the central business district is the focus of many cities throughout America, and has been part of the nation's agenda for several decades. During the days of urban renewal, for example, beginning from 1949 with the Urban Renewal Program through the 1960s Model Cities Program, the 1970s Community Development Block Grant Programs, the Economic Recovery Tax Act of 1981 and the 1986 Tax Reform Act, the federal government took the lead and set the pace for revitalizing central business districts.

Other federal programs, such as the creation of the interstate highway system in 1957, seem to work against the revitalization of central business districts by removing the traditional businesses and replacing them with freeways that run through the heart of the central business district. On other occasions state and local governments led the way in developing specific program packages designed to meet the needs of individual central business districts.

In the past decade new strategies and partnerships helped to stimulate healthy environments for developing central business districts. These new strategies and partnerships combine public-sector expertise and concern for historic preservation with private-sector capital and leadership to manage and revitalize America's central business districts.

Fort Worth, Texas known to some as "Cowtown" or "Where The West Begins" is one of the cities in America that has continued to invest in nursing its central

Footnotes

¹Louis G. Redstone, The New Downtowns Rebuilding Business Districts (New York: McGraw-Hill, Inc., 1976), p. xv.

business district back to health. Combined efforts of the public and private sectors have influenced comprehensive planning for Fort Worth's CBD. Their efforts have contributed to the revitalization of the central business district and the prosperity and growth of the city.

The City of Fort Worth was chosen for this thesis because studies of its central business district incorporated influential and significant ideologies of planning history. Each plan incorporates elements of planning which relate to their time, and clearly demonstrate the characteristics of comprehensive planning, after World War II.

Comprehensive planning ranges from a series of highly specialized land use studies, to an intensive study of a development plan for an entire area. It evaluates the physical structure of a city or of a specific area, measures development trends, develops clear definition of goals and objectives for future growth and change, and provides specific recommendations for implementing the plan.²

Influential and significant ideologies of national planning efforts started with the 1893 Columbian Exposition world's fair held in Chicago. The Columbian Exposition ushered in a new era of city planning as cities throughout the United States planned to become the "City Beautiful." Daniel Burnham, the chief architect for the Columbian Exposition uttered the magic words that marked the new era: "Make no little plans." San Francisco commissioned Burnham to prepare a plan for the city after an earthquake and fire in 1906. In 1909 he prepared a plan for Chicago, and later Washington, D.C.³

Other cities including Fort Worth followed suit. The Fort Worth 1908 Park and Boulevard Plan is a reflection of this era of planning. Plans of this era were of colossal scale with monumental proportions. Great plazas and broad avenues were punctuated with monuments. The "City Beautiful" was the Grand Plan reincarnated; the Ecole des Beaux Arts in Paris was the fountain-head for the designers of this period and the plans had to be big to be beautiful.

Civic centers became a popular theme. Nearly every city had its Civic Center Plan -- open space landscaped in the traditional fashion, fountains, plazas, and gardens were sprawled about, and public buildings served as monumental

Footnotes_____

²Arthur B. Gallion, The Urban Pattern (New York: Van Nostrand Reinhold Company Inc., 1980), p. 202.

³Arthur B. Gallion, The Urban Pattern (New York: Van Nostrand Reinhold Company Inc., 1980), p. 65.

structures that ended a long and broad vista; the 19-century Tarrant County Courthouse on Main Street is the Fort Worth example. The beginning of planning Fort Worth's park system is also a legacy of this period.

From the 1950s to the 1970s national planning efforts concentrated on planning strategies for the future development of cities. Comprehensive planning approaches became the focus for changing the character of cities. The comprehensive planning approach dealt in detail with the issues of land use development, infrastructure improvements, downtown development, regional centers, and the neighborhood unit. Fort Worth's present freeway system, the Tarrant County Convention Center, the construction boom of office development started by Tandy, and Houston and Main Street malls are all key elements from this period.

National planning efforts for the 1980s and the 1990s focused on urban renewal, historic preservation, and downtown redevelopment. Sundance Square, and Houston/Throckmorton Streets bus spine are key elements from this period.

The architectural and landscape appearance of downtown Fort Worth, just as in most cities in the United States, have changed with the times. New construction of high-rise office buildings, infrastructure and new planning strategies have played a tremendous role in the city's development.

Downtown Fort Worth was where the city began its development in 1849. It has since then served as a catalyst for various businesses ranging from cattle to oil. The central business district began its development as early as 1853 when business entrepreneurs occupied abandoned military barracks.



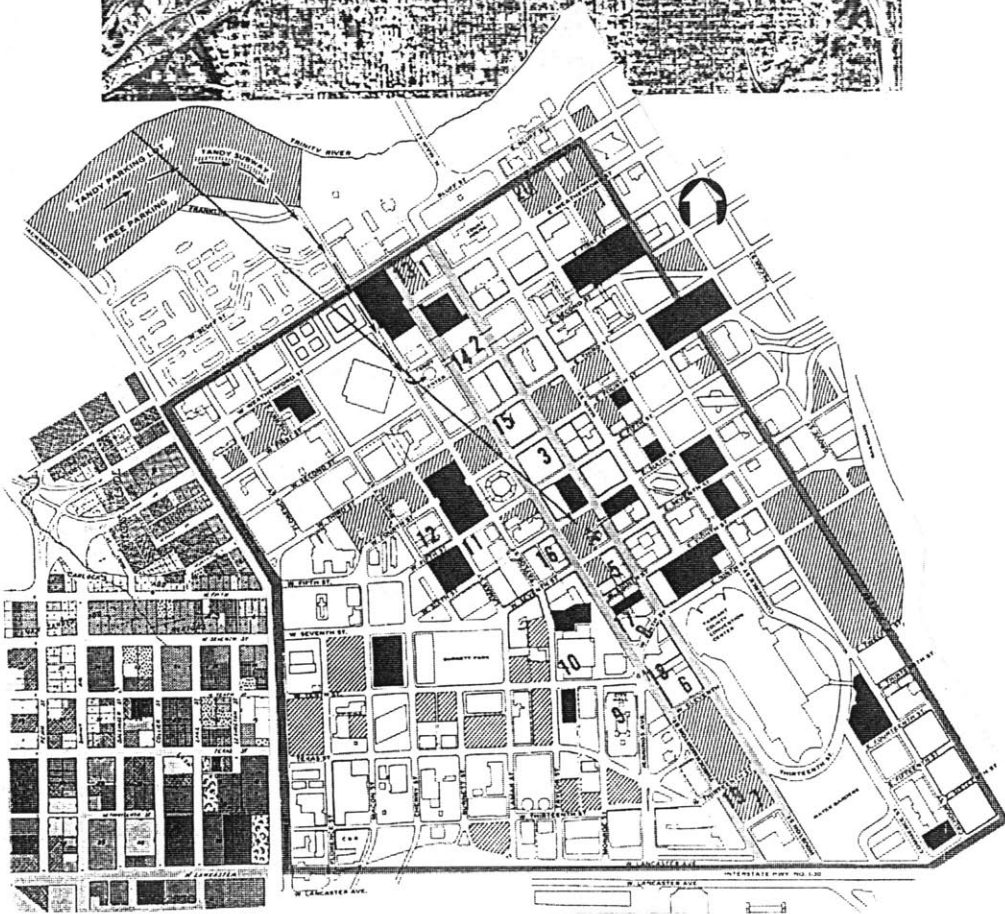
2. 1994 Downtown Skyline View From I-30 East



3. 1994 Downtown Skyline View From West Cultural District

Today downtown is bounded by Pennsylvania Avenue and Pecan Street to the west and east, and Bluff Street and Lancaster Avenue to the north and south. The central business district is bounded by Henderson and Jones Streets to the west and east, and Belknap Street and Lancaster Avenue to the north and south (*Image 4*).

Historic downtown Fort Worth is a compact area about three quarters of a mile long and four blocks wide. It extends from the Water Gardens and the Tarrant County Convention Center at the south end of Main Street, to the 19th-century Tarrant County courthouse at the north end of Main Street. In the heart of the historic area is Sundance Square named after the Sundance Kid, who was a desperado who hid out here late in the last century during the days of Hell's Half Acre (*Image 5 - 6*).



4. 1994 Downtown & Central Business District Boundaries

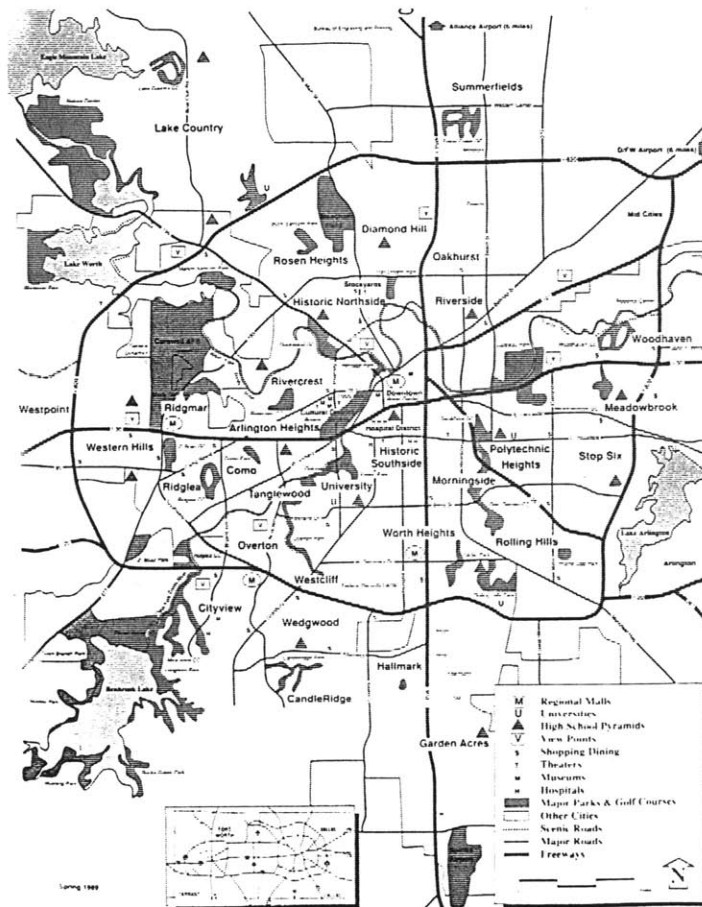


5. 1994 Main Street View of 19-Century Tarrant County Courthouse



6. 1994 Main Street View of Tarrant County Convention Center

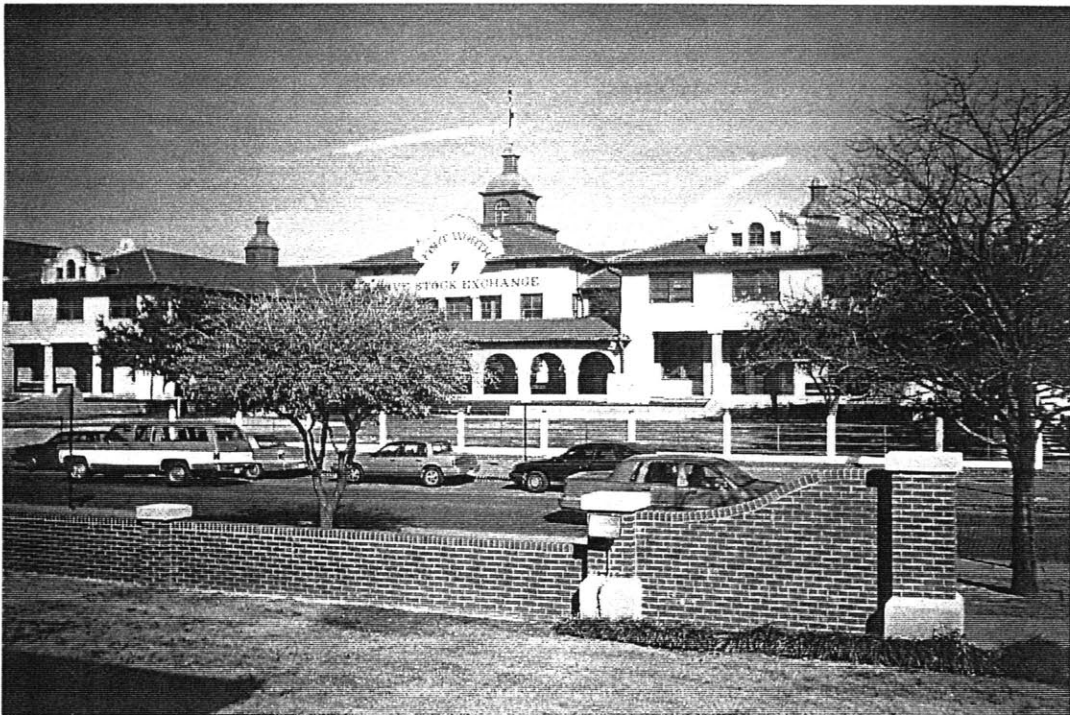
Neighborhoods of Fort Worth have their own histories, developments and culture. There are twenty-four neighborhoods that have established their character by name. The neighborhoods surrounding the central business district are known as sectors (*Image 7*). In the Northern portion of the city is the Fort Worth Stockyards Historical District (*Image 8 - 9*). To the south is the Hospital District, which is recognized as one of the oldest areas of Fort Worth. To the West is the Cultural District that is the home to famous museums; The Kimbell Art Museum and the Amon G. Carter Museum of Western Art (*Image 10 - 11*). To the east are other neighborhoods that lend themselves to outer suburban cities such as Arlington, and Grand Prairie.



7. 1989 Fort Worth Neighborhoods



8. 1994 Exchange Avenue East View



9. 1994 North View of Livestock Exchange Building

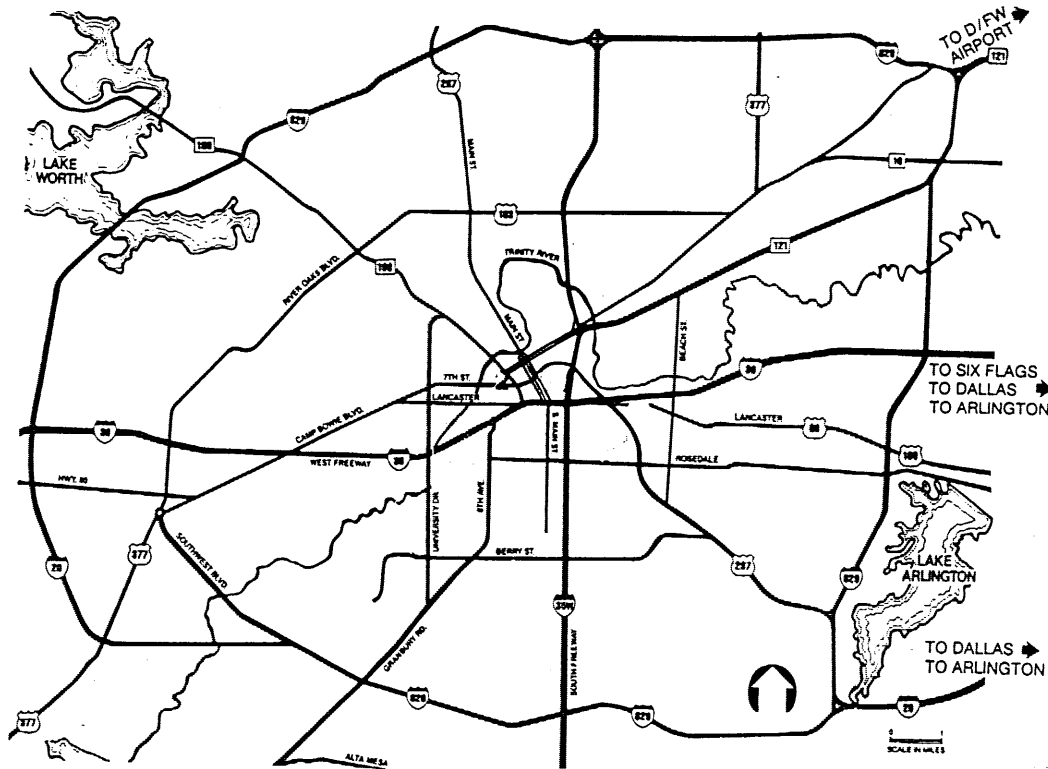


10. 1994 Kimbell Art Museum



11. 1994 Amon G. Carter Museum of Western Art

Interstate 35 (I-35) separates the city in the north (Denton, Texas), and south (Waco, Texas) directions. Interstate 30 (I-30) separates the city in the east (Dallas, Texas), and west (Abilene, Texas) directions (*Image 12*).



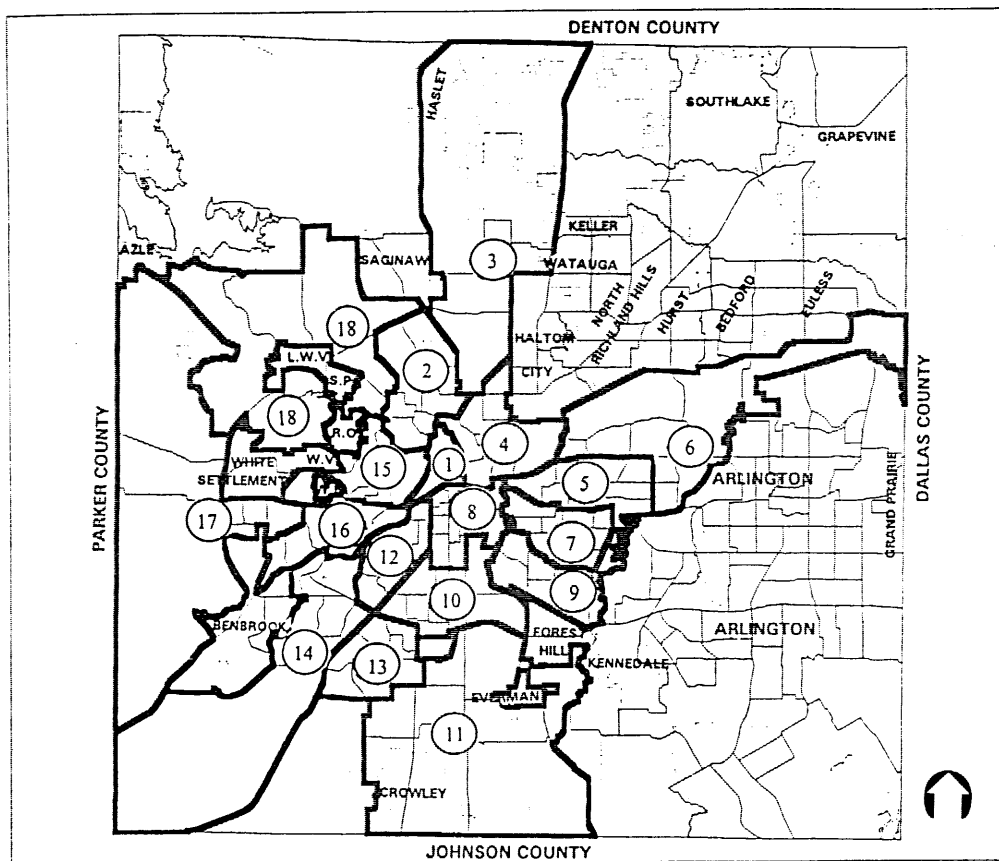
12. 1994 Fort Worth Freeway System

There are eighteen demographic reporting areas (DRA) which Fort Worth Department of Planning and Growth Management has identified for reporting geographic information. These eighteen DRAs are based on U.S. Census geography, and were used for the Fort Worth Facts & Findings publications.⁴ Some of these DRAs will be referenced within this thesis (*Image 13*).

Fort Worth's historic patterns of geographic segregation by racial and ethnic groups have changed significantly since the 1960s, but still by 1992 segregation remains. Racial and ethnic groups are located throughout the city, however the majority of the minority population is located near the CBD. For the purpose of this thesis the racial and ethnic groups are referred to as White, Black, American Indian, Hispanic, and Asian/Pacific Island.

Footnotes

⁴ Department of Planning and Growth Management Services, Fort Worth Facts & Findings (Fort Worth, Texas: Number 2, November 1992), p. 1.



13. 1990 Eighteen Demographic Reporting Areas (DRA)

Legend

- | | |
|-------------------------|-------------------------|
| 1. Central: City Center | 10. Central: South 2 |
| 2. Central: North | 11. Growth Area: South |
| 3. Growth Area: North | 12. Central: Southwest |
| 4. Central: Northeast | 13. Growth: Southwest 1 |
| 5. Central: East | 14. Growth: Southwest 2 |
| 6. Growth Area: East | 15. Central: West 1 |
| 7. Central: Southeast 1 | 16. Central: West 2 |
| 8. Central: South 1 | 17. Growth Area: West |
| 9. Central: Southeast 2 | 18. Growth: Northwest |

Note: These eighteen DRAs are for understanding generally Fort Worth's demographics, and is in no way a concrete representative of neighborhoods or communities. Some neighborhoods have been split for census purposes. ⁵

Footnotes

⁵ Department of Planning and Growth Management Services, Fort Worth Facts & Findings (Fort Worth, Texas: Number 1, October 1992), p. 3.

Fort Worth was incorporated by a special act of the Texas legislature in 1873. At that time it had an area of 4.2 square miles and an estimated population of 4,000. The city's most dramatic population growth came between 1900 and 1910, when population increased from 26,689 to 73,312, and between 1940 and 1950, when the number of residents grew from 177,672 to 278,788. During the 1970s, Fort Worth's population declined by 2.1%. By 1980 the total population was 385,164, and in 1990 the total population was 447,619.

During the 1980 - 1990 decade the older more closely developed part of Fort Worth known as the Central Area declined in population. The Central Area is located completely within Interstate Loop 820, and includes DRAs #1, 2, 4, 5, 7, 8, 9, 10, 12, 15, & 16. It includes the earliest residential neighborhoods of the city as well as residential areas built in the 1950s through 1970s, and some scattered in-fill areas of newer housing built in the 1980s. During the 1980s, the fastest growing areas have been to the north (DRA 3), east (DRA 6), and southwest (DRAs 13 & 14).

Many major corporations have been locating their headquarters in this Western Frontier since the late 1800s starting with the arrival of the Texas & Pacific Railroad. Today the largest employers in Tarrant County are transportation related. There are four air fields that presently serve the city, they include Meacham Field, Dallas/Fort Worth Airport (DFW), Spinks Airport, and the newest addition Fort Worth Alliance Airport. There are about eight railheads that move through the city. Amtrak and Fort Worth Transportation Authority (The T) are available for the city's commuters.

Bell Helicopter and Lockheed (Purchased General Dynamics Fort Worth Division) are engaged in the manufacturing of aircraft, largely for military use. AMR Corp., the parent company of American Airlines, has its maintenance facility at Fort Worth's Alliance Airport.

Since 1985, more than 20 companies have placed new or relocated operations in the Fort Worth area, including IBM, General Motors, and a United States currency printing plant headquarters. The Tandy Corporation/Radio Shack has led the city in technology since 1977. The city's largest public employers include the Fort Worth Independent School District and the City of Fort Worth. There are various industries, financial and educational institutions that contribute to the city's economic and employment base.

This thesis retraces the comprehensive planning history of Fort Worth's central business district by examining and comparing key 20th-century plans

used to implement the goals and objectives for the central business district. The plans are by Victor Gruen & Associates, 1956; Fort Worth City Planning Commission, 1964; Lawrence Halprin & Associates, 1971; Fort Worth City Planning Commission, 1982.

The inquiry into these CBD plans attempts to find out to what extent each plan was implemented. I compare and contrast some roles forecast by these plans for the CBD in the city's development as a commercial center, as a recreation center and as a residential center. Included also is the role of citizen participation in developing each plan.

Through review of these plans, related literature, observation, and interviews, I examine the success of planning for the CBD by asking three main questions: What are key factors that planners acknowledge will affect future changes for the CBD? What national planning trends are reflected in each plan? To what extent were these plans implemented?

My hypothesis is that, most recent planning efforts to revitalize the CBD for Fort Worth as well as nationally have incorporated mixed use facilities ranging from various museums, theaters, hotels and health centers, but have failed at including within these mixed use facilities accommodations that represent the CBD's as well as the city's mixed racial and ethnic population. Planning for the revitalization of the CBD has also failed at including members of these racial and ethnic groups in the planning and implementation process. Instead emphasis has been placed on accommodating tourists, conventioners, and businesses that serve a select group of individuals.

With the exception of public buildings that usually house public agencies, there are not very many commercial, residential, or recreation facilities that complement a cross representation of citizens from various age groups, ethnic and cultural backgrounds and income levels in the Fort Worth CBD. If the modern Fort Worth CBD constitutes the heart of the city, and is a place to live, work, play, and shop then planning strategies should not only concentrate on strengthening economic diversity but should also include planning strategies that would strengthen the social diversity within the CBD.

This thesis investigates these issues and tests the hypothesis within the following format:

Chapter One presents a brief historical background on the development of Fort Worth, its downtown, and central business district from 1849 - 1942.

Chapter Two provides a summary of national planning trends and Fort Worth's CBD developments and conditions from 1942 - 1964, a description of the 1956 Gruen Plan and the 1964 Plan by Fort Worth City Planning Commission, and a comparison of these two plans.

Chapter Three provides a summary of national planning trends and Fort Worth's CBD developments and conditions from 1964 - 1992, a description of the 1971 Halprin Plan and the 1982 Plan by the Fort Worth City Planning Commission, and a comparison of these two plans.

Chapter Four provides a brief description of Sundance Square, and provides examples of existing elements from each of the four plans.

Chapter Five provides a critique of past planning efforts and plans for the CBD as they relate to Fort Worth's historical Black Community. Recommendations are given for commercial, residential, recreational, and other types of developments that would help strengthen the social diversity within Fort Worth's central business district and throughout the downtown area as well as the entire city.

To conclude this thesis a discussion is provided on national planning trends as they relate to Fort Worth's CBD plans.

CHAPTER I HISTORICAL FORT WORTH

Where The West Begins

Army Outpost 1849 - 1853

Fort Worth, Texas, located in Tarrant County, was founded on June 6, 1849, along the Clear and West forks of the Trinity River. Located to the West of San Antonio, Austin and Dallas, Texas, this fort was one of several forts originally chosen to serve as a United States Army post to protect the North Texas frontier, its early settlers, and the Comanche and Kiowa Indians from each other.⁶ In late July after serious flooding from the Trinity River, the garrison relocated in August to the area known as "the bluff" overlooking the river. The camp's location is the area west of the present Tarrant County Courthouse, bounded by Bluff and Weatherford, Houston and Throckmorton Streets.

The first plan of Fort Worth was developed in 1849 during the establishment of the post. The new fort, fully established by midwinter consisted of three sets of officer's quarters, log barracks with dirt floors sufficient for one hundred twenty men, a hospital and a dispensary, stables, a commissary store, a guard house, and a quartermaster storehouse.⁷ In September of 1853 another plan was developed showing the commanding officer's quarters, barracks, guard house, and other buildings.⁸ The frontier moved one-hundred miles westward, and new forts developed. On September 17, 1853, the garrison abandoned Fort Worth after receiving orders to move west of the city to Fort Belknap. The empty buildings left by the garrisons became home to civilian businesses. (*Image 14*)

Footnotes

⁶ Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 6.

⁷ Leonard Sanders, How Fort Worth Became the Texasmost City 1849 - 1920 (Fort Worth: Texas Christian University Press, 1986), p. 12 - 13.

⁸ Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 11.

Pioneer Settlement 1853 - 1865

New settlers arrived and moved into the abandoned military barracks creating a unique community and business district that soon became a thriving city. The city's first hotel opened in the army stables, and civilian stores were located in the barracks and the officer's quarters. The first school started in 1854 for white students only. Fort Worth public school system was permanently established in 1882. Mr. H.H. Butler, a Black school teacher operated a school for Black students beginning in 1875. Later the I.M. Terrell and George Washington Carver schools were built for Black students. It was not until 1963 that Fort Worth public schools were ordered to integrate. In February of 1856, the first post office opened, later a two-story hotel, a package store and saloons opened.

The first homes were single-room log cabins with two doors and one or two small windows. Some roofs had thatches, and sod with split logs covered others.⁹ In July of 1856, the first licensed stagecoach arrived, and in July of 1857, the city hosted its first political rally. Fort Worth Chief, the city's first newspaper started in 1859.

Voters elected Fort Worth as the county-seat over Birdsville in 1860. Construction of the first stone courthouse in Tarrant County began in 1861. Construction was halted because of the Civil War, resumed in the early 1870 and was destroyed by fire in 1876.¹⁰ The business district grew across from the courthouse. Citizens flocked to the district to shop, filling the public square between the courthouse and businesses (*Image 15*).

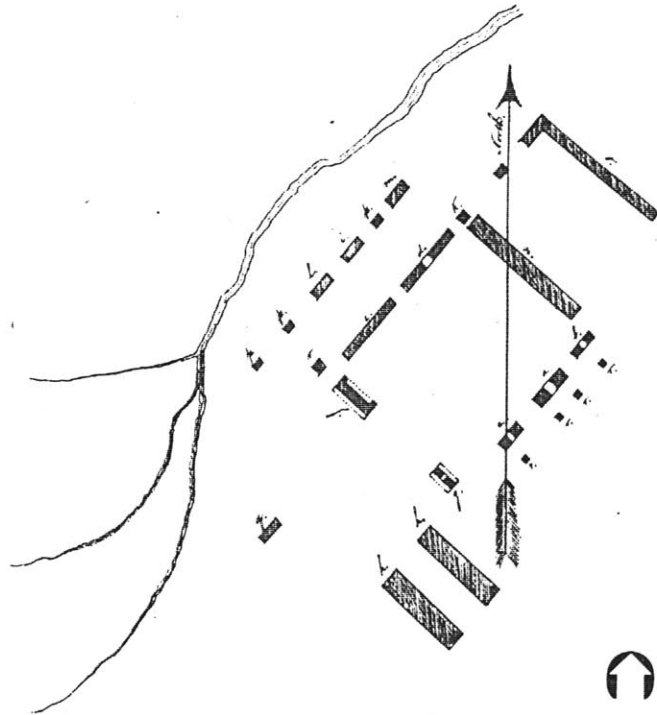
Fort Worth's efforts toward survival were dismal from 1861 through 1865 during the Civil War as men left to fight for the South. Remaining family members moved to safer grounds to avoid possible attacks from the Indians. The arrival of the Reconstruction Period in 1865 through 1877 revived hopes of the city's citizens, and Fort Worth was on the way to recovery as early as 1874.

Footnotes

⁹Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 25.

¹⁰Leonard Sanders, How Fort Worth Became the Texasmost City 1849 - 1920 (Fort Worth: Texas Christian University Press, 1986), p. 21.

" A child accepts the man-made background itself as the inevitable nature of things; he does not realize that somebody once drew some lines on a piece of paper who might have drawn otherwise. But, now, as engineer and architect once drew, people have to walk and live."



Percival & Paul Goodman,
Communitas

14. 1853 Plan of Fort Worth



15. 1860s View of The Public Square

Cowtown

Supply Station 1866 - 1876

In 1866 Fort Worth became a major stop as herds of longhorns went from Texas to the railheads in Kansas. Geographically Fort Worth is directly between the cattle ranges and the Abilene, Kansas, railhead. ¹¹ This main route to the market was known as Chisholm Trail and was the best north-south route that used available water and good crossing. Herds entered from the south and went north on Rusk Street (presently Commerce Street). In 1867, some 35,000 longhorns used the Chisholm Trail; in 1869, 350,000 head, and by 1871, 700,000 head of cattle going North in herds of 2,000 to 3,000. ¹² The Chisholm Trail became the city's first industry, and provided the city with its first economic security. From this point on, Fort Worth was known as "Cowtown." It was estimated that 5,000 Black cowboys helped drive cattle up the Chisholm Trail after the Civil War. ¹³

Fort Worth was the last town before the Oklahoma Indian Territory, so cattlemen stocked up here on items such as flour, bacon, beans, rifles, ammunition, whiskey, before leaving for the long drive across the prairies. With the increased influx of cattlemen traveling the Chisholm Trail, entertainment became prominent, and encouraged gambling shacks, drinking saloons, and prostitution houses on the city's landscape. Hell's Half Acre, an area of the city considered by some as the city's most notorious was located "midway between the courthouse square and the Texas & Pacific depot," ¹⁴ and hosted such visitors as Sam Bass, Butch Cassidy, and the Sundance Kid -- the "Wild Bunch" Hell's Half Acre was never officially declared as a red-light district. (*Image 16*).

In 1871 the United States Congress chartered a transcontinental railroad that later became known as the Texas & Pacific (T&P) Railroad. Civic leaders guaranteed T & P 320 acres of land south of the city for a depot and yard if they selected Fort Worth as the site of a new terminal. T & P accepted the offer, and with this prospect of the coming of the railroad the city's population of 2,000

Footnotes

¹¹Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 14.

¹²Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 14.

¹³Richard F. Selcer, Hell's Half Acre (Fort Worth: Texas Christian University Press, 1991), p. 139.

¹⁴Richard F. Selcer, Hell's Half Acre (Fort Worth: Texas Christian University Press, 1991), p. 4.

doubled. Then in September of 1871 came the economic crash -- one of the nation's worst financial setbacks. Rail construction stopped in 1872 thirty miles from Fort Worth at Eagle Ford, and the city's population dropped from 4,000 to less than 1,000.

On February 15, 1873, the population was 500. The city was incorporated on March 1, 1873. Police and fire departments formed, the first bank was established, and the first telegraph lines arrived. In April of 1873, the city elected its first mayor and city marshal. A Black policeman was appointed to the small police force as a "Special Policeman" whose job it would be "to arrest all offenders... within the city limits... of his own color." Despite the growing Black community by the 1880s the police force remained all white.¹⁵ The City Council passed a series of ordinances against gambling, prostitution, and wearing guns, but later suspended the ordinances because they limited the amount of money spent by visitors, Fort Worth became known as a tolerant town.¹⁶

A group of businessmen formed the Tarrant Construction Company to continue the rail line to Fort Worth. Receiving a 15 million acre land grant from the state that would expire in July of 1876 (at the end of the legislative session), the entire city pulled together to meet the deadline. On behalf of the citizens the first train arrived in Fort Worth on July 19, 1876.

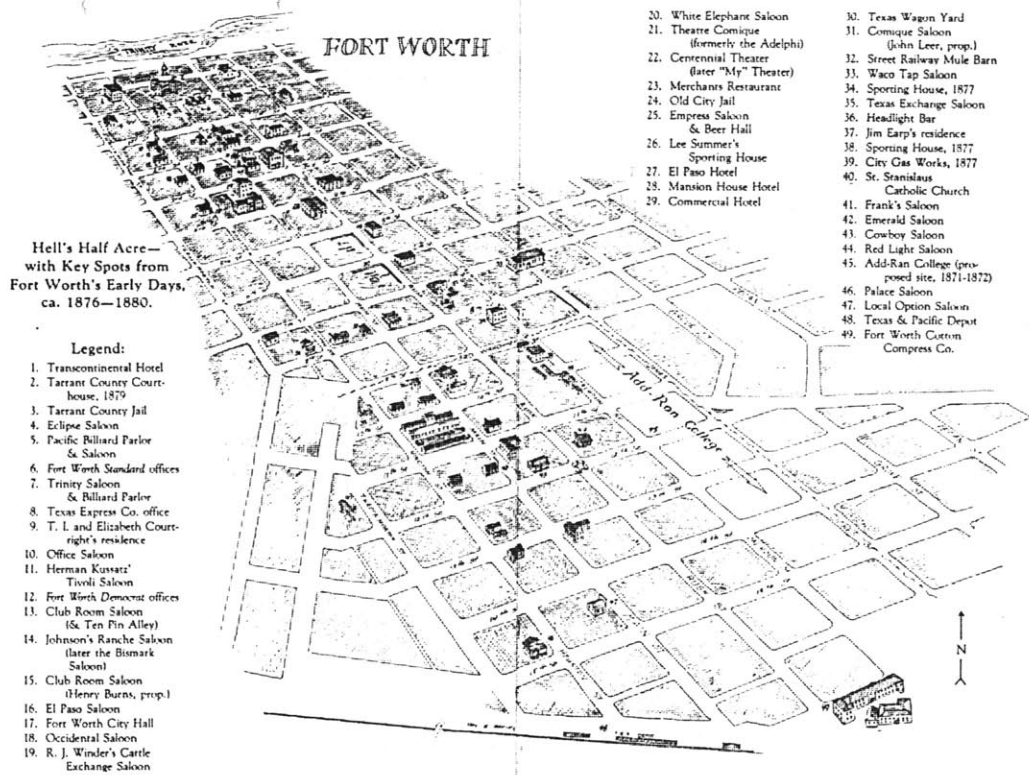
When Fort Worth was incorporated in 1873 the entire city was within the area that is today known as the central business district. The courthouse served as the city's focal point, and the courthouse square served as the city's major public square. The commercial area was concentrated along Rusk (Commerce), Weatherford, and Houston streets facing the courthouse square, and extended south for several blocks on Main and Houston Streets.¹⁷ The commercial buildings were one-and two-story wood frame structures with false fronts, no foundations, and shed-roofed porches that cover wooden sidewalks. Simple wood-frame cottages and churches were lined up along the grid (*Image 17*).

Footnotes

¹⁵Richard F. Selcer, Hell's Half Acre (Fort Worth: Texas Christian University Press, 1991), p. 145.

¹⁶Leonard Sanders, How Fort Worth Became the Texasmost City 1849 - 1920 (Fort Worth: Texas Christian University Press, 1986), p. 67.

¹⁷Historic Preservation Council For Tarrant County Texas, Tarrant County Historic Resources Survey: Fort Worth Central Business District (Fort Worth) 1991, p. 8.



16. 1876 - 1880 Hell's Half Acre



17. 1870 Commercial Area Along Rusk Street (Commerce)

Shipping Station 1876 - 1900

By the 1870s, Fort Worth was a railhead for shipping cattle to packing plants and a base for distributing supplies to ranches and farms. A new era of growth and development began as the city shifted to a new urban scale. A gas plant opened in 1876, drilling of the first artesian well occurred, new hotels, the first theater and opera house opened, and construction of a new courthouse began. In December of 1876, mule drawn streetcars served a one-mile distance along Main Street from the courthouse to the Texas & Pacific station (*Image 19*).

The commercial district expanded along Main and Houston Streets, and down to 6th Street. Brick and stone buildings ranged from two to three stories replacing wood-frame structures. The Black commercial district was located throughout the south end of the CBD. Businesses were housed in deteriorating buildings. The industrial district grew along the railroad tracks to the south and east of downtown. Some residential districts grew to the south of the tracks, while other residential districts developed to the east and west of downtown along Samuels Ave. Hell's Half Acre grew around the intersection of 12th and Rusk (Commerce) Streets, and became a safe haven for desperadoes and robbers.

After the Civil War many of the Black cowboys settled in Fort Worth and started families. The "black exodus of 1879," brought a huge migration of Blacks from the deep South and many made their homes in Fort Worth. By the 1880s Fort Worth had a significant number of Blacks, and by the mid-1880s a distinct Black community existed on the south end of Hell's Half Acre. This area became more racially segregated from the rest of Fort Worth.¹⁸

On the unpaved streets and un-zoned blocks of Hell's Half Acre, Blacks owned houses and operated businesses. The location of these houses and businesses started between 11th and 12th Streets on Rusk Street (Commerce) and extended south and east. Some businesses were also located on the lower end of Rusk and Main Streets, but were mainly along Calhoun and Jones Streets. Fort Worth's total population by 1890 was 31,000. Blacks accounted for 6% of the total population. Before the end of the century the state of Texas had the largest Black population than any other state west of the Mississippi. By the

Footnotes

¹⁸Richard F. Selcer, Hell's Half Acre (Fort Worth: Texas Christian University Press, 1991), p. 21.

end of the 19-century permanent residents of Hell's Half Acre were primarily Black.¹⁹

To assure a more democratic government, for representation of white citizens only the City Council created an alderman system in 1877 that divided the town into three wards -- the first was east of Main Street and north of Ninth Street; the second, west of Main Street and north of Ninth Street; the third, consisted of everything south of Ninth Street, which included Hell's Half Acre.²⁰ The majority of the Black population was located within the third ward, and remained here until the late 1930s. During the 1890s Blacks organized the Afro-American Citizens Conference to seek possible representation for the third ward. It was not until the 1970s that Blacks were allowed to become actively involved and represented in city government.

Construction of a new courthouse was completed in 1877, and a new city hall facility was located at Second and Commerce Streets. In January the First National Bank (now NCNB) was incorporated with opening deposits of \$72,000 that rose to \$220,000 by the year's end providing a dividend of 12%.²¹ On market days wagon traffic created parking problems for the city's public square, making wagon yards on Main, Throckmorton, Houston, Weatherford, and Belknap Streets the city's first parking lots and important businesses.

(Image 20 - 22).

Fort Worth became a hub for stage lines that extended North, South, and West. In 1878, the Yuma Stage Line made Fort Worth its eastern terminus for a stagecoach line that extended 1,560 miles to Yuma, Arizona at the border of California.

The city elected a reform council that reorganized city finances and enforced tougher laws. On July 1, 1879, the council ordered beer taverns and saloon businesses to close on Sundays, and mandated a paving program for Main Street. The number of businesses rose to 460 by 1879 (from 56 in 1876).²² By 1880 Fort Worth reached a population of 6,663 and was proudly hailed as "Queen of the Prairie" as it developed into a more civilized atmosphere.

Footnotes

¹⁹Richard F. Selcer, Hell's Half Acre (Fort Worth: Texas Christian University Press, 1991), p. xv.

²⁰Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 100.

²¹Leonard Sanders, How Fort Worth Became the Texasmost City 1849 - 1920 (Fort Worth: Texas Christian University Press, 1986), p. 61.

²²Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 18.

The first telephone exchange began operation in 1881 on the corner of Second and Houston Streets (the present site of the Worthington Hotel). In 1882 through 1885 a municipal water system provided first time service to the city. The fire department was modernized, and in 1883 the first central fire station was located on Main Street between 11th and 12th Streets. Implementation of the first street paving program occur from 1884 -1886. The city developed its first sanitary sewers, and opened a new jail, an electric light plant, and a new manufactured gas plant. On August 30, 1887, the city begin requiring building permits for all construction.²³ On May 10, 1889, the city built the Texas Spring Palace exhibition hall (a two-story 225-by-375-foot domed structure made of Texas lumber, wheat, corn stalks, cotton, and other agricultural products) to promote its prosperity. It was destroyed by fire a year later.

In August of 1890, the city council moved toward the first use of zoning as it adopted ordinances prohibiting construction of certain types of buildings within certain fire limits and prohibited the operation of manufacturing plants in specific areas of the city.²⁴ An electric street railway began operation, linking the city center with developing districts to the south and north along Throckmorton Street and Jennings Avenue.

The city and its council grew from three wards to nine. In 1891 eighteen aldermen governed the city, but the number dropped to nine in 1897. Construction of the present courthouse began in 1893, and was completed by 1895. Taxes assisted the city in paying for materials to build roads. In 1897 the city implemented the first linkage plan for city and county roads. Brick paving for Main Street and other downtown streets began in 1899. (*Image 24- 25*)

Churches, colleges, schools, opera, theater, and social events found their place in the city's thriving community. Victorian architecture made its entrance in commercial buildings, and in some residential development. Homes from the 19-century through the 1920s were mostly wood-frame cottages simple in plan and form. They were folk houses built without the aid of drawings or other written instructions. In early 1890 residents built the first and finest Victorian mansions on the southwest bluff overlooking the downtown on Summit, and

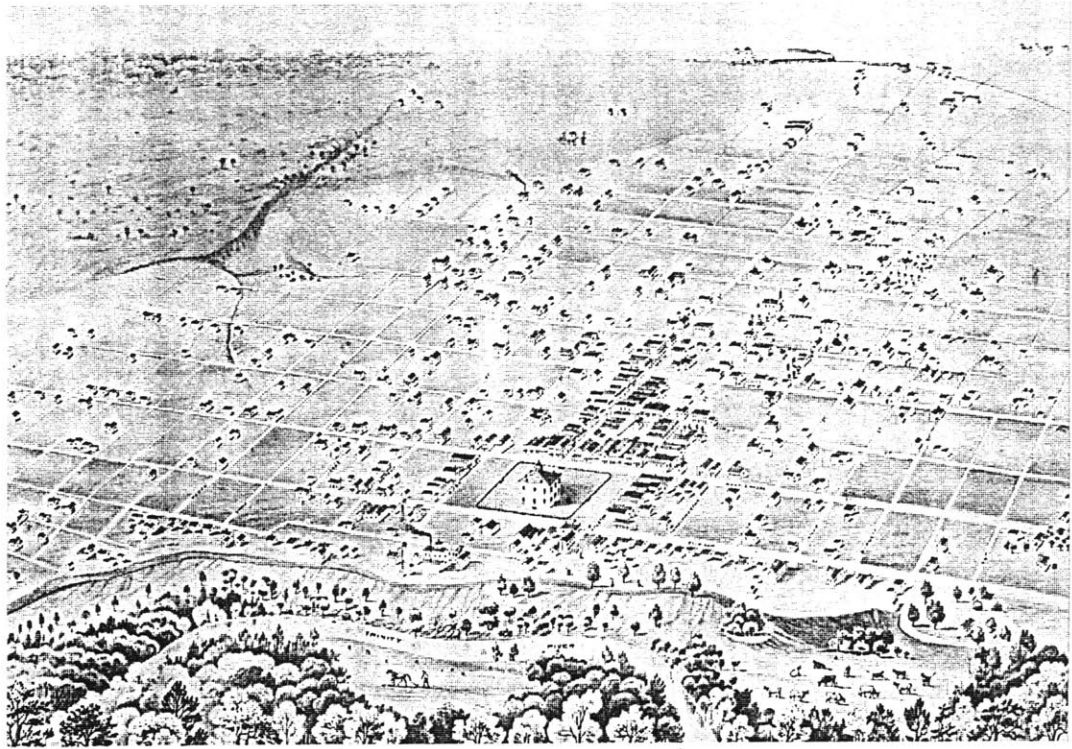
Footnotes

²³Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 144.

²⁴Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 144.

Pennsylvania Avenue. This residential neighborhood became know as "Quality Hill."

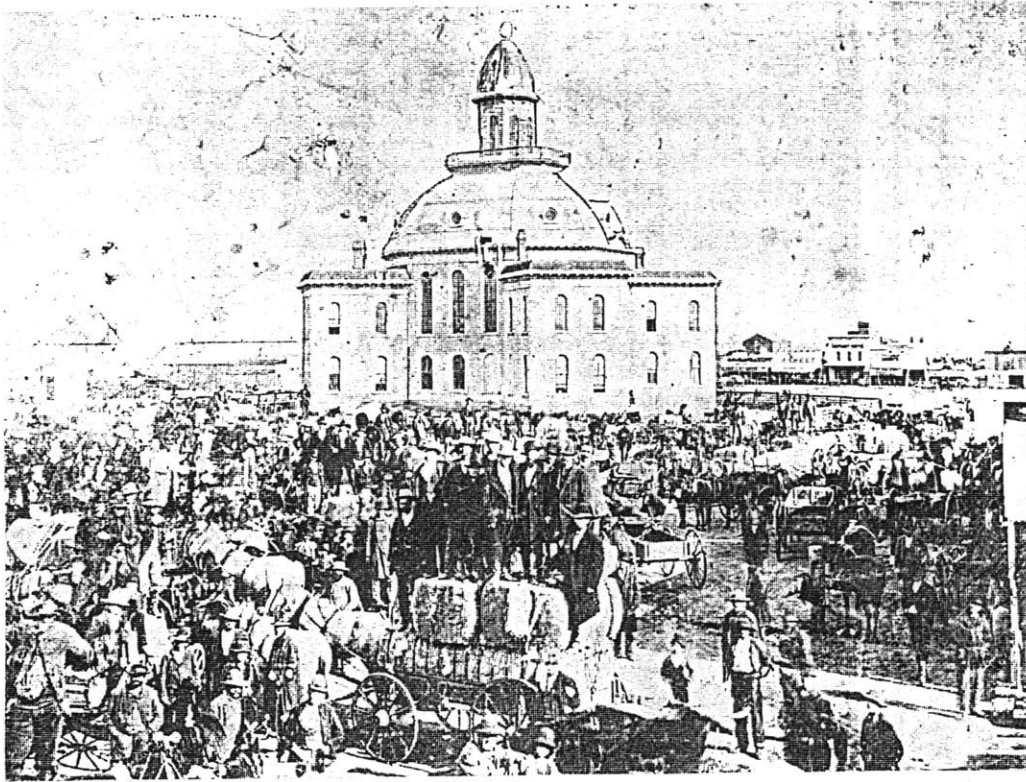
Five railroads crossed Fort Worth by the end of the decade, and it became the headquarters of West Texas cattlemen and emerged as a major agricultural and ranching center, providing farm supplies, milling, and cotton processing services.



18. 1876 View of Fort Worth



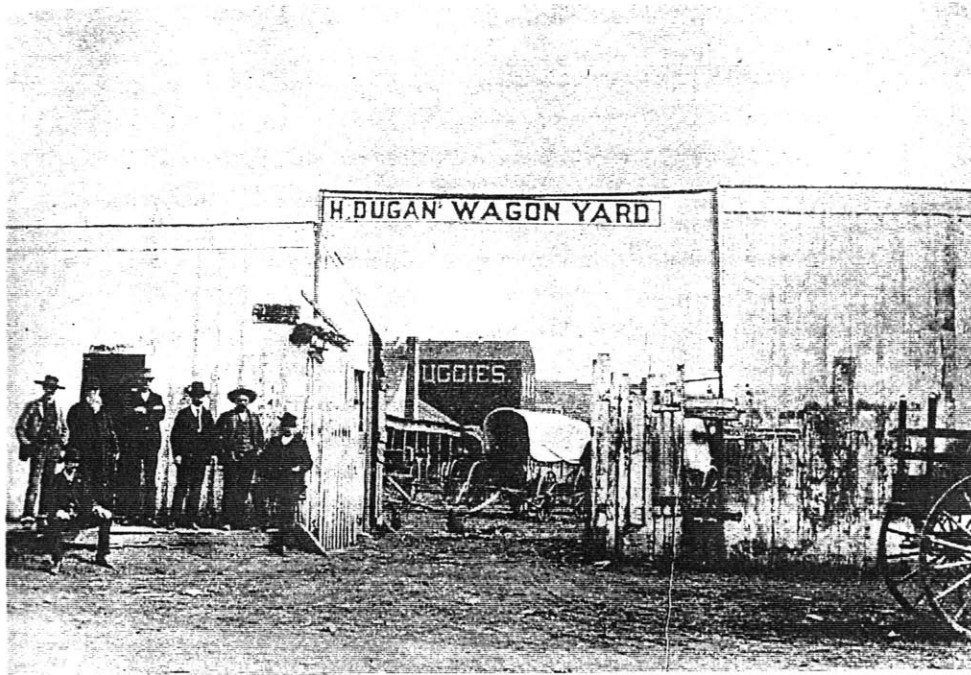
19. 1976 Street Car Service South View Down Main Street



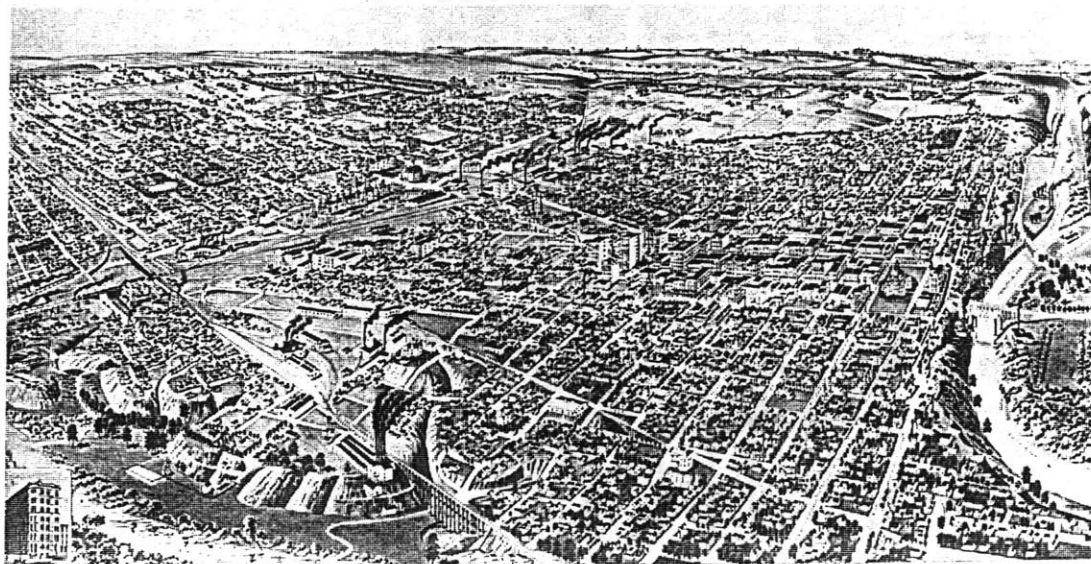
20. 1876 Tarrant County Courthouse & View of Public Square In 1886 - 1891



21. 1877 Congested Public Square



22. 1877 Weatherford Street Wagon Yard



23. 1891 View of Fort Worth



24. 1894 View of Newly Built Tarrant County Courthouse



25. 1896 North View of Courthouse Down Main Street & Southeast View From The Trinity River

Downtown

Meat Packing Center 1900 - 1917

At the turn of the century, Fort Worth's economy blossomed from growth of the cattle and railroad industries and now a new edition to the economy, meat packing. Major meat packing companies opened in 1903. The city's population of 26,688 in 1903 increased to 73,312 by 1909, making Fort Worth the state's fourth largest city.²⁵

The city continued adapting to meet the demands of growth. City government reorganized in 1906 to form various boards and commissions. A city park board was established in 1907. In 1909 George Kessler, nationally known landscape architect from Kansas City, Missouri, developed a Park and Boulevard Recommendation Plan for Fort Worth, which reflected interest in the city beautiful imagery of the Columbian Exposition of 1893. The Kessler Park and Boulevard Plan was a brief ten page essay in which Kessler recommended that Fort Worth use the Kansas City plan as an example to follow in establishing its public improvements and parks.²⁶ The plan proposed the courthouse as the focal point of a park and roadway system. It marked the beginning of Fort Worth's present park system and professional planning efforts.

The city adopted building codes in 1912 after a destructive fire in 1909 threatened the entire business district, and the Chamber of Commerce organized for the protection of businesses within the business district. Fort Worth developed to the south and west after 1910. In 1911 four separate electric companies merged to form the Texas Electric Service Company (known today as TU Electric).

In 1914, three World War I training bases were located within Tarrant County to train pilots. In 1917 Camp Bowie, a U.S. Army training facility, opened in Arlington Heights (west Fort Worth).

Footnotes

²⁵Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 19.

²⁶"Committee For The Future Of Fort Worth," City Planning Department, May 1981, p. A-9.

Oil Empire 1917 - 1925

Oil, aviation, and other agricultural industries (mills and grain) added to the city's economic growth from 1917 to the 1920s. Fort Worth became a "Wild cat center," the place to buy and sell oil stock. In 1920, the United States census counted 106,472 residents of Fort Worth, which was almost four times the 26,688 of twenty years earlier.²⁷ Throughout the 1920s and 1930s the city continued to prosper economically and became the nation's fourth largest terminal grain market.

Cultural affairs became prominent in the late 1920s and early 1930s, and Fort Worth built many of its most recognized historic structures. New office building skyscrapers transformed the downtown skyline by the 1920s. This transformation would not be matched until the late 1970s and early 1980s. The city built several downtown churches, and massive brick and concrete warehouses to the east of downtown along the railroad tracks. New apartments and housing developed in the city's outlying districts. Through a series of annexations the city grew from 16.83 square miles to 61.37 square miles.²⁸

In 1923 Hare & Hare, a landscape architecture and city planning firm, prepared a comprehensive master park plan for existing and proposed city parks. The Hare & Hare plan provided for Fort Worth actual drawings for all city parks, including the first design for the Botanical Garden west of downtown. Many of the parks were developed during the Great Depression. The development of this plan stemmed from the earlier recommendations from the 1909 Kessler plan, also interest in the garden city scheme developed by Ebenezer Howard, which called for the agricultural belt to remain a permanent protection instead of a reservation for continued expansion of the urban area.

In 1925 Fort Worth adopted the city manager form of government, and established a city planning commission by ordinance to regulate planning and zoning laws. Harland Bartholomew & Associates, a nationally known engineering and planning firm, prepared the Bartholomew Street Plan of 1927 for the improvement of major streets feeding directly into the central business district. This plan is the first professional plan the city adopted. Its

Footnotes

²⁷Leonard Sanders, How Fort Worth Became the Texasmost City 1849 - 1920 (Fort Worth: Texas Christian University Press, 1986), p. 170.

²⁸Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 21.

recommendations included for the central business district, better traffic circulation, street widening, and expansion of the CBD to the West.

The Modern City 1930 - 1942

Fort Worth survived the Depression during the 1930s with aid from numerous federal relief projects. Under the New Deal program which started in 1933, the city received money to build public structures. These funds helped to build a new city hall, library, and an auditorium and coliseum.²⁹ In 1937 the city received \$2,231,000 to build two low cost decent public housing developments for impoverished families. The first was Ripley Arnold Place, a 252 housing unit for white residents on the bluff along Belknap Street, and the second was H.H. Butler a 250 housing unit for Black residents on the southeastern edge of downtown (Presently on the edge of I-30 and Spur 280).³⁰ By 1940 Black residents accounted for 14.2 percent of the city's population.³¹

The city's streets were filled with automobiles by 1937, creating a new type of congestion within the central business district and throughout the downtown area. When World War II started, the aviation industry lifted the city into a new era of progress and development. In 1940 the city adopted comprehensive zoning ordinances that restricted use of land, and size and type of structures, and established the zoning board of adjustment. (*Image 28*)

In 1942 an aircraft plant began production employing as many as 30,000 workers.³² In 1948 an air field built facilities next to the aircraft plant. By 1948 the city issued building permits worth \$30 million, built 4,000 new homes, and expanded and opened 871 businesses (nearly 600 of these businesses are retail stores in the downtown area). Employment reached 138,000 out of a population of 273,000.³³

Footnotes

²⁹Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 207.

³⁰Schmelzer, Janet L., Where The West Begins: Fort Worth and Tarrant County (Northridge, California: Windsor Publications, 1985), p. 76.

³¹"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.

³²Historic Preservation Council For Tarrant County Texas, Tarrant County Historic Resources Survey: Fort Worth Central Business District (Fort Worth) 1991, p. 7.

³³Mike Patterson, Fort Worth: New Frontiers In Excellence (Chatsworth: Windsor Publications, Inc., 1990),p 23.



26. 1937 Rush-hour Traffic At 5th And Houston Streets

CHAPTER II GRUEN PLAN AND THE CITY CBD PLAN

Summary of National Planning Trends

From the late 1940s through the 1960s, cities throughout the United States shifted to making bigger and better plans for their city's future. The ideas of comprehensive and land use planning became important factors for planning the city to best serve its present and future population. Commerce and industry, the circulatory system, and conservation were three key issues that cities dealt with as they planned for future development. Of the three key issues the circulatory system was the most progressive.

A city's circulatory system functioned to provide the movement of people and goods. It ranged from the movement of individuals on foot to commuters entering and leaving the city from various points. The circulatory serves automobiles, buses, trucks, railroads - on the surface, ships and airplanes - underground and overhead. It includes a series of routes traversed for a variety of purposes; work, shopping, and the transport of raw materials.³⁴

The industrial revolution introduced the improvement of the machine. It provided steam for rail and water travel, the internal combustion engine for automobile and airplane, and ushered in the beginning of space travel. Of all the improvements vehicle transportation progressed faster. Nationally cities were faced with the struggle to design a circulation system to accommodate the motor car. The number of motor vehicles increased tremendously and created traffic jams on the streets of cities. They flooded the downtowns and central business districts of many cities making it inconvenient for shoppers. Automobile ownership which was once associated with social status became a problem for many cities.³⁵

Nationally the problems of traffic circulation were evident within the downtown. Cities experienced blight within their CBD, people moved further from the city's center, suburban communities became popular, and the regional center began to replace the CBD as businesses relocated there. Revitalizing the downtowns and central business districts became important for many cities.

Footnotes

³⁴Arthur B. Gallion, The Urban Pattern (New York: Van Nostrand Reinhold Company Inc., 1980), p. 254.

³⁵Arthur B. Gallion, The Urban Pattern (New York: Van Nostrand Reinhold Company Inc., 1980), p. 255.

As cities planned for growth and revitalized their business districts citizens of the city were asked to vote for bonds that would help the planning implementation process. To assure that plans would be understood and accepted by citizens their participation was encouraged. Some citizens became directly involved, making citizen participation an important part of every city's planning process.

Summary of Central Business District Development In Fort Worth 1944 - 1964

In 1944 following the Federal Highway Act of 1944, the Texas highway department, the bureau of public roads, the city of Fort Worth, and consulting engineers for the state of Texas studied all traffic-ways for the city and established the location of the North--South (I-35) Freeway, East--West Freeway (I-30), U.S. Highway No. 80 (east--west direction along Lancaster Avenue, and U.S. Highway No. 81(northwest--southeast direction along 287). Once the locations of the two freeways were established citizens approved a bond issue in the amount of \$9,000,000. The city allocated \$3,000,000 of this amount to purchase right-of way for freeways.³⁶

The 1950s were a period of rapid growth throughout the city. The city's overall population was 278,778. Blacks accounted for 13.2 % of the city's population, and Hispanics accounted for 2.9 %.³⁷ New development of downtown major office buildings, manufacturing plants, and air fields occurred during this time. To establish regulations for the air fields airport zoning boards were established, and the city adopted zoning regulations. In 1951 citizens approved another bond issue (\$8,650,000) for street improvements.³⁸ With the extension of the freeways toward the central business district, the cost of right-of ways became increasingly higher and more difficult to obtain. The value of real estate increased and the amount of area required for the right-of-ways increased to provide adequate facilities to handle increasing traffic volume.

In 1955, the Texas highway department in cooperation with the city of Fort Worth and Tarrant County established a new plan of urban expressways for the metropolitan area that included approximately 160 miles.³⁹ Purchase of the

Footnotes

³⁶"Fort Worth's Master Plan," Street Engineering, September 1956, p. 21.

³⁷"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.

³⁸"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.

³⁹"Fort Worth's Master Plan," Street Engineering, September 1956, p. 22.

right-of-ways for the metropolitan area, and for the Interstate System of highways was made possible with the signing of the Federal Highway Act of 1956, and revision of the Texas highway commission policy. To handle the increasing automobile traffic volume, the Federal Highway Act of 1956 provided necessary funding to develop an adequate highway system in Fort Worth and throughout the United States.

By 1956 the Fort Worth's population reached about 500,000. The downtown area covered roughly 300 acres. It was densely built up with a combination of buildings ranging from skyscrapers to one-story shacks. Around the downtown area were slums, blighted areas, and healthy residential communities in outlying districts to the west. These outlying districts added considerably to the downtown's economy, but access to and from the downtown was inadequate.

Most of downtown Fort Worth at this time was laid out on a grid street system with blocks two hundred feet square originally designed to serve horse and wagon traffic. The frequency of cross-street intersections created a hindrance to the efficient movement of automobile and truck traffic. As citizens traveled from the outlying districts to the downtown area, the downtown streets had to serve the functions of loading, delivery, and parking-which seriously interfered with the movement of traffic. The resulting congestion ultimately contributed to the massive problems of deterioration, a lagging economy, slow growth, higher cost for delivery of utilities and city services, and more traffic congestion within the CBD.

Prompted by these problems the Texas Electric Service Company looked ahead to the next ten years for Fort Worth and Tarrant County growth patterns. The company posed questions for a study that evaluated the cost for delivery of utilities and the development of service facilities. This study would identify two factors that directly affected the city's growth. Factor one would identify the pattern of major traffic arteries, the highway grid and its connections in Tarrant County, and would show how to provide adequate service access throughout the city and from other county areas. Factor two would identify future market analysis of the downtown area, and would show what type of market and business center the city needed to develop, and would explain what the relationship to the suburban shopping centers and the bigger market of Tarrant and Dallas County areas would be.⁴⁰ Texas Electric Services Company hired

Footnotes_____

⁴⁰"Future of the Downtown Area," Fort Worth Press, March 1956, p. 14.

Victor Gruen & Associates, a well known planning, architecture, and engineering firm to conduct the study that would answer these questions.

The Gruen Plan presented to Fort Worth bold proposals that were intended to give the city an extra edge to compete with other cities throughout the United States, and the opportunity to move ahead and set an example for other cities to follow. The plan included many planning remedies that would help to save any CBD from unhealthy conditions. It received national publicity and praise for its bold proposals that completely removed the automobile from the streets of downtown and converted them into pedestrian islands. Gruen presented the plan to Fort Worth businessmen, leaders, and citizens for review, but because the plan failed to explain exactly how its realization was possible in terms of cost the city rejected the plan.

By 1960 the city's total population was 356,268. Blacks accounted for 15.8 % of the city's total population, and Hispanics 4.6 %.⁴¹ Most of the city's growth occurred in the outlying areas of the city as the suburban communities became popular. The CBD continued to function as the main regional center. Residents of these suburban communities returned to the CBD to shop, thus creating more traffic problems throughout the downtown area.

As traffic continued it created parking problems for shoppers. To ease the pain of parking a major downtown department store (Striplings) built a parking garage in the early 1960s for its customers. Initiating a bolder remedy for the parking problem, another major department store (Leonard Brothers) located to the North of the central business district (present site of Tandy Towers) built a private subway using discarded streetcar equipment to carry shoppers in air-conditioned comfort to and from their free five thousand space parking lot at the Trinity River bottoms. The M&O Subway named from brothers Marvin and Opie Leonard began operation on February 12, 1963.⁴²

Passing up the opportunity for the city to move ahead Fort Worth turned down a \$4.4 million bond issue for city improvements in 1963. In 1964 Tarrant County voters approved a \$16.5 bond issue to build a convention center on the former site of Hell's Half Acre, a sports stadium in Arlington to the east of Fort Worth, and the Tarrant County Junior College system.⁴³ During the same year a new

Footnotes

⁴¹"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.

⁴²Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 227.

⁴³Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 250.

regional airport board purchased 17,500 acres of land between Dallas and Fort Worth for the proposed regional airport, and construction began in 1969.

Citizens and businesses began to relocate from the downtown area to various developing outlying districts of the city. By this time the central business district had become almost entirely a place for daytime activity only. Most of the retail establishments in downtown operated only during normal daytime business hours. There were no major restaurants and few places of entertainment to attract people to the area after business hours. All the cultural activities were located to the west of downtown.

Housing for the downtown residential population was primarily in sub-standard small hotels and apartments above miscellaneous retail activities mainly south of 10th Street. Two blocks to the west of the main retail area was one high-rise apartment building, a public housing development (Ripley Arnold) along Belknap Street, and another (H. H. Butler) at the southeast corner of downtown near Jones Street and the East--West Freeway. Rooming and boarding houses, and single-family housing were scattered along the western and northeastern edges of the CBD. The existing housing served individuals living alone with the exception of the public housing development.

Retail was predominant in two areas of the CBD. The first was in the northern section of the core between Taylor and Main, and Belknap and 5th Streets. Department stores, jewelry stores, furniture and appliance stores, specialty shops, and a wide range of small commercial stores dominated this area. All the department stores and the majority of the smaller retail outlets faced Houston Street, which resulted in the principle north-south axis for pedestrian shoppers. The second area was outside the core around Henderson and West 7th Streets, where the predominant use was automotive. Most of the automotive garage and repair businesses were along Belknap, and Texas Streets.

The largest concentration of offices spanned two blocks along 7th Street between Macon and Commerce Streets. Construction of single-occupancy office buildings emerged to the west of the CBD along Summit Avenue, between 10th Street and the East-West Freeway (I-30). It replaced the aging Quality Hill residential area. The concentration of financial and offices uses, theaters, and hotels were along 7th Street, the principal east-west pedestrian axis. Major hotels were near the center of downtown.

Governmental and associated uses were clustered around the Tarrant County Courthouse, the City Hall, and the Cherry Street ramp from the West

Freeway (I-30). Industrial uses were mainly warehouses operating along the east edge and southeast corner of the CBD. Railroad yards were located to the east and south edge of the CBD separating the H. H. Butler public housing development from the CBD. (*Image 27*)

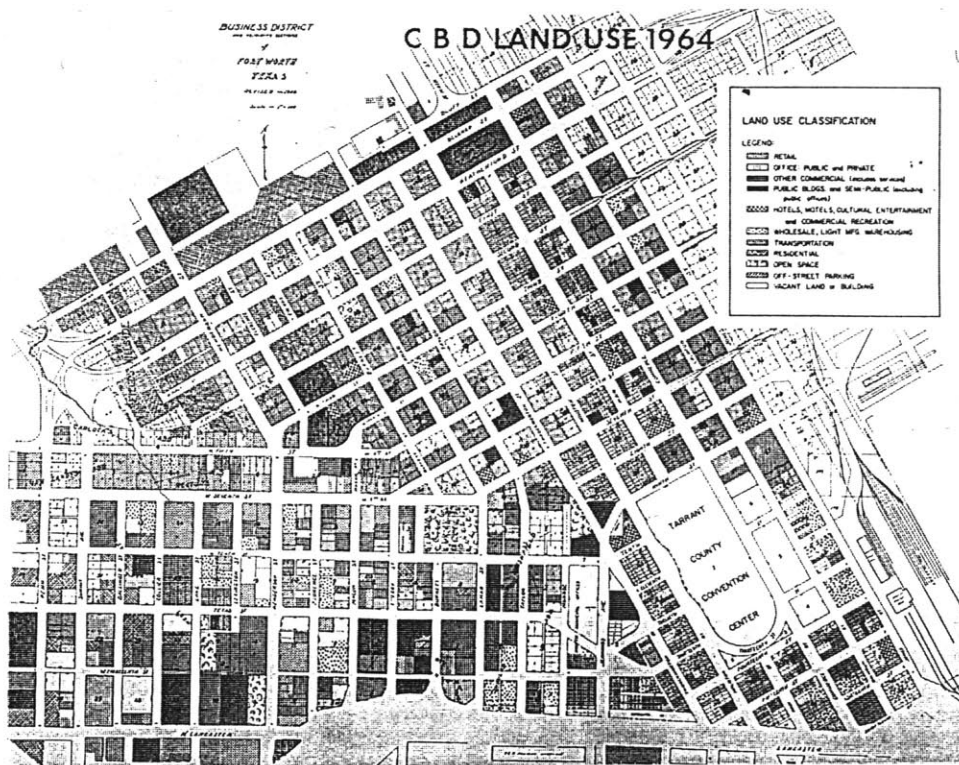
Major off-street parking facilities, mostly surface lots were located along the east and west edges of the main retail area, and to the south and west of the office and financial concentration. The largest single parking facility was the Leonard's parking lot.

During the summer of 1961 the Fort Worth Chapter of the American Institute of Architects and the city planning department sponsored a design forum to which local architects submitted twenty-two design proposals for redeveloping the CBD. All the design proposals pointed out the need for elimination of automobile and truck traffic from some portions of the downtown area, better physical design (uniformity of architecture for building scale and types) more public attractions (civic centers and convention facilities), and more public/open space. In 1962 consultants evaluated the economic conditions of the central portion of downtown (bound by Texas and 11th Streets, Commerce, Belknap, and Lamar Streets), and proposed a structured land use plan for the CBD for 1964 and 1968 (see image 28 for 1964 proposed structure land use map, and image 54 for 1968).⁴⁴ (*Image 28*)

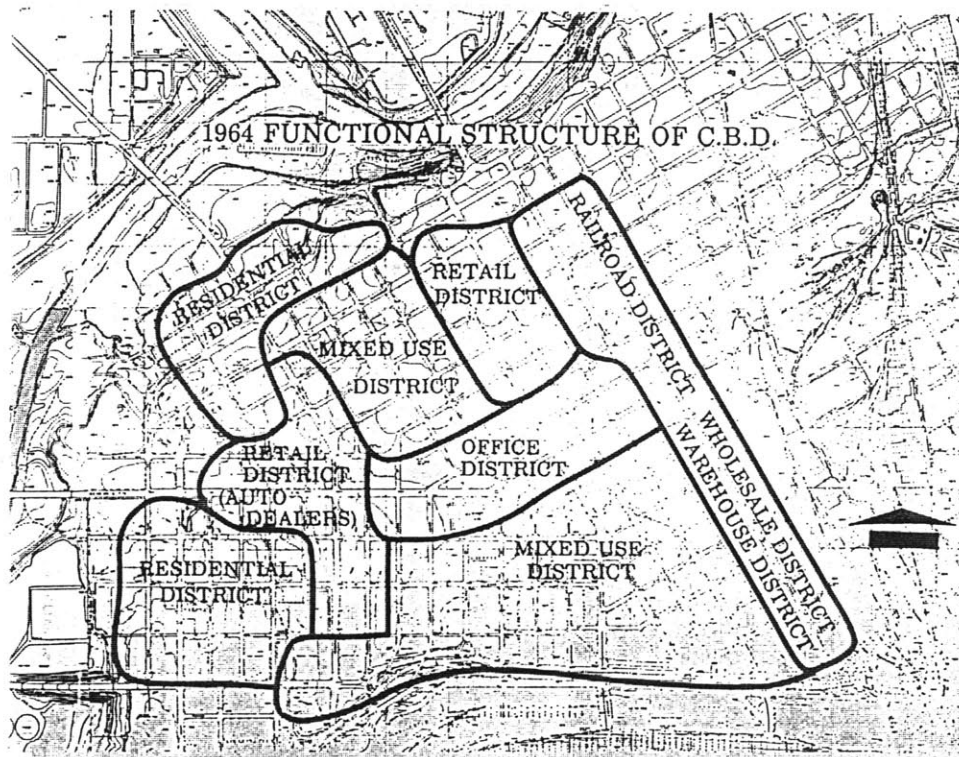
Following the architecture design forum and the economic evaluation the city planning commission established a permanent CBD design committee to assist in revitalizing the CBD. The committee developed a six-stage plan that would lead to the ultimate development of Fort Worth's CBD. The city adopted the six-stage plan in 1963. It was included within the 1964 Preliminary Plan for the 1980 Urban Area as the Preliminary Plan for the Central Business District. This CBD plan and the overall 1964 plan incorporated the concept of citizen participation for its implementation. Citizens did not become involved in the planning process for revitalizing the CBD until 1971.

Footnotes

⁴⁴"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 55.



27. 1964 Overall CBD Land Use Patterns



28. 1964 Proposed CBD Structured Land Use Patterns

Gruen

1956 Gruen Plan

- Plan Basis

Gruen believed that cities including Fort Worth, should have a central business district that is a highly compact entity with minimum distances between its components. The CBD should contain all of the functions that are economically consistent with contemporary urban life, and it must provide a tightly knit core containing a full range of facilities for marketing, administrating, entertaining, financing, advising and serving the suburban population.⁴⁵ Gruen emphasized that if the city failed to adhere to the principle of a CBD functioning as a highly compact entity, it would suffer from depletion, blight and traffic strangulation.

Gruen and his associates estimated that by 1970, 152,000 cars or more would visit the central business district of Fort Worth each day. There would be an additional population of approximately 1,200,000, persons city-wide, and the CBD would require 2,600 trucks per day to handle goods and 44,800 parking stalls to serve the 1970 retail area as public transportation is improved. There would be a 300% increase in retail, and an 80% increase in hotel space for the CBD.⁴⁶

- Plan Goals

In response to the Texas Electric Service Company request for review, and previous predictions Gruen posed three questions to formulate the plan's goals. These three questions were: how to develop a plan for a Greater Fort Worth so that the central business district does not suffer from traffic strangulation by 1970; how to assure continuing growth and prosperity; and how to provide a better position for the city to compete for economic development with other cities in Texas and cities to the Southwest.⁴⁷

The plan goals were to use land productively, to provide constant flowing traffic throughout the downtown area, to provide a non-conflicting circulation

Footnotes

⁴⁵"Future of the Downtown Area," Fort Worth Press, March 1956, p. 15.

⁴⁶"A Greater Fort Worth Tomorrow," Victor Gruen And Associates, 1956, p. 14.

⁴⁷"The Gruen: Tomorrow's Greater Fort Worth... a Bold, Aggressive Future," Fort Worth Press, March 1956, p 9.

pattern and provision for parking, and to re-integrate commercial and non-commercial activities within the downtown.⁴⁸

• Plan Recommendations

Four design recommendations incorporated separation of the pedestrian from the automobile. These recommendations included the following:

- first, the creation of a pedestrian central business district free of surface vehicular traffic;
- second, construction of underground freight and cargo delivery facilities in the CBD;
- third, construction of a loop or inner belt line highway circling the CBD receiving traffic from the city's freeways and other roads, and finally funneling the traffic into parking garages and terminals where buses, taxis and airport limousines could discharge passengers (this inner belt line highway is within the natural boundaries formed by the Trinity River, railroads and freeway);
- fourth, construction of six major parking garages inside the belt line highway to serve the entire downtown area. These parking garages would penetrate into the pedestrian central business district so as to minimize walking distances within the area. No point would be more than a two and a half minute walking distance from the nearest parking garage. For pedestrians who could not walk or choose not to walk, shuttle cars would take them further into the core.⁴⁹

Specific recommendations were given for location and land use for retail marketing, wholesale marketing, office space, hotel facilities, cultural and entertainment facilities, civic and government buildings, bus terminals and automotive services.

• Plan Implementation Process

For implementation of the plan there were four phases. Phase one established the pattern of transition and began the introductory period. During this introductory period the city would acquire land (right-of-ways), clear areas for two major parking lots, begin construction on two portions of the underground delivery system, and operation of the first bus terminal. Houston Street as well as other streets would be closed to vehicular traffic and leased to

Footnotes

⁴⁸"A Greater Fort Worth Tomorrow," Victor Gruen And Associates, 1956, p. 5.

⁴⁹"The Gruen: Tomorrow's Greater Fort Worth... a Bold, Aggressive Future," Fort Worth Press, March 1956, p 9 - 10.

businesses that created shopping concourses and malls. Landscaping and covered walks would be added to selected streets. During phase two the city would start construction of the East-West belt line freeway, adds three additional parking lots, and begin operation of two more bus terminals for the western sector of the CBD and underground sub-service delivery routes. During phase three the city would complete the East-West belt line freeway, parking structures and lots, introduce the electric powered shuttle cars, and expands shopping malls, parks, plazas and courts. Phase four would result in a complete central business district that operates as a well balanced, completely integrated commercial, professional, cultural, and administrative center and would ultimately free the area bounded by Belknap Street (north), Jones and Pecan Streets (east), Lancaster Avenue (south), and Henderson Street (west) of surface vehicular traffic.⁵⁰

Implementation of the plan would require the efforts of both the private and public sectors. Within the plan Gruen explained how to coordinate these efforts in a four step process; combining the desires of businesses, city officials, and others; organizing committees that would be responsible for revitalizing the downtown; adopting a master plan for the downtown area that benefited the entire community and integrated the entire city; and formulating a Greater Fort Worth Committee responsible for programming, and implementing the components of the Gruen Plan.⁵¹

Once Fort Worth had implemented the Gruen Plan, people would drive downtown and turn into the multi-lane highway encircling the central business district. Moments later the motorist would enter a large parking garage from a direct ramp. An electronic control panel would guide the motorist to the most convenient parking space. One step on to a moving ramp would take the pedestrian to the lower level of the parking garage and on to the bus terminal. In the pedestrian's view 7th Street would be landscaped with trees, greenery, and comfortable benches that reminded them of Rockefeller Plaza in New York. On the streets of the CBD there would be complete absence of automobiles and trucks; except for an occasional fire truck or ambulance and the battery-driven shuttle cars, there would be no vehicular traffic. There would not be any congested streets to cross, no waiting for traffic lights to change, no dodging of cars, no horns, no fumes. The pedestrian would be queen or king.

Footnotes

⁵⁰"A Greater Fort Worth Tomorrow," Victor Gruen And Associates, 1956, p 28-29.

⁵¹"A Greater Fort Worth Tomorrow," Victor Gruen And Associates, 1956, p. 30.

No point downtown would be more than a short walk from a parking garage or bus terminal, and convenient battery powered shuttle cars would be available for those choosing not to walk. However if walking were the choice, some sidewalks would be completely covered or heavily landscaped shading a path from the Texas hot sun. The pedestrian core would be filled with sidewalk shops, cafes, and malls. Many new glass tower buildings would now exist. In other places, the streets would be wider, forming courts with rich color paving, and pools whose reflections bounced off the glass buildings to form diamond sparkles.

Beyond the CBD there would be easy flow of traffic moving swiftly around the circling freeway loop, onto and off of the freeway ramps. Buses would discharge their passengers at strategic terminals several blocks inside the freeway loop. A walk to a store, office, or theater would be brief and enjoyable.

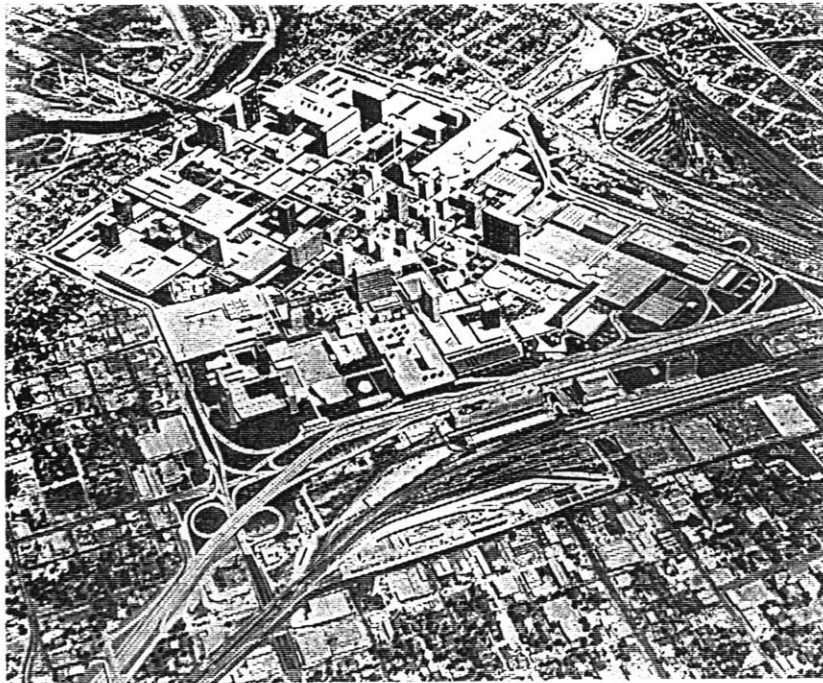
Gruen said, "Tomorrow's central district will have no signs of blight and deterioration. In their place will be lovely malls and concourses, covered sidewalks and comfortable benches, landscaped gardens, sculpture, fountains-a city shopping center that is restful and pleasant. The central district will be an integral addition instead of an ugly disturbance; a cultural, social, educational center. Shopping, going to work, attending cultural and entertaining events in such an environment will be a new and thrilling experience for everyone."⁵² (*Image 29 - 40*)

Footnotes

⁵²"The Gruen: Tomorrow's Greater Fort Worth... a Bold, Aggressive Future," Fort Worth Press, March 1956, p 10.



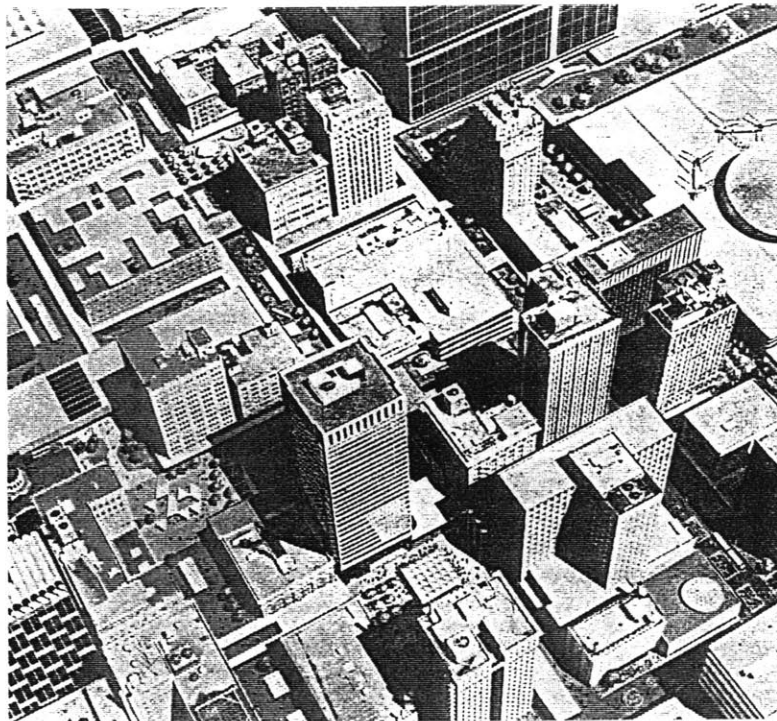
29. 1956 Existing View of CBD Traffic Before Gruen Plan



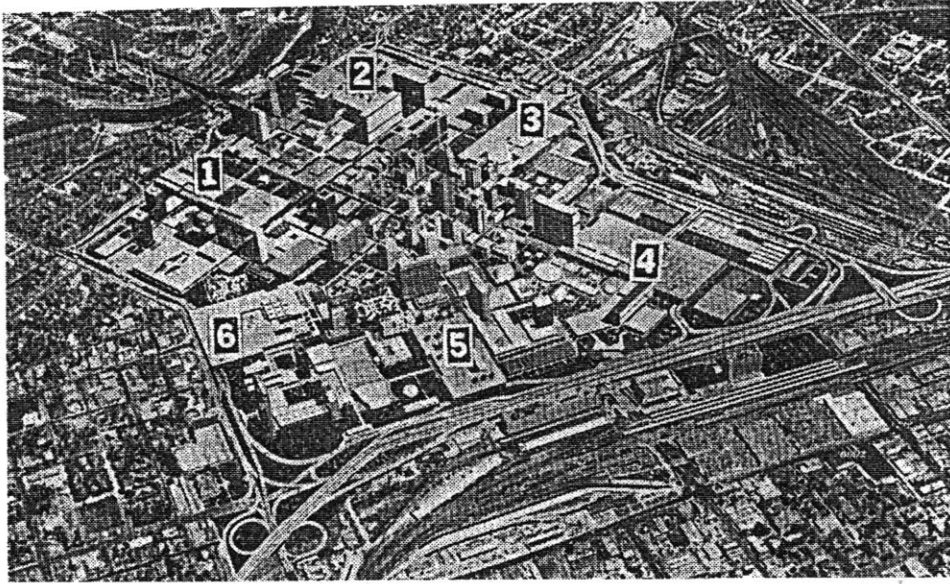
30. 1956 Gruen Plan Proposed View of CBD



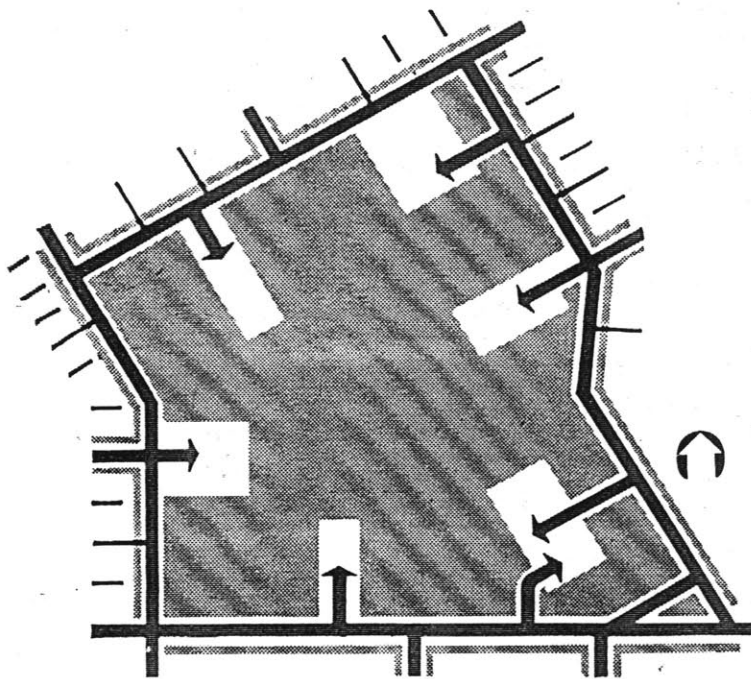
31. 1956 Existing Closer View of CBD Traffic Before Gruen Plan



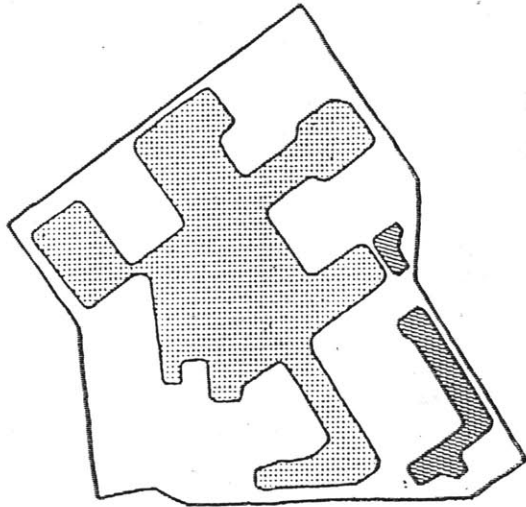
32. 1956 Gruen Plan Proposed Closer View of CBD



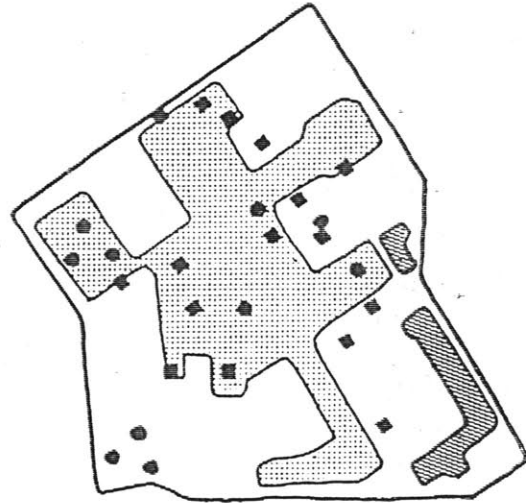
33. 1956 Gruen Plan Proposed Location of Six Garages



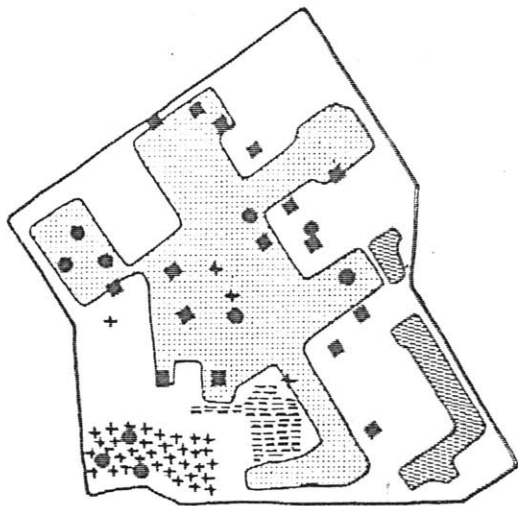
34. 1956 Gruen Plan Proposed Loop Access Roads & Parking Garages



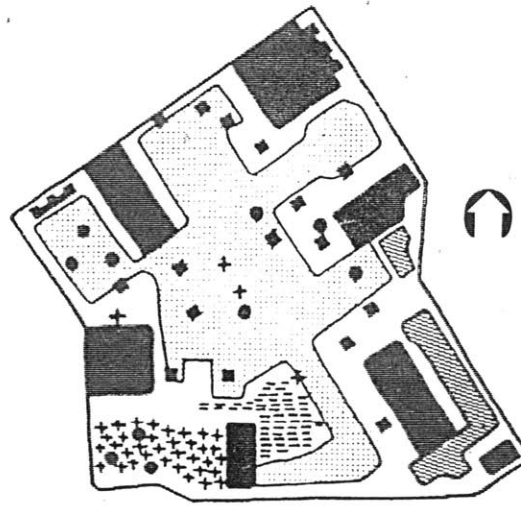
RETAIL MARKETING
 WHOLESALE MARKETING



OFFICE SPACE
 HOTEL FACILITIES

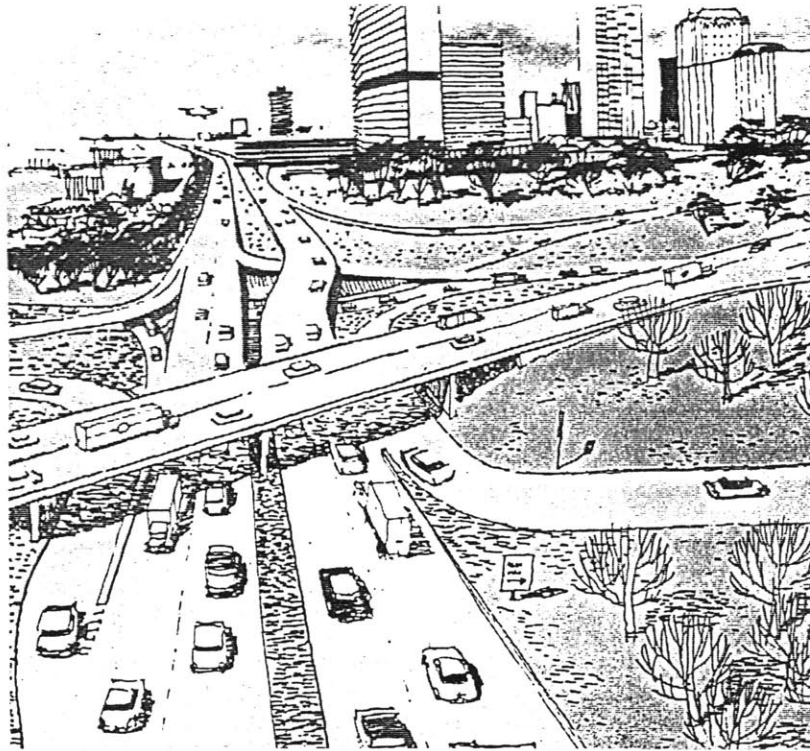


+ CULTURAL & ENTERTAINMENT
 CIVIC & GOVERNMENT

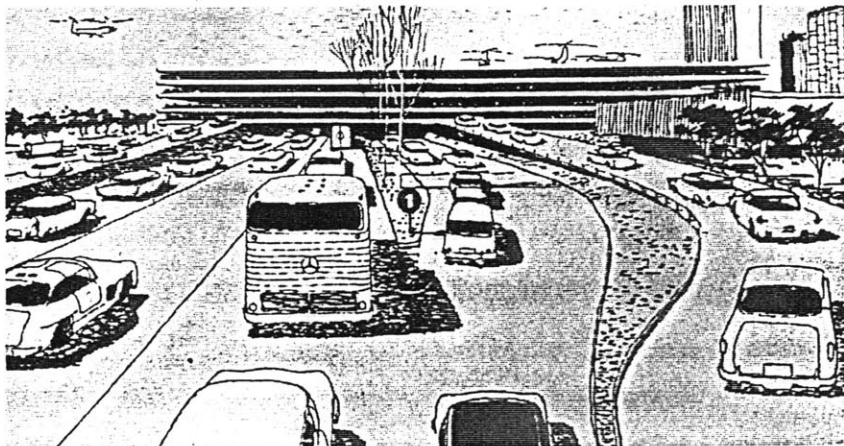


PARKING, BUS TERMINALS
 & AUTOMOTIVE SERVICES

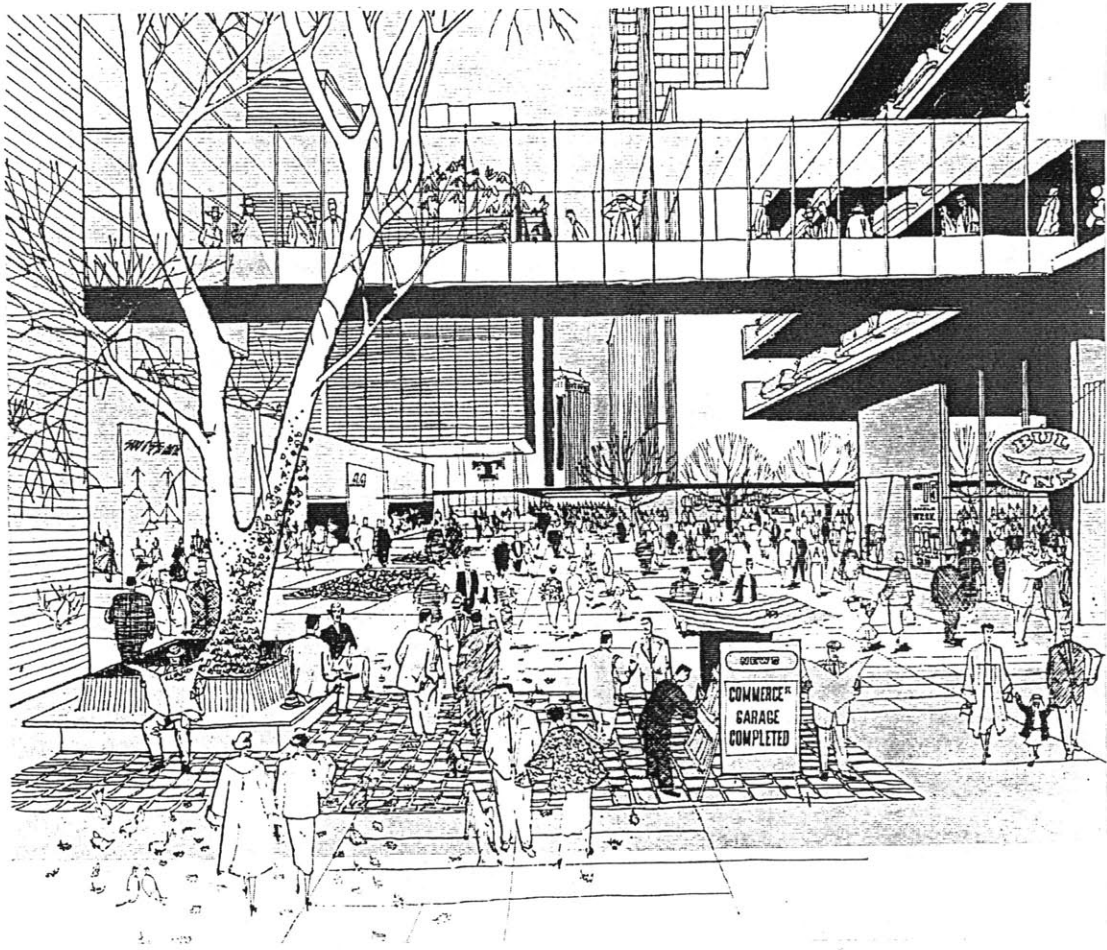
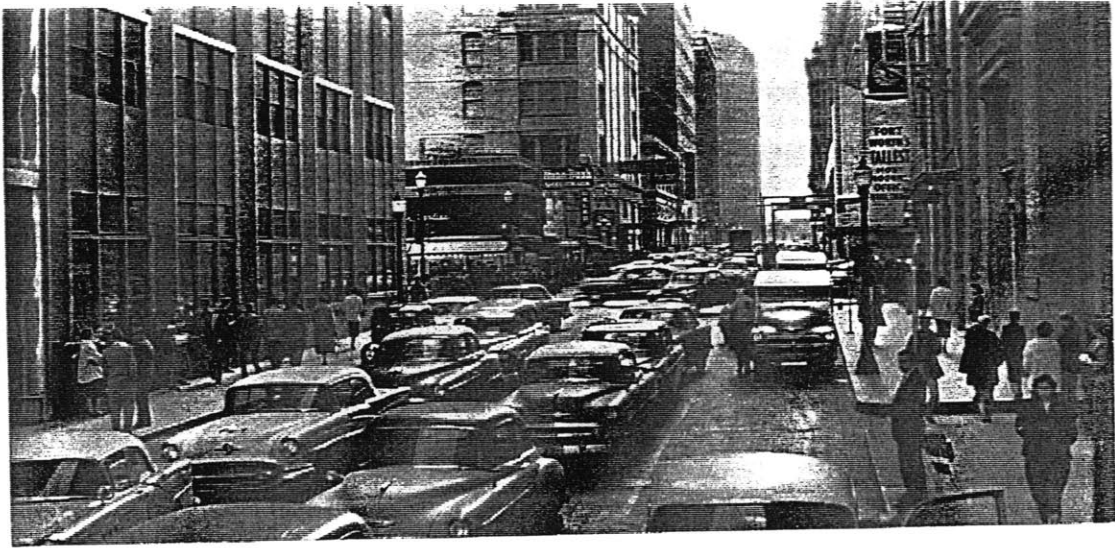
35. 1956 Gruen Plan Proposed Land Use



36. 1956 Gruen Plan Proposed Belt Line Highway

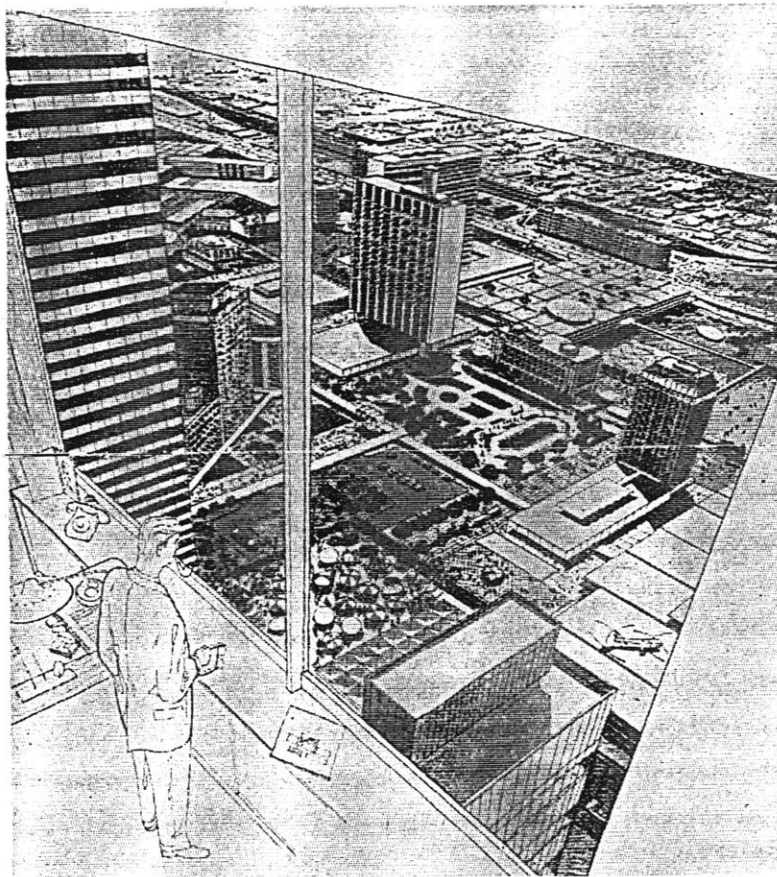


37. 1956 Gruen Plan Proposed Parking Garage Entrance

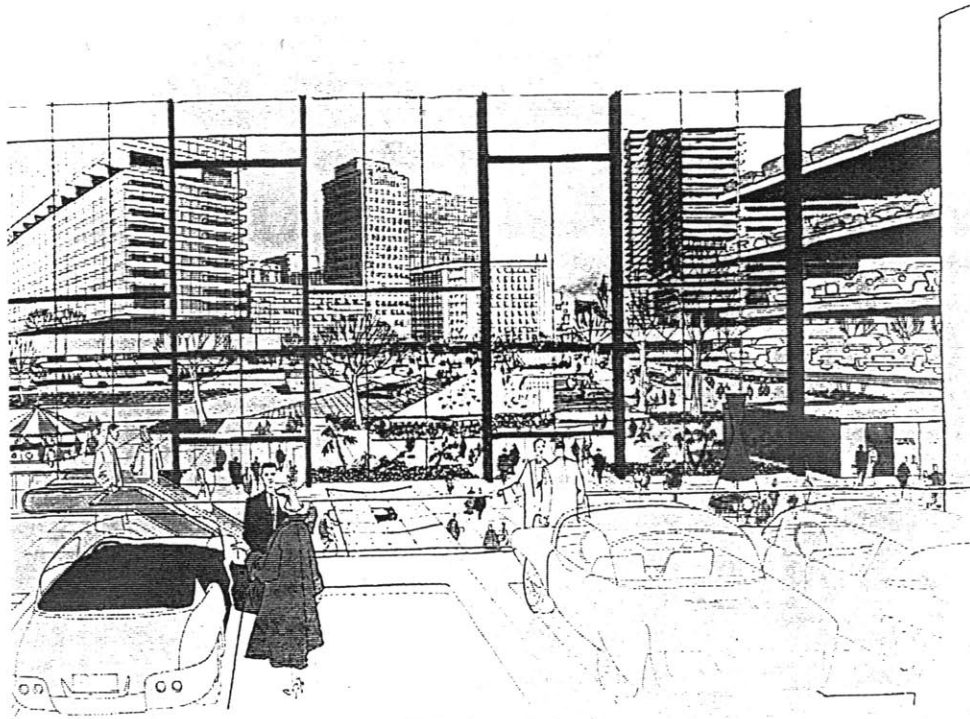


38. 1956 Gruen Plan Proposed West View of 7th Street

Note: Top photo shows 1956 view of 7th Street before 1956 Gruen Plan implementations.



*39. 1956 Gruen Plan Proposed South View of CBD from New Tall Glass Tower
Note: Many of the streets have been narrowed and have become malls. In other areas streets have been widened out into courtyards, and some blocks have been roofed completely over. In the background is the busy railhead and truck terminals, warehouses and service plants.*



*40. 1956 Gruen Plan Proposed View of Burnett Park Plaza Extension from
West Side Parking Garage*

Note: Plaza contains one of the major bus terminals servicing the CBD. Note proximity of bus and parking terminals to major downtown facilities. Moving ramps service each level of multi-deck parking structure, and lobby contains conveniences such as news stands and various types of small shops. Complete service station facilities are also housed within this structure. The roof serves as freight and passenger heliport which is connected by elevator to city-wide basement delivery system.

Fort Worth City Planning Commission

1964 City Plan

- Plan Basis

The 1964 Preliminary Plan for the 1980 Urban Area provided a strategic framework for the city, and functioned as a long-rang comprehensive plan that helped to develop future general plans. The general plan identified long-range, comprehensive planning by or for government agencies as a foundation for overall land development policies within specific corporate limits.⁵³

The 1964 Plan was the first plan developed by the Fort Worth City Planning Commission. It included all of the geographic area of Tarrant County that was expected to become urban in character by 1980. Analysis of population, housing development, economic growth and land use trends helped to define this area. A series of maps depicted patterns of recommended residential, industrial and commercial land use, and proposed a major thoroughfare system. The plan also outlined possible locations for public facilities such as schools, parks, branch libraries, fire stations, and water and sewer lines.

The development of the plan was based on the neighborhood unit concept (the arrangement for the so-called family-life community) that Clarence A. Perry a nationally known planner developed into what he described as the neighborhood unit formula. In this formula the neighborhood functioned both as a unit of a larger whole and as an entity. The unit formula only fully applied to new developments and was limited to un-built areas around urban edges and deteriorated sections of the central business district. The formula consisted of six elements; size, boundaries, open spaces, institution sites, local shops, and internal street systems. Within this formula there were industrial districts, business districts, large areas used as parks and cemeteries, and subsidiary business centers serving large sections. (*Image 43*)

- Plan Goals

Within the neighborhood unit concept for Fort Worth its downtown served as the city's business district. Goals and planning objectives for revitalizing the CBD were established prior to the overall 1964 Plan. These goals and planning

Footnotes

⁵³Arthur B. Gallion, The Urban Pattern (New York: Van Nostrand Reinhold Company Inc., 1980), p.203.

objectives for the CBD were then added to the 1964 Plan to function as a guiding design principle for revitalizing the CBD.

The CBD Plan goals were aimed toward making it more accessible, pleasant, and economical for people as they shopped, worked, conducted business, sought entertainment, or lived in the CBD.⁵⁴

- Plan Recommendations

Three general design recommendations were proposed.:

- first, for accessibility additional internal distributions loops would be provided so as to allow people in private automobiles bound for the CBD to reach terminal parking facilities within reasonable walking distance of their destinations, and to accommodate the needs of public transit vehicles for distribution and pickup of passengers;
- second, some streets would be converted to pedestrian use and others would serve as pedestrian plazas, and open spaces would be coordinated to produce pleasant views and proper settings for CBD buildings;
- third, land uses would be limited to businesses which help to strengthen the CBD's position as the principal regional center in the Urban Area.⁵⁵

- Plan Implementation Process

For implementation of the CBD plan a three step process was outlined. Step one would gain acceptance and financial support of the CBD Plan from downtown property owners and businessmen, and from communities and their leaders. During step one a program of mass meetings and committee activity would take place giving every citizen the opportunity to comment on community needs. During step two buildings having related uses would be protected through private covenants established by an association of property owners and businessmen. During step three the private covenants would be supported by zoning ordinance amendments that were necessary for official governing of land use within the CBD.⁵⁶

Implementation of the plan would require non-partisan leadership from decision-makers of the community to work with City Administrators, the

Footnotes—————

⁵⁴"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 55.

⁵⁵"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 56.

⁵⁶"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 58.

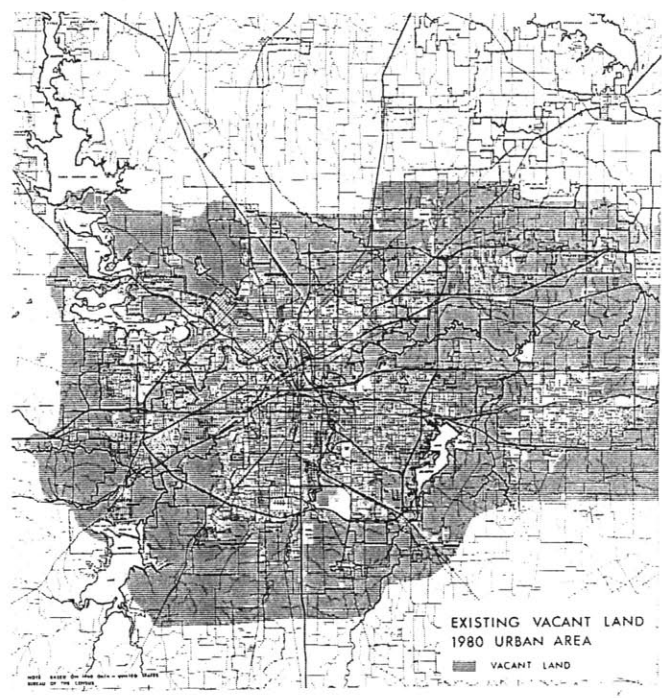
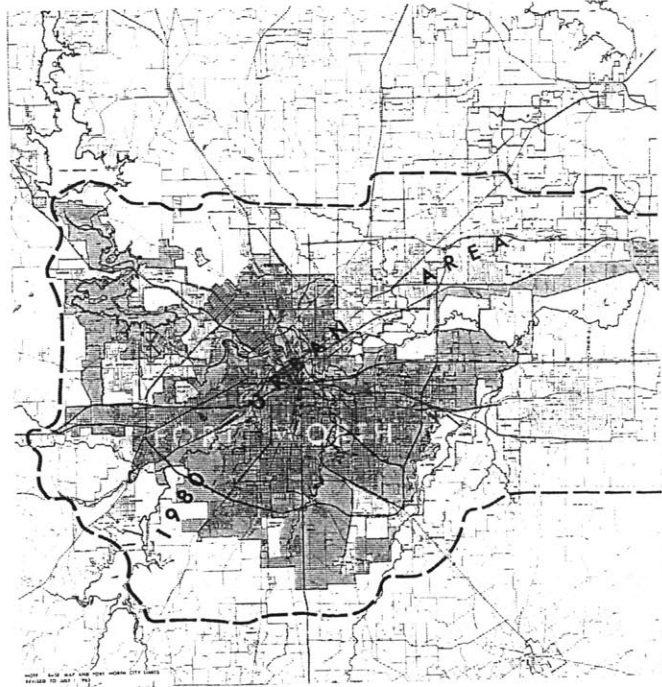
Chamber of Commerce, the Downtown Association, and the Town Hall group. Implementation depended upon public support, and therefore required adequate promotion to solicit citizen response and participation.⁵⁷
(Image 42 - 47)



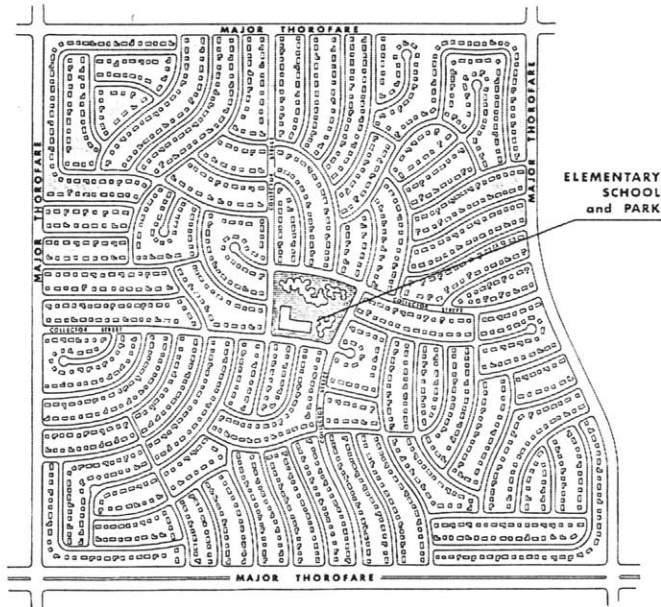
41. 1964 View of Downtown Fort Worth

Footnotes _____

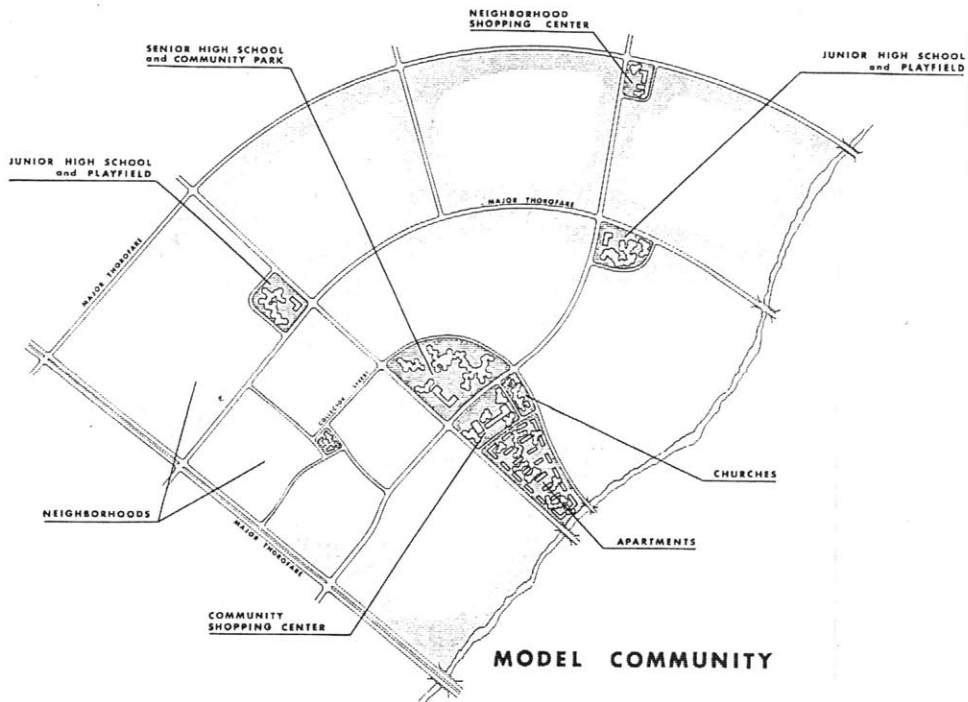
⁵⁷"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 58.



42. 1964 Plan Expected 1980 Urban Area

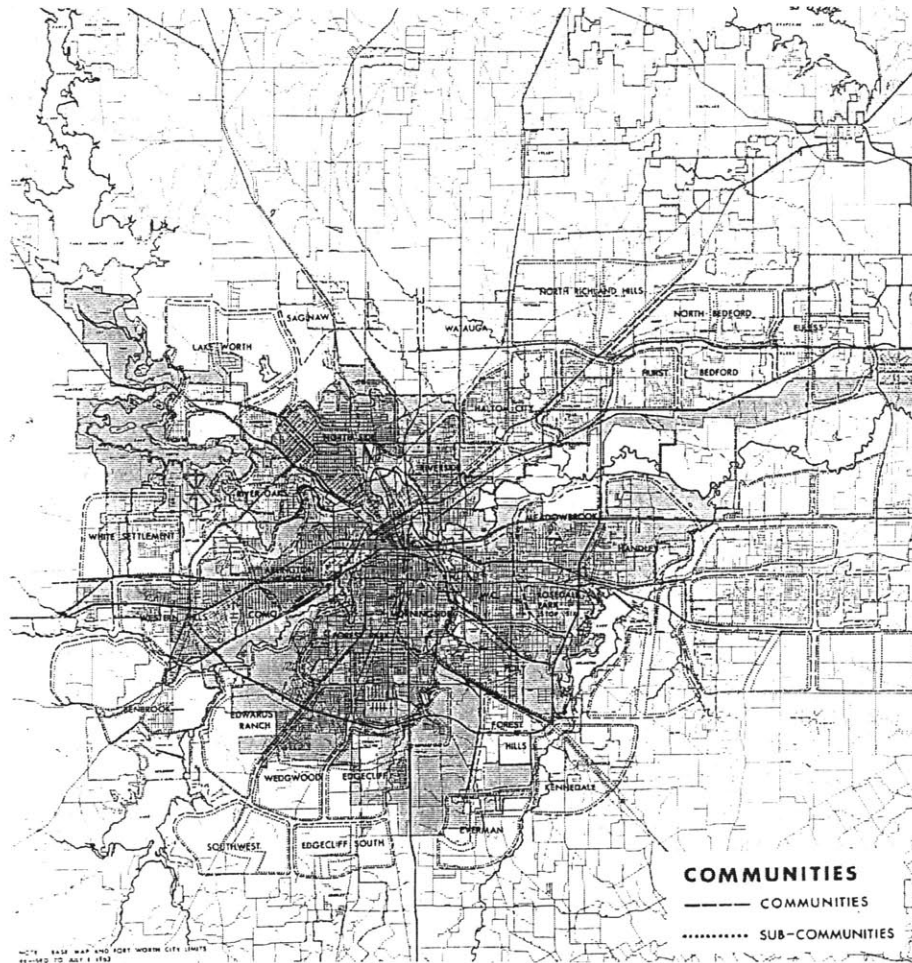


MODEL NEIGHBORHOOD

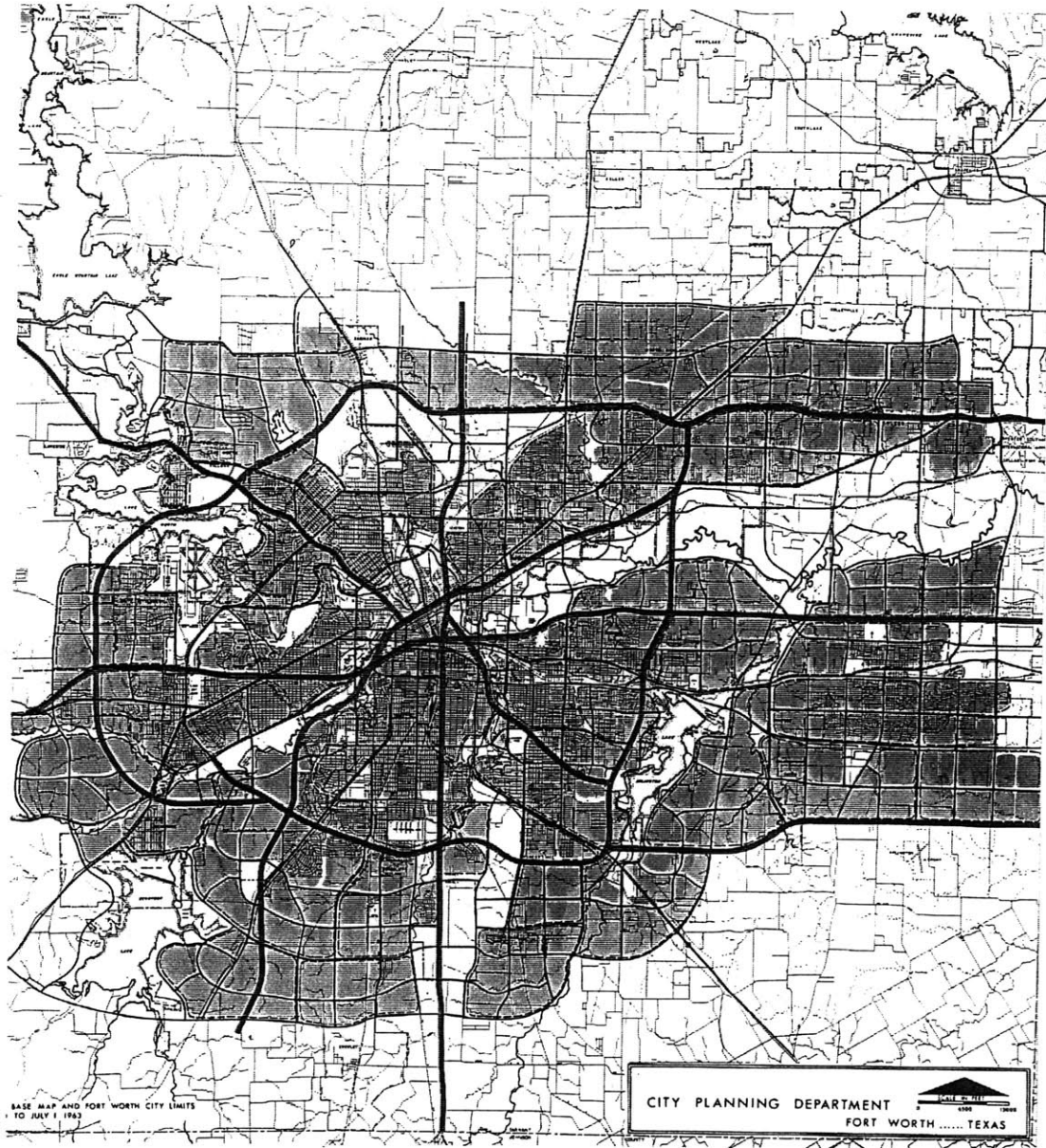


MODEL COMMUNITY

43.1929 Model for a Neighborhood and Community From Neighborhood Formula



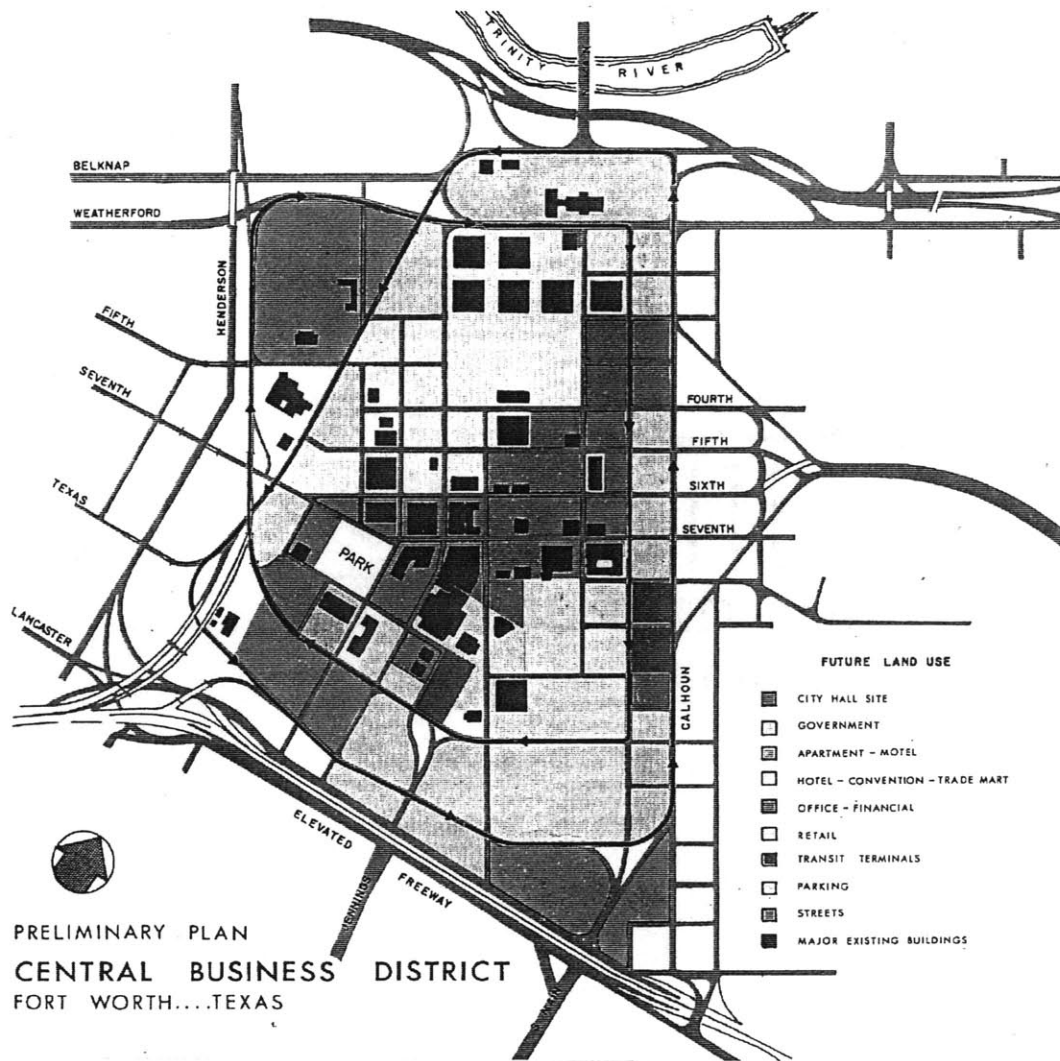
44. 1964 Plan Proposed Neighborhood Unit Communities For Fort Worth



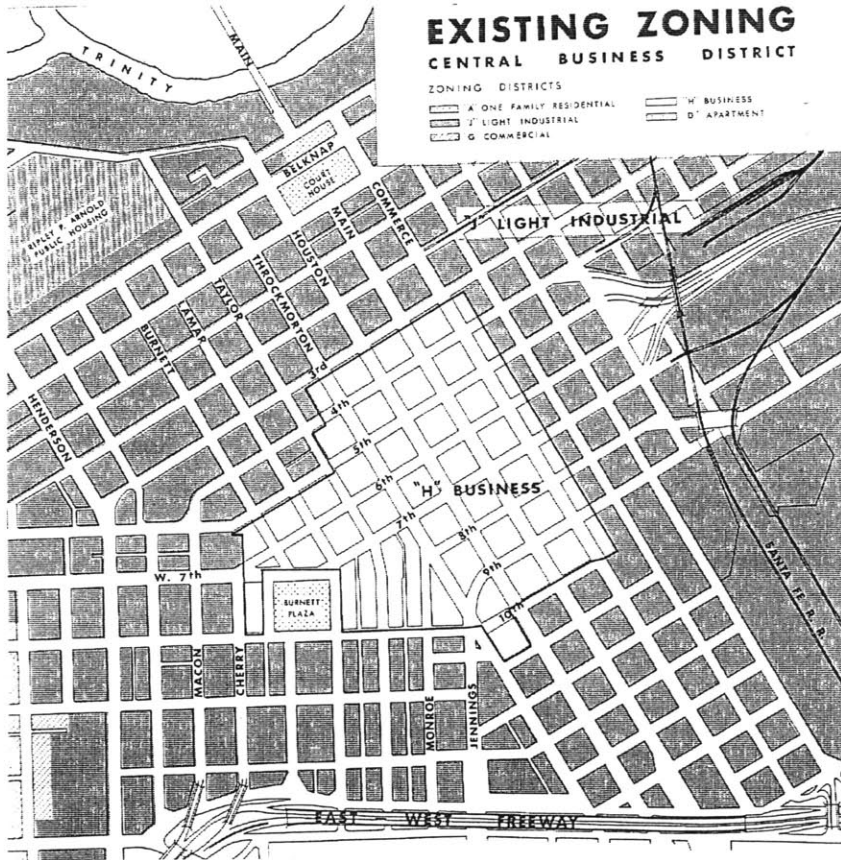
- MAJOR THOROFARES
- NEIGHBORHOOD UNITS
- COMMUNITIES

**FUTURE
NEIGHBORHOOD UNIT PLAN**

45. 1964 Plan Proposed 1980 Neighborhood Unit Plan For Fort Worth



46. 1964 CBD Preliminary Plan Proposed Future Land Use



47. 1964 CBD Existing Zoning

1956 & 1964 Plan Comparison

This section compares and contrasts some roles forecast by Gruen and 1964 Plans for the CBD in the city's development as a commercial, recreation, and residential center. Commercial center includes retail, and wholesale businesses, and office facilities. Recreation center includes open spaces, entertainment and cultural facilities, and hotels. Residential center includes motel- hotel apartments. The role of citizen participation in developing these two plans is provided.

- Commercial

The role of commercial for the Gruen Plan was the most important because it would serve as a magnet to pull shoppers back to the downtown area, contributed to the city's economy, and would give the CBD the resources to compete with developing regional centers. Commercial businesses (offices, retail, and banks) were located in several areas throughout the CBD. The largest concentration of commercial was located within the core of the CBD. Wholesale businesses were located along the southeastern edge of the CBD.

The role of commercial for the 1964 Plan was the most important also, and like the Gruen Plan it had the same reasons. Commercial businesses (offices, retail, and banks) were located in several areas throughout the CBD. The largest concentration of retail was located in the northern portion of the CBD (site of Leonard Brothers), bounded by Main and Taylor Streets (north and south), and Weatherford and 4th Streets (east and west). Banks and offices were clustered toward the core of the business district. The largest concentration was between Throckmorton and Commerce Streets (north and south), and 4th and 8th Streets (east and west). Retail, banks, and offices together formed a commercial network within the core of the CBD, just as the Gruen Plan commercial network did.

- Recreation

The role of recreation center for the Gruen Plan added to the CBD its main cultural and entertainment area northwest of the core. It was placed there to connect with the cultural district to the west of downtown. The majority of cultural and entertainment facilities would be located within this area. Others would be located near and within the core of the CBD. Open spaces such as parks and

plazas were located throughout the CBD near bus terminals, offices, and retail shops.

The role of recreation center for the 1964 Plan proposed that the Tarrant County Convention Center serve as its main entertainment and cultural facility. It was to be located in the southeast corner of the CBD, the opposite of the Gruen Plan cultural and entertainment area. The location of the cultural district did not allow for a connection to the west cultural district. A park along Burnett Street served the entire downtown area. The Gruen Plan planned for many recreational facilities and open spaces; the 1964 Plan planned for one of each. Parking for both plans was located along the edge of the loop road systems. The loop road system was proposed for both plans; the Gruen Plan roads were on the edge of the CBD, and the 1964 Plan roads were one-way feeder roads that penetrated the core.

- Residential

The role of residential center for the Gruen Plan was not specified. I assume that it was not indicated because the focus at that time was on providing for the CBD a strong economic base. Therefore attracting businesses as opposed to residents was most important. However, square footage was allowed for hotel-apartments but their location was not specified. Hotels were located throughout the CBD mainly along its edges.

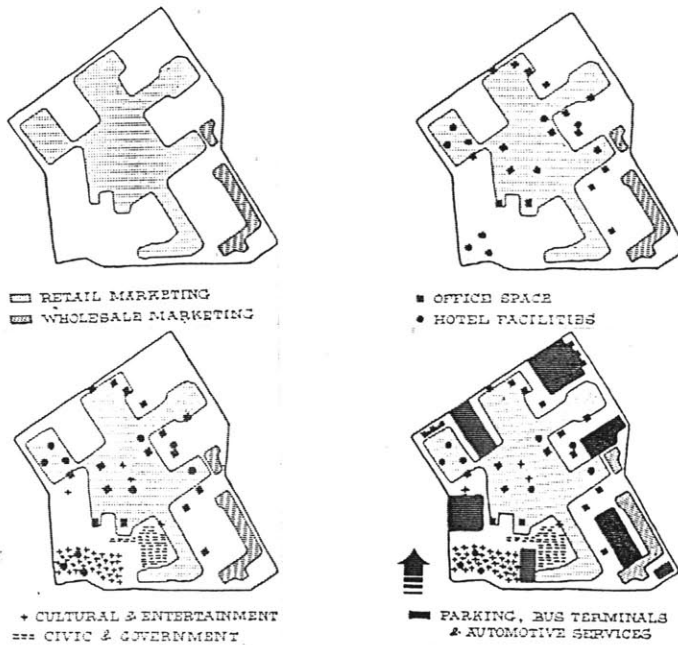
The role of residential center for the 1964 Plan became important to attracting people back to the CBD to live. Motel-apartments were located in three areas of the CBD. The first was in the upper northwest corner between Weatherford and 5th Streets (this was the largest concentration); the second was located in the southwest corner between Taylor and Burnett Streets; and the third was located on the southeast edge of downtown along Lancaster Street. Motel-apartments in the upper northwest corner and southwest corner were the same locations for hotels proposed in the Gruen Plan. (*Image 48 - 51*)

- Citizen Participation

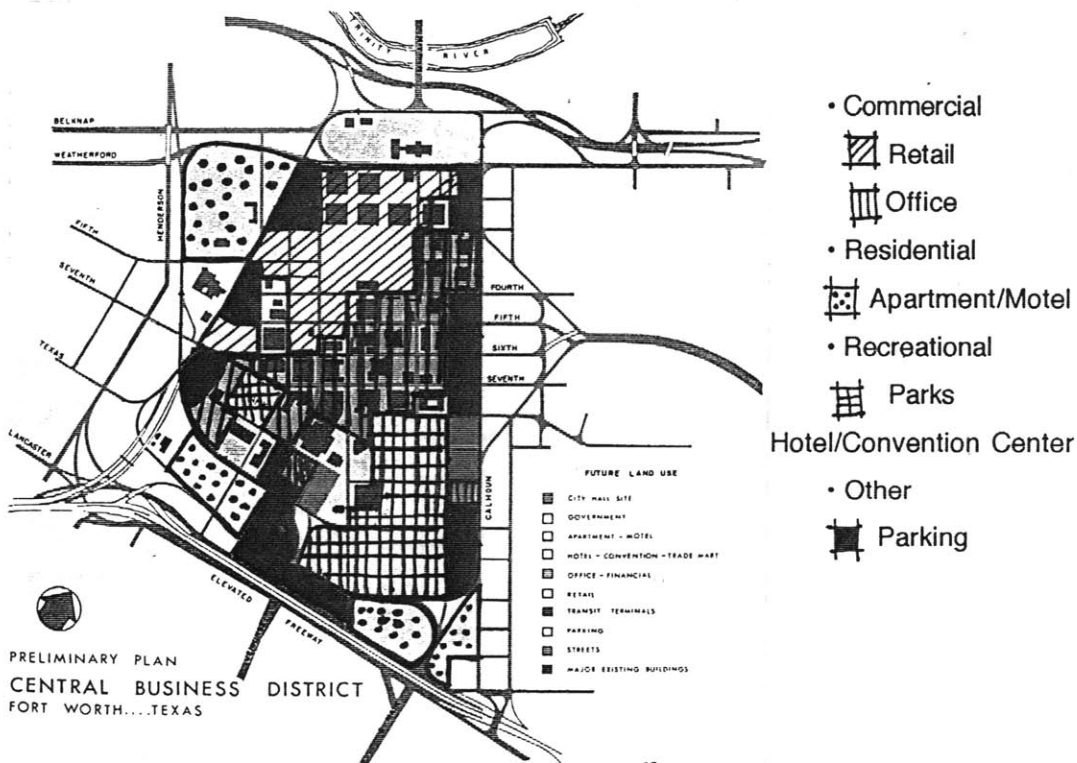
The role of citizen participation for the Gruen Plan was not a key element at the time Gruen conducted the study for the CBD. There was however the acknowledgment made within the plan to form committees that would help to implement the plan.

The role of citizen participation for the 1964 plan became evident during the early planning stages. It was to allow citizens to understand the plan before they were asked to support its implementation. Nationally it had become a key issue

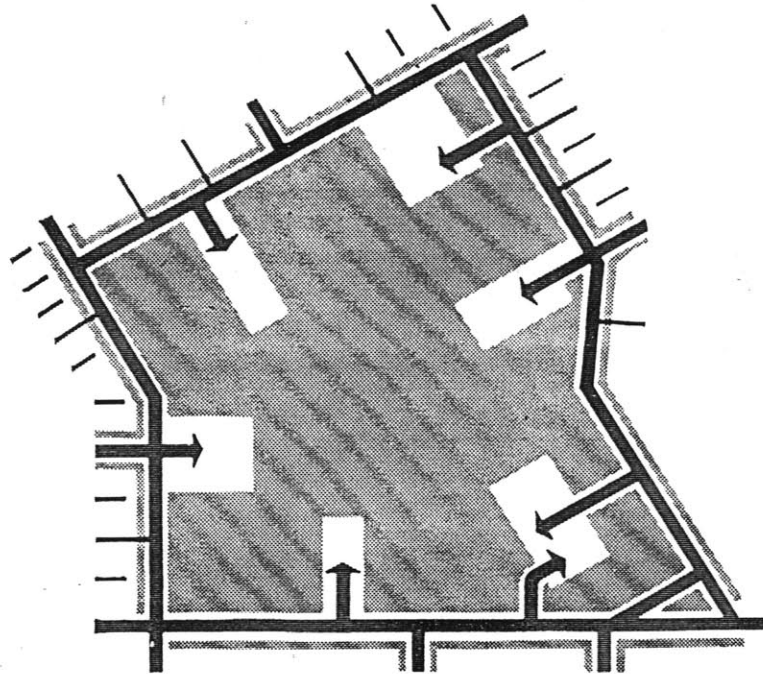
for cities. In the case of Fort Worth it stemmed from prior refusals: the Gruen Plan and the 1963 bond issue.



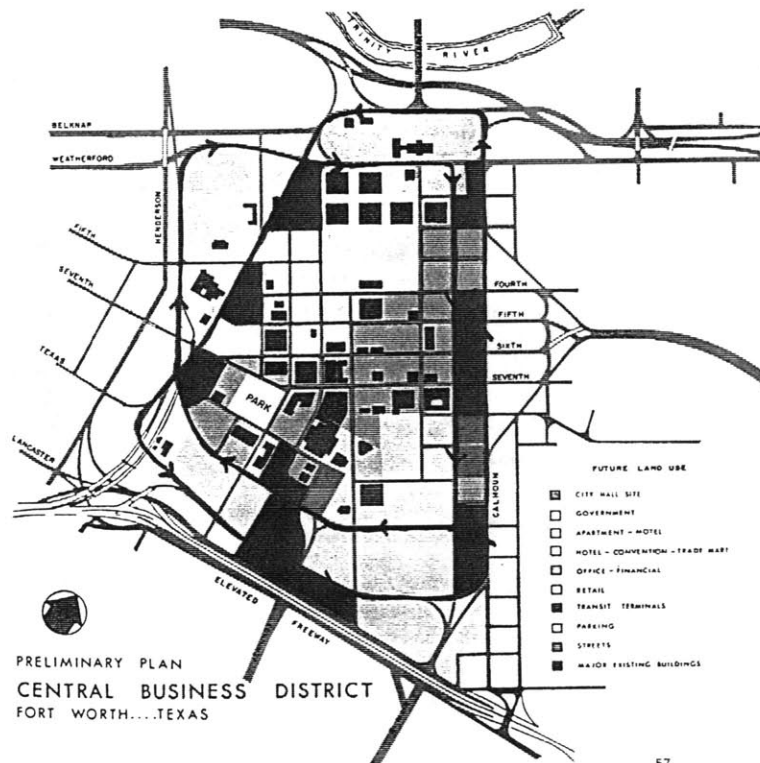
48. 1956 Gruen Plan Proposed Land Use Pattern



49. 1964 Plan Proposed Land Use Pattern



50. 1956 Gruen Plan Proposed Loop Road & Parking



51. 1964 Plan Proposed Loop Roads & Parking

CHAPTER III HALPRIN PLAN AND THE CITY CBD PLAN

Summary of National Planning Trends

From the late 1960s through the 1980s cities adjusted to the new character of modern vehicular travel, and loss of population and resources to suburban areas. Freeways and interstate highways had provided the movement of people and goods from city to city. Great highways were designed for modern vehicle travel over long distances and at rapid speeds. Mass transit became important to cities such as New York, San Francisco, Chicago and Washington D.C. Mass transit included subways, buses, railroads, ships and airplanes.

Airport planning became a part of the comprehensive plan for cities. Airport location posed many problems for cities and their communities. Some of these problems included safety, land acquisition, and noise control for surrounding communities.

In many cities where rapid transit was inadequate alternatives to mass transit became important. People walked and rode bicycles along sidewalks, avoiding traffic congested streets and arrived at their destinations faster than if they had driven. Nationally the urban sidewalk became an important part of shopping areas of the downtown. Emphasis was placed on the design of pedestrian ways, open spaces, and mixed-use super block shopping streets (downtown shopping malls). Mixed-use super block development combined offices, retail stores, restaurants, hotels, convention facilities, museums, theaters, recreational facilities, and housing. Los Angeles's Horton Plaza is a unique example of such development.

Urban design guidelines, historic preservation, and tourism became important national concerns for cities as they developed mixed-use facilities and revitalized the downtown area.

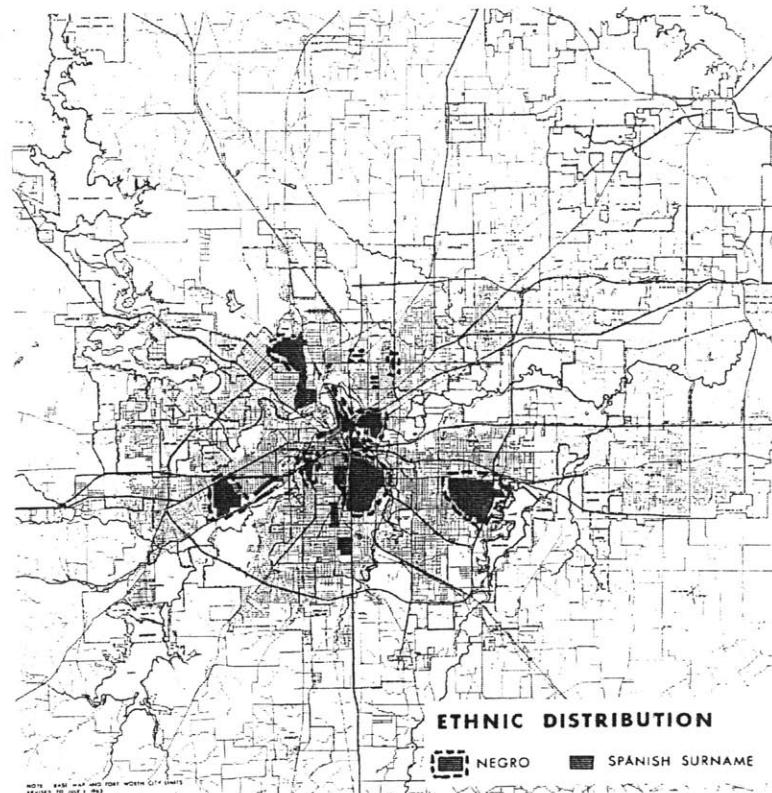
Summary of Central Business District Development 1964 - 1990

Typical of the national trend of population movements in metropolitan centers, population decreased in Fort Worth's CBD and the older areas of the city by 1964. Most of the growth had occurred in the newer outlying areas. The population growth rate within Fort Worth city limits fell below Tarrant County's because of the accelerated pace of suburban development within the Fort

Worth Urban Area -- particularly in the municipalities of Arlington, Haltom City, Richland Hills, and North Richland Hills.⁵⁸

By 1964 the Black and Hispanic population was one-fifth of the city's total population. The growth rate of the Black community was slightly greater than that of the total population. The Black population lived mainly in five communities of the city; Rosedale Park/Stop Six, Morningside, Downtown/Riverside, Como, and the North Side. The Hispanic population was disbursed more throughout the city. A large percentage of the Hispanic population lived in the Morningside and North Side communities.⁵⁹

(Image 52)



52. 1964 Ethnic Distribution For Fort Worth

Footnotes

⁵⁸"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 8.

⁵⁹"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.

From 1961 to 1968 the Fort Worth CBD increased its floor space by 20%. During the same time the metropolitan area grew 30% in population and 40 % in employment. For the past eight year period, three-quarters of the CBD's land use growth had been in office activity. The office function had the highest intensity of use in the CBD. A new office district with predominantly small offices emerged near Summit and Pennsylvania Avenue.

Retail use was still one of the dominant components of the CBD business function. Wholesale warehouse and light industrial activities occupied fourteen percent of the CD's total space. This type of land use required use of delivery trucks that further aggravated conflicting traffic circulation in the downtown area. Retail in the northern portion of the CBD decreased, reflecting the continued decline of the CBD's retail function. Congested with vehicle and service traffic and on-street parking, Houston Street was the main shopping street.

The formerly mixed use district in the southeastern portion of downtown became the governmental, cultural and entertainment area with the addition of the Convention Center, the new City Hall Complex, the Federal Building, and the Texas Employment Commission buildings.⁶⁰

The automotive business district grew to the northwest away from Henderson Street. The development of retail and convention facilities served to re-energize the central business district.

During the past four year period off street parking in the CBD gained over half million square feet, increasing from 18,500 parking stalls in 1964 to 20,700 in 1968. The automobile alone occupied more than 50% of the CBD's total ground space, and only 1% of the CBD's total ground space was used for parks and open space.⁶¹ (*Image 53 - 54*)

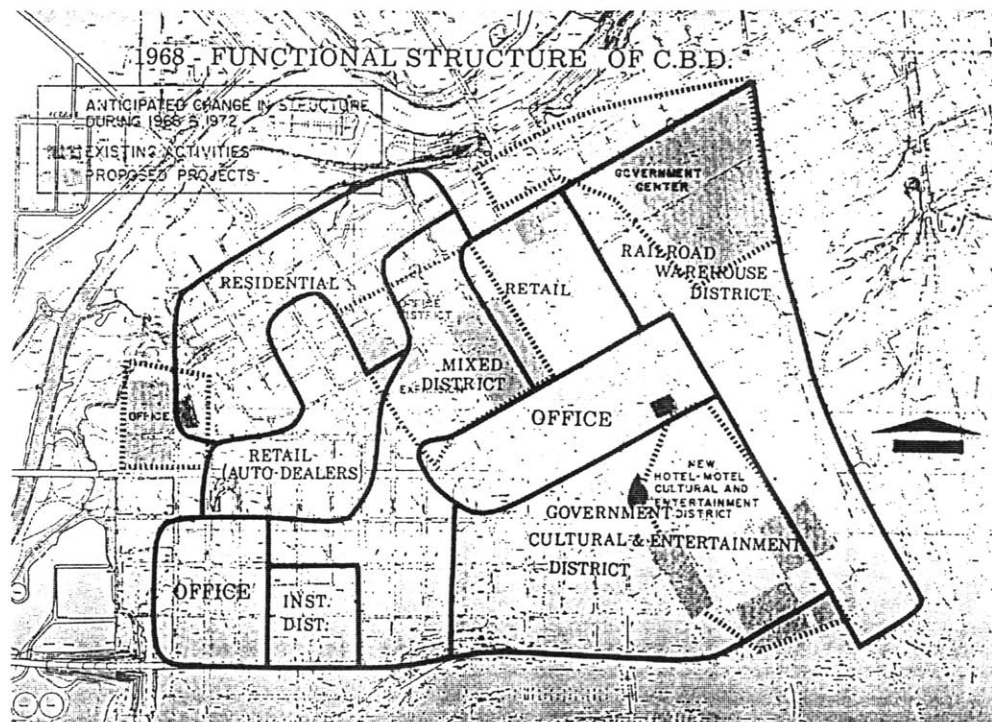
Footnotes

⁶⁰"A Land Use Study," City Planning Department, February 1970, p. 4.

⁶¹"Preliminary Plan For The 1980 Urban Area" City Planning Commission, May 1964, p. 10.



53. 1968 Overall CBD Land Use Patterns



54. 1968 Proposed CBD Structured Land Use Patterns

In 1968 the city designated thirteen sectors within the city to accompany the newly established districts. The 1968 Planning for Growth document set overall city policies that provided direction for the preparation of sector plans. Eleven sector plans and fourteen district plans were developed from 1969 to 1971. The 1971 Fort Worth CBD Sector Report by Lawrence Halprin & Associates a well known planning and architecture, represented one of the sector plans developed during this eight year period.⁶² The Halprin Plan assisted Fort Worth in defining the major problems facing the downtown core, and formulated a general plan of action that helped guide the growth and development of the central business district. It helped to define the appropriate needs, policies, priorities, proposals, and strategies for future competitive development.

By 1970 the central business district development had reached a critical stage. It continued to compete with the easy access, parking and modern facilities offered by regional shopping centers, office parks and industrial parks. An inadequate freeway system surrounded the CBD. One-way streets relieved the congestion problem within the CBD, but on-street parking still presented a problem for the flow of traffic.

The opening of the Dallas/Fort Worth Airport on January 13, 1974, marked the city's second significant transportation source since the arrival of the Texas & Pacific Railroad and played a significant role in the continued growth and development of the city. During this time the CBD continued to grow economically, as new skyscrapers emerged onto the landscape of the downtown area.

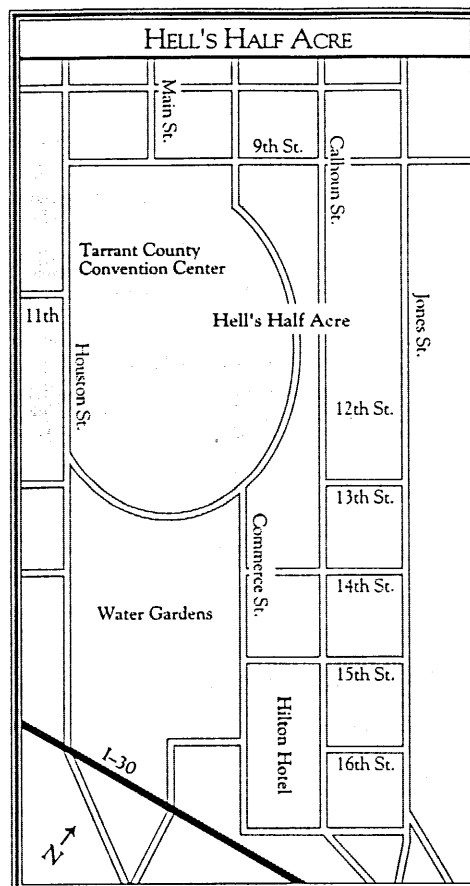
Nationally known architects were commissioned by the city to design facilities that added to its architecture richness. In 1972 the Kimbell Art Museum designed by architect Louis I. Kahn opened in the cultural district west of downtown. The Fort Worth Water Garden Park designed by architect Philip Johnson opened 1974. It occupied the 4.3 acre site between the Convention Center and Lancaster Street. (*Image 55*)

A shift in the cattle industry in 1971 resulted in the closing of a major meat packing plant in the Stockyards to the north of downtown. In an effort to preserve the city's Old Western heritage the Stockyards was designated as a historic district in 1976. It was turned into a western entertainment district consisting of restaurants, bars, and hotels.

Footnotes

⁶²"Committee For The Future Of Fort Worth," City Planning Department, May 1981, p. A-13.

The 1970s, brought new hope and representations for Blacks in Fort Worth. After the public schools were ordered to integrate in 1961, twenty Black students entered the first grade in seven previously all-white elementary schools on September 4, 1963. School administration, principals and teachers were also integrated. By the middle of the 1970s the first Black male was elected to the school board. In 1978 this same Black male was elected to the Texas Legislature. The first Black was appointed postmaster of Fort Worth, and the first Black woman was elected to membership in Fort Worth Chamber of Commerce. A Black female became municipal court judge, another organized the Black Historical and Genealogical Society. In 1987 a Black female had served as vice chancellor for Tarrant County Junior College and was named chairman of the Dallas/Fort Worth Airport Board.⁶³



55. 1974 Development On Old Site of Hell's Half Acre

Footnotes

⁶³Oliver Knight, *Fort Worth Outpost On The Trinity* (Fort Worth: Texas Christian University Press, 1990), p. 248 - 249.

In 1977 a new two tower mixed-use office and retail development (Tandy Center) designed by Fort Worth architect Martin Growald occupied the old site of Leonard Brothers in the northern section of the CBD and started a major construction boom throughout the CBD. The public M&O Subway became the Tandy Subway. Over 3,000 vehicles occupied this lot that provided direct trolley-subway access to the Tandy Towers. There was no fee for parking in this lot or for riding the trolley-subway. As Fort Worth adjusted to the building boom the challenge for the CBD was to combine old and new design and preserve the unique historical character of existing buildings.

In 1978 a private sector businessman appeared before the Fort Worth City Council and requested that the council abandon its plan to cover the red-brick streets in the downtown area with asphalt paving. He explained that his Bass Brothers Enterprise had purchased several blocks of property between Houston and Calhoun Streets, and along Main Street with intentions to restore the turn-of-the-century buildings and the red brick streets. It was the first time Fort Worth heard about Sundance Square, which ultimately included the restored buildings, the fourteen-story Americana luxury hotel (now Worthington), the thirty-three story First City Bank Tower, and the thirty-eight story City Center II.⁶⁴

Fort Worth experienced the largest growth in population during the 1980's. The total population was 385,164. The CBD's total population was 4,034. Since then the fastest growing area of Fort Worth has occurred to the north, east, and southwest.

In the early 1980s the city began to focus on urban renewal specifically for the revival of downtown and improvements to its convention attractions. Many hotels were renovated and expanded. New office, hotel and commercial facilities were developed. The Tarrant County Administration Building opened, and the 20th-century Tarrant County Court House was renovated. A new Criminal Justice Center and adjacent parking garage began construction in the northern part of the CBD on Belknap Street.⁶⁵

By 1982 the central business district covered 1057 acres at the center of Fort Worth. To the south I-35 and I-30 bordered the CBD; north and west was

Footnotes

⁶⁴Oliver Knight, Fort Worth Outpost On The Trinity (Fort Worth: Texas Christian University Press, 1990), p. 251.

⁶⁵"Central Business District Plan." City Planning Commission, 1982, p. 1 - 1.

bordered by the Trinity River. The south and east was bordered by the Texas & Pacific Railroad tracks.

Access to the CBD was provided by two major freeways: I-30 and I-35. The other arterial access roads included Jacksboro Highway and North Main Street to the north; Weatherford and Belknap Streets (State Road 121) and Spur 280 to the east; Main, Henderson, Summit Streets and Forest Park Boulevard to the south; Lancaster and 7th Street to the west.⁶⁶

Two grids intersect at a sixty degree angle from the CBD street system. The main grid had a northwest axis with dominating streets; Main, Houston and Throckmorton. The second grid was to the west of the main grid and on east/west axis. The dominant streets in this grid were 7th, 10th and Texas Streets.⁶⁷

The high intensity commercial area was located between Henderson and Jones, Belknap and 10th Streets. This area was characterized by high rise office buildings, low rise retail establishments, surface and structured parking facilities. It was the financial and commercial center of the CBD. Henderson Street divided the CBD in terms of the intensity of land use. To the west of Henderson structures were low rise, low density mixed use development.⁶⁸

Residential units were located in northern part of the CBD. The Ripley Arnold Public housing development still occupied the bluff area along Belknap Street and west of the Criminal Courts Building. H.H. Butler public housing development still occupied the southeast corner of downtown near I-30 and I-35 mix master, and along the edge of Spur 280. There were two senior citizen complexes, one in the core area-Hunter Plaza (Birkley Apartments), and the other Trinity Terrace in the western portion of the CBD. The main concentration of industrial land use was on the southeastern and southern boundaries of the CBD next to large rail road facilities. A few warehouses were located in the northeastern part of the CBD.⁶⁹ (*Image 56 - 57*)

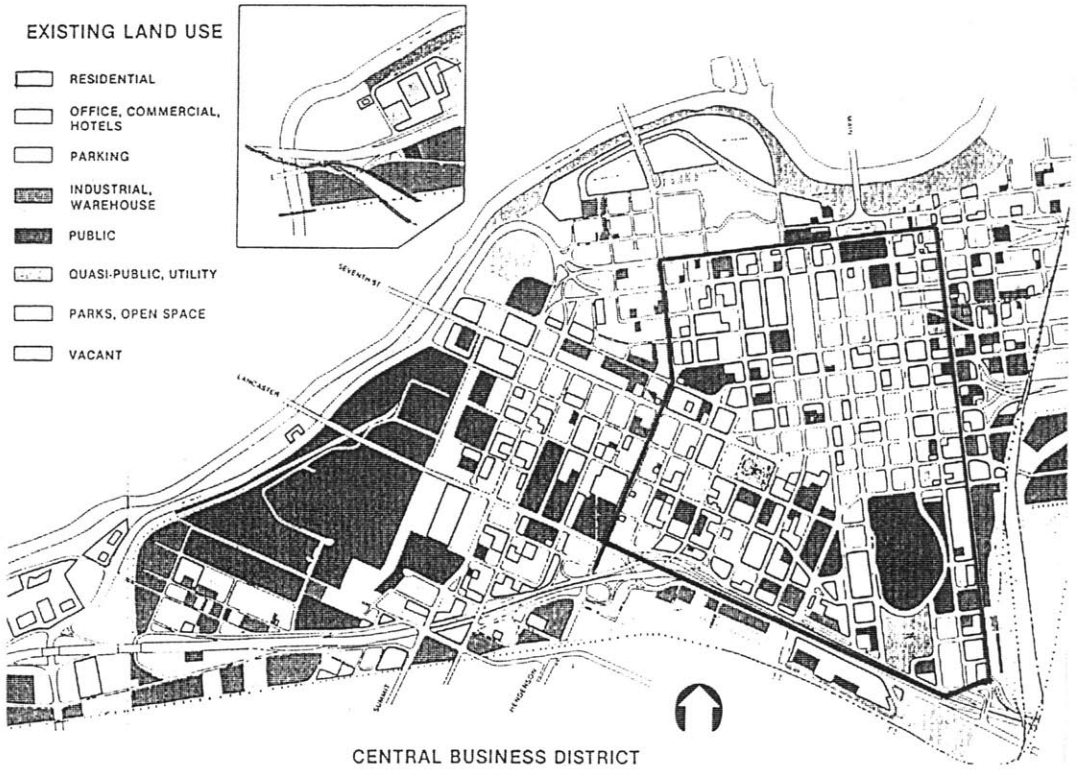
Footnotes

⁶⁶"Central Business District Plan." City Planning Commission, 1982, p. 1 - 3.

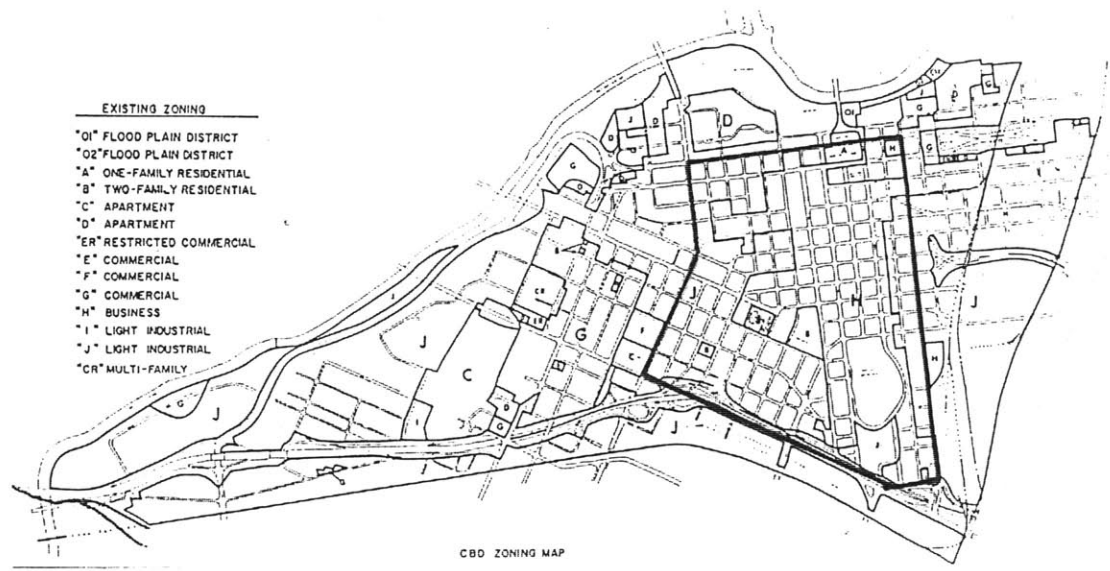
⁶⁷"Central Business District Plan." City Planning Commission, 1982, p. 1 - 5.

⁶⁸"Central Business District Plan." City Planning Commission, 1982, p. 1 - 5.

⁶⁹"Central Business District Plan." City Planning Commission, 1982, p. 1 - 5.



56. 1982 CBD Existing Land Use Pattern



57. 1982 Existing CBD Zoning

The CBD was bounded by the Northeast Sector, Arlington Heights Sector, and the Southside Sector. The Northeast Sector was predominately industrial and contained the Stockyards, five railroads, the Trinity River, and several highways. This sector's residential community consisted of low-density single-family homes. The Arlington Heights Sector, on the western border of the CBD land uses ranged from large single-family homes to major institutional facilities, and included the city's cultural district (museums). Industrial and commercial uses in this sector were located to the east of Montgomery Street. The Southside Sector, one of the older areas of the city, was separated from the CBD by the elevated freeway (I-30) and the Texas & Pacific tracks. The area contained many housing styles, medical facilities, neighborhood parks, and commercial and industrial land uses.⁷⁰

The impact of recent development throughout the downtown and the CBD area had placed more demands on transportation, land use and urban design issues. The problems of the central business district had improved but still there existed shortage of parking, inadequate access, and lack of activity after working hours.

The 1982 city's Plan helped guide the orderly growth and development of the CBD. Land clearances by the private sector and public sector and Urban Design Action Grant (UDAG) streetscape and park projects focused on changing the entire physical environment of downtown and the central business district.⁷¹

In 1987 Tarrant County voters approved a \$114 million dollar bond package which funded construction for a 13-story jail facility, and a 440,000 square-foot Justice Center to be located at Taylor and Weatherford Streets. In 1989 Tandy began construction of the Tandy Technology Center, a 215,000-square-foot eight-story facility next to the Tandy Towers, and Bass Brothers Enterprise announced plans for construction of the Sundance West Complex in Sundance Square.

Fort Worth's total population by 1990 was 447,619, an increase of 16.22 % from 1980. 75% - 90% of the minority population were located in DRA 7 - Central: Southeast 1 (majority of the Black - 24,130 total population), and DRA 2 - Central: North (majority of the Hispanic population 24,555 total population).

Footnotes

⁷⁰"Central Business District Plan." City Planning Commission, 1982, p. 1 - 8 9.

⁷¹"Central Business District Plan." City Planning Commission, 1982, p. - ii.

Other minority population included American Indian, and Asian/Pacific Island. Overall the minority population was concentrated near the CBD.

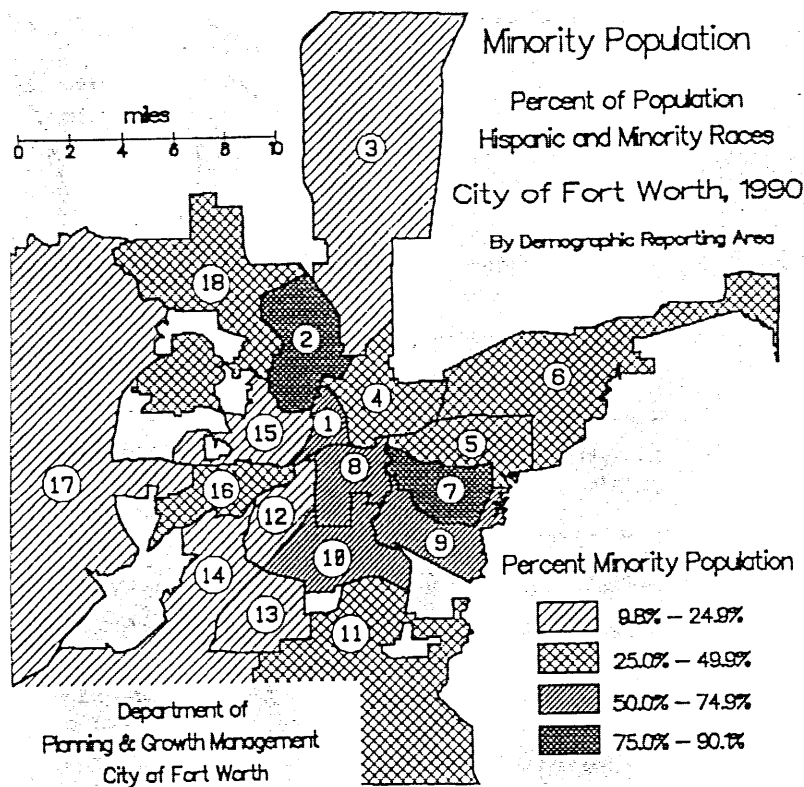
The total population for the CBD in 1990 was 4,680. Of the total population for the CBD Blacks accounted for 35%, Hispanics, American Indian and Asian/Pacific Island 22%, and whites 43%.

1990 Minority Population & DRA Location Chart

Race	Population	DRA Location
Black	24,130	7-Central/Southeast 1
Hispanic	24,555	2-Central: North
American Indian	198	2-Central: North
Asian/Pacific Island	1,244	13-Southwest
White	21,813	6-East Area

(Hispanic refers to Mexican, Puerto Rican, and Cuban)

Source: 1990 Census Population Data From Facts & Findings November 1993.



58. 1990 City-wide Percentage of Minority Population

Halprin

1971 Halprin Plan

- Plan Basis

Halprin believed that the removal of on-street parking along certain streets would allow full utilization by traffic, and that other streets could become more pedestrian and service oriented.

Halprin estimated that by 1990, the population of Fort Worth would double and the central business district would require an 25,000 additional parking spaces over the next fifteen years.⁷²

- Plan Goals

The goals of the Halprin Plan were to evaluate the present and future needs of the central business district; to propose a long-range growth framework for the central business district that evolved from present and future needs, to propose from within this long-range framework a short-range growth program of specific proposals selected for their economic, social, and environmental impacts, and to promote public policy and methods of implementation that would achieve these proposals and programs.⁷³

The goal of the long-range growth framework was to provide quality vehicle access, parking, transit, city services, pedestrian environments, social harmony, and economic diversity. The long-range growth framework would guide future development by providing competitive attraction and good infrastructure.⁷⁴

The goal of the short-range growth program was to increase the growth rate for the CBD through individual and joint cooperative efforts from the private and public sectors.⁷⁵ The short range growth program would draw upon the immediate needs and current resources of the central business district.

- Plan Recommendations

Seven design recommendations incorporated proposals for the long-range growth framework and the short-range growth program. These recommendations included the following:

Footnotes

⁷²"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 37.

⁷³"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 1.

⁷⁴"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 7.

⁷⁵"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 8.

- 1. A Loop Road System - one way distributor roads to act as a perimeter to the central business district, and improve traffic circulation and reduce congestion within the loop;
- 2. Off-Street Parking Program - off-street, on-street, on-grade, and structured parking to alleviate parking and traffic congestion, and to conserve ground space in the central business district;
- 3. Houston Street Mall - a shopping mall along Houston Street that consisted of pedestrian paving, trees and street furniture;
- 4. Enclosed Pedestrian Network - enclosed and climate controlled second story network encircling the central business district and spanning streets to connect blocks of buildings making almost any point within the central business district conveniently accessible.
- 5. Major Retail Development - renovation of buildings and upgrading sign control;
- 6. Trinity River Overlook and Riverfront Park - development of a park and housing near the Trinity River
- 7. City-Wide Metropolitan Transit Authority - coordination of routing, scheduling, and interchanging modes, and supervision of existing M&O Subway, the Fort Worth Transit Company, inter-city bus routes, and the proposed regional mass transit system.⁷⁶
- Plan Implementation Process

For implementation of the plan there were four phases based on actual growth and necessary precedents. Each phase was contingent upon completion of the other. There were three project categories within each phase; current and anticipated projects, short range action program, and long range growth opportunities.⁷⁷

Phase One included sixteen major current and anticipated projects which included the Southwest Freeway, loop road system, enclosed pedestrian systems, Houston Street Mall, parking program, and public ownership of the bus and M&O Leonard subway system. These proposals formed the basis of initial public and private commitments.⁷⁸ Phase Two and Three consisted of the short range growth program which included land use, transportation, public facilities and urban design. Between these two phases there are twenty projects

Footnotes_____

⁷⁶"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 8 - 12.

⁷⁷"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 17.

⁷⁸"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 21.

that contribute to the CBD's economic, social, and physical environment.⁷⁹ Phase Four consisted of the long range growth framework that was based upon future trends and direction for the central business district. Within this phase there are fourteen projects grouped into six categories: access, circulation and parking; public transportation; parks, malls, and open spaces; commercial and retail space; institutional and residential development.⁸⁰

- Access - Proposed Southwest Freeway would supplement the East West Freeway in providing a northern bypass of the CBD connecting Highways 121 and Interstate 20 and redistributed peripheral traffic flow.
- Circulation/Parking - Consisted of on and off street parking proposals. The development of programs controlling standing, parking, loading zones and times would help to increase traffic flow and efficient use of streets throughout the day and during the peak traffic hours. Color curb coding would help to identify appropriate use of areas along streets, and the incorporation of no-turn and right turn on red light signage during certain hours help to improve traffic flow.⁸¹
- Transportation - There were nine transportation projects proposed. They included the first and second stage of a subway extension development, and a regional transportation terminal; a regional transit system, interchange transit and subway stations, and a subway station for a residential development near the Trinity River.⁸²
- Commercial / Retail - There were twenty-two commercial and retail projects, and seven institutional projects proposed. Enclosed climate controlled pedestrian systems were part of the commercial and institutional proposals. The enclosed pedestrian system would link buildings and parking structures, commercial and institutional uses, and provided adequate access for pedestrians. To complement the use of these pedestrian ways there would be direct access from the street level via elevator or escalator to shops, restaurants, retail, and meeting places.⁸³

Footnotes

⁷⁹"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 22.

⁸⁰"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 22.

⁸¹"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 43 - 45.

⁸²"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 49 - 56.

⁸³"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 69 - 83.

- Parks/Malls/Open Spaces - There were ten parks, malls and open space projects proposed. Some of them included the anticipated Water Garden Project for the 4.3 acre site between the Convention Center and Lancaster Avenue; Houston Street and Main Street malls, Riverfront Park, City Hall Park, and the Urban Lake Development. ⁸⁴

- Institutional/Residential - Three residential projects were proposed. These included housing for the elderly located at Burnett and 1st Streets in the Birkley Apartments (this was proposed for reuse as city owned housing), and the proposed residential development at the Trinity River bottoms (located on the M&O parking lot). The Trinity River project included long term public parking facilities and a new subway station below. Housing would be a mix of town, terrace, and row houses. The Riverfront Residential Development would be a river-oriented residential development one block from the courthouse which included a variety of town, row, patio, terrace houses with courtyards, and medium rise apartments. Institutional development included expansion of Tarrant County government facilities, and renovation of the Medical Arts Building for educational purposes.⁸⁵

(Image 59 - 66)

Footnotes

⁸⁴"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 59- 67.

⁸⁵"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 85 - 89.

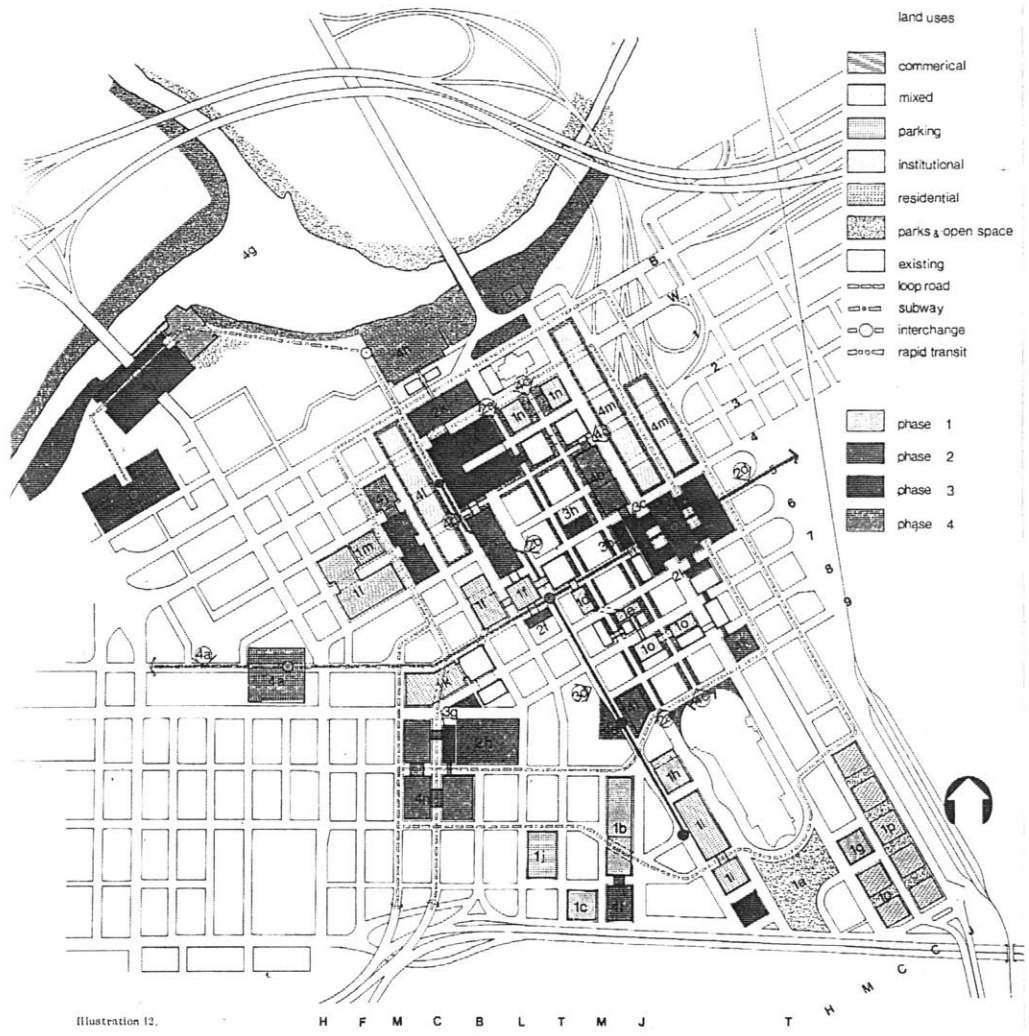
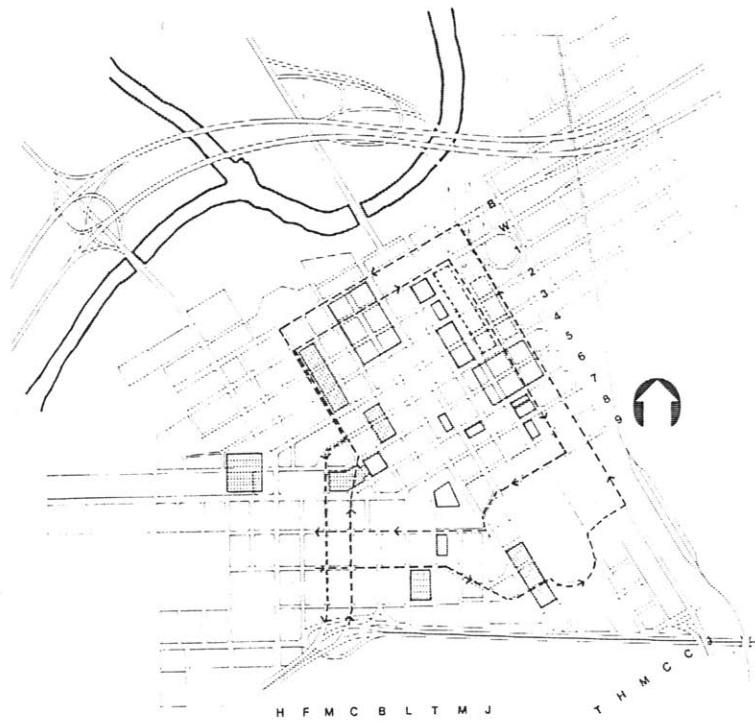
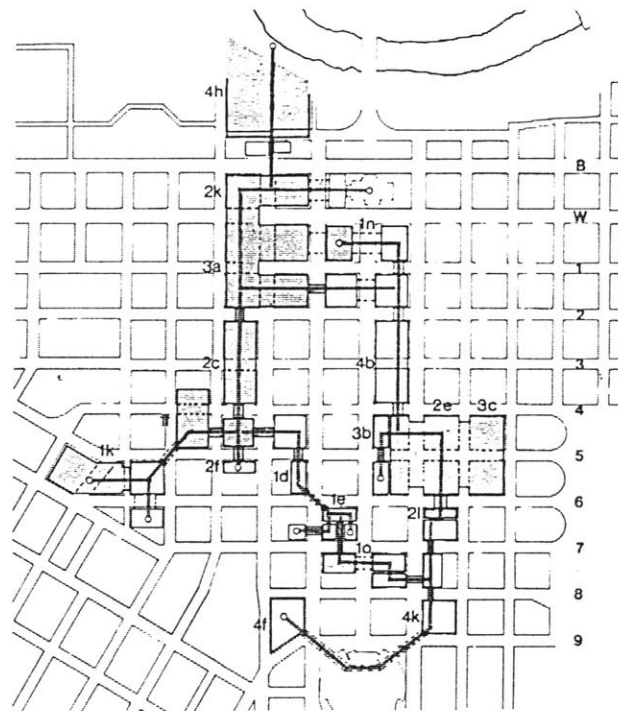


Illustration 12.

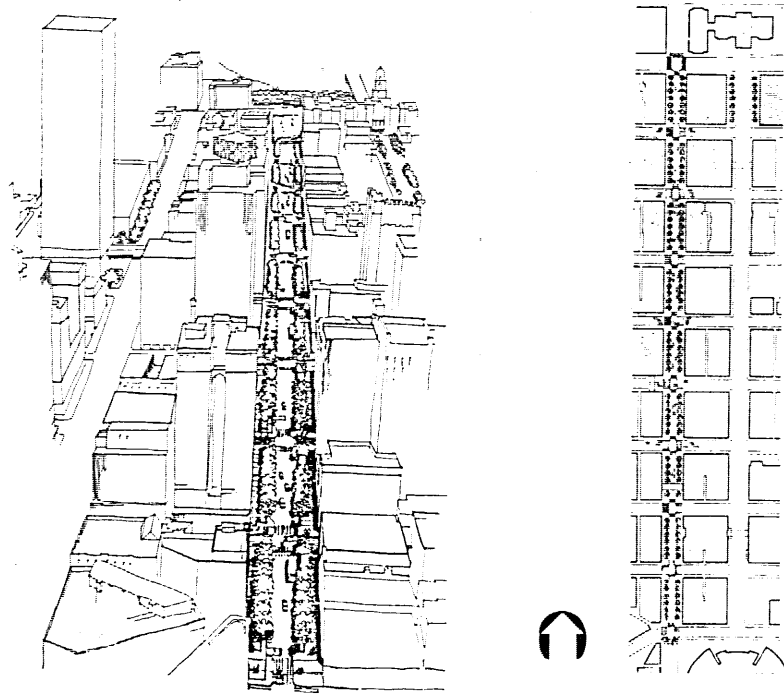
59. 1971 Halprin Plan Proposed Land Use Pattern



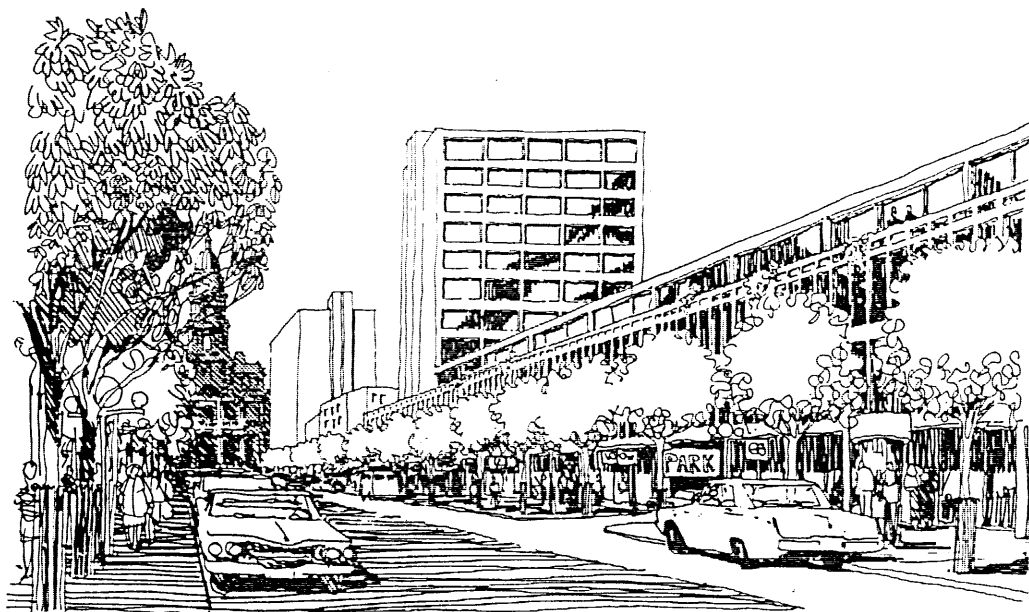
60. 1971 Halprin Plan Proposed Loop Road System



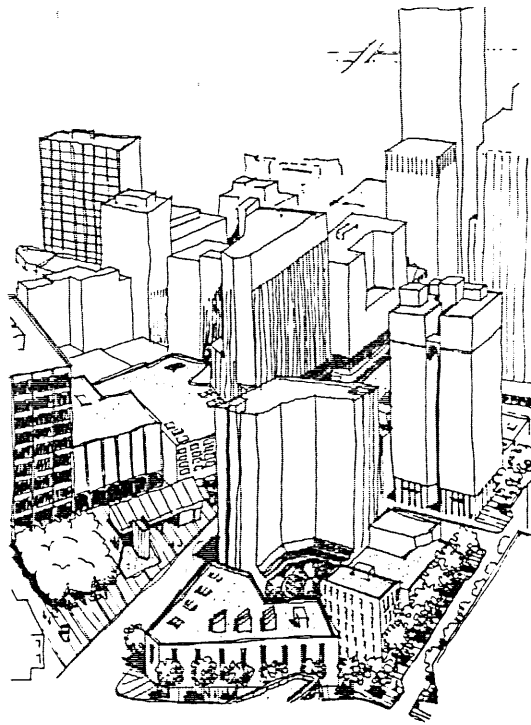
61. 1971 Halprin Plan Proposed Enclosed Pedestrian Network System



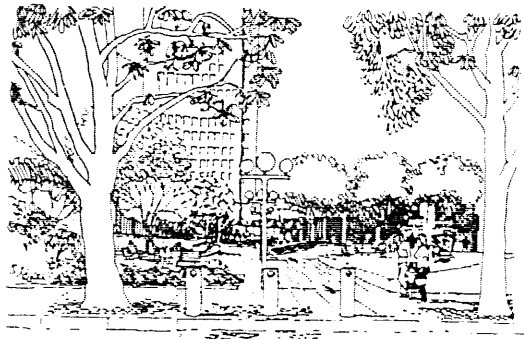
62. 1971 Halprin Plan Proposed Houston Street Mall



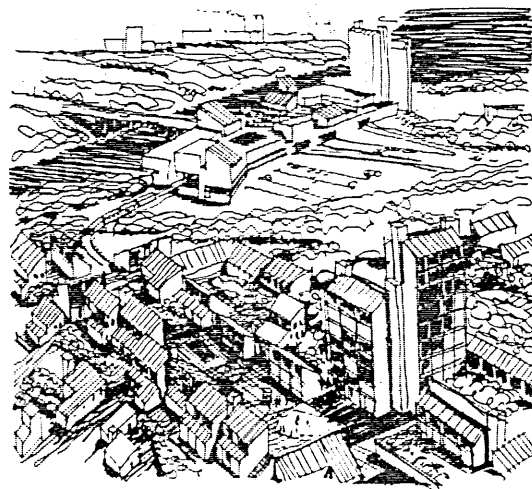
63. 1971 Halprin Plan Proposed Main Street Mall



64. 1971 Halprin Plan Proposed Commercial Development



65. 1971 Halprin Plan Proposed City Center Park



66. 1971 Halprin Plan Proposed Residential Development

Fort Worth City Planning Commission

1982 Plan

- Plan Basis

The plan objectives were to create a vital economic climate which provided a strong foundation for future economic growth; to encourage a balance and a diversity of complementary land uses in the central business district that have unique qualities and present an exciting environment; to encourage the coordination of urban design within the CBD; and to provide efficient and convenient access and circulation in and around the CBD.⁸⁶ The plan was based upon the cumulative influences of existing conditions, projected trends, and CBD goals.

- Plan Goals

The goals of the plan were to provide guidance for the orderly development of a vibrant, people oriented, aesthetically pleasing, economically healthy downtown; to retain and promote what would be best for the city's unique heritage while maximizing the potential for new development; and to provide a showcase for dynamic and progressive city.⁸⁷

- Plan Recommendations

Recommendations were given in three categories that included transportation, land use and urban design issues.

Transportation recommendations dealt with access, parking and street capacities.

Recommendations were given for:

- upgrading the traffic signal system;
- resurfacing and reconstruction of streets in the CBD using Capital Improvement Projects funds; transportation improvement projects;
- reducing congestion through removal of parking and loading zones from streets;
- providing provisions for potential street access routes into the CBD; and elimination of parking shortfalls. ⁸⁸

Footnotes

⁸⁶"Central Business District Plan." City Planning Commission, 1982, p. I - 9 - 12.

⁸⁷"Central Business District Plan." City Planning Commission, 1982, p. I - 9 - 12.

⁸⁸"Central Business District Plan." City Planning Commission, 1982, p. II - 10 - 26.

Land use recommendations would divide the CBD into four expansion zones. High rise development, historic preservation and urban design amenities would be within each zone

Recommendations were given for:

- specialty and other retail development to locate between Throckmorton/Commerce Streets, and 2nd/8th Streets;
- mid-rise and mixed use development to locate along 7th Street;
- low-rise development continue to locate west of Henderson Street and north and south of 7th Street;
- industrial land use to remain south of I-30 and east of Jones Street;
- residential development to locate along appropriate areas on the Trinity River bluff.⁸⁹

Urban design recommendations included adopting and enforcing urban design guidelines for the CBD that would cover planting, paving, signs, facades and street furniture.

Recommendations were given for:

- use of Capital Improvement Funds to improve CBD streets;
- development of a super block with office towers, parking and retail built west of the Tandy Center;
- creation of the 7th street corridor which distinguishes itself from other commercial development in the CBD;
- proposal of new residential multi-family luxury apartments, and low-rise rental and sales units along the north Trinity River bluff area;
- creation of a public place in the center of the core;
- provision of wider sidewalks, traffic lanes, trees, brick paving and street furniture on the bus spine along Houston and Throckmorton Streets;
- creation of major activities centers, open spaces, and transit stops that would connect a combination of pedestrian links, mass transit, or light rail systems along 4th and 5th streets;
- development of a plan to preserve significant structures in the CBD that represented significant historical and architectural features; and formulation of a downtown association that helped develop and promote various projects for the CBD.⁹⁰

Footnotes

⁸⁹"Central Business District Plan." City Planning Commission, 1982, p. II - 31 - 40.

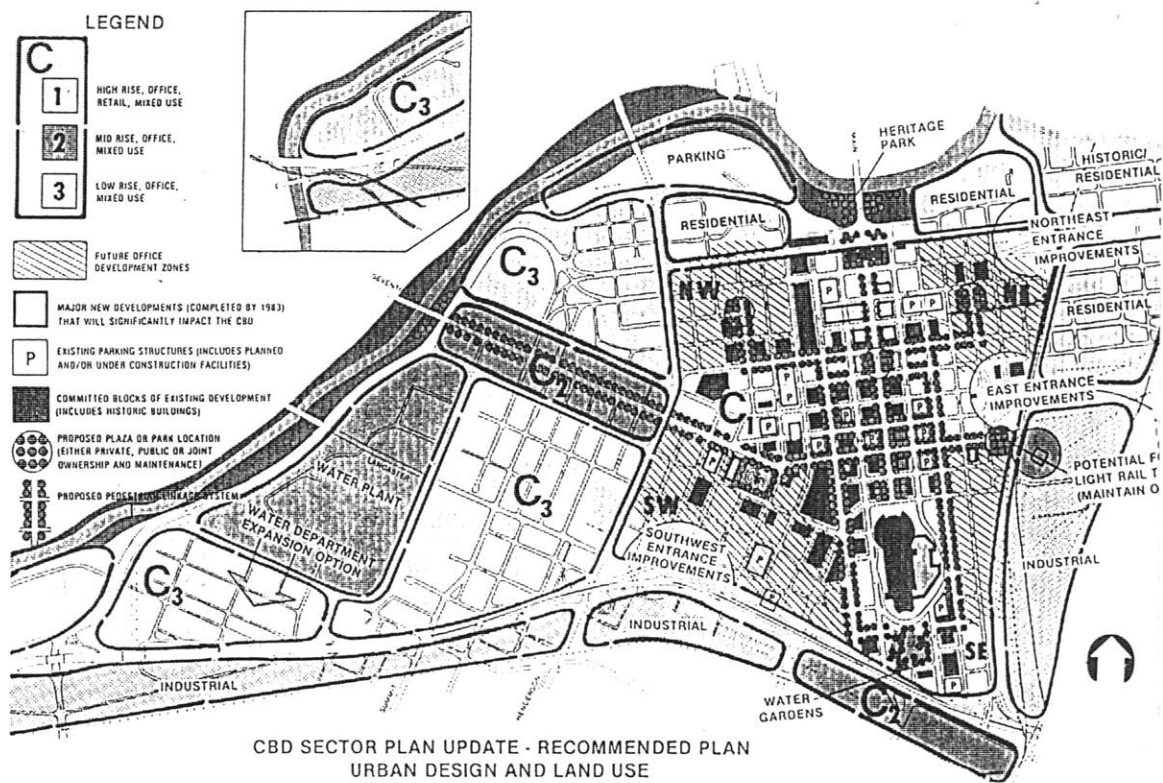
⁹⁰"Central Business District Plan." City Planning Commission, 1982, p. II - 44 - 67.

- Plan Implementations

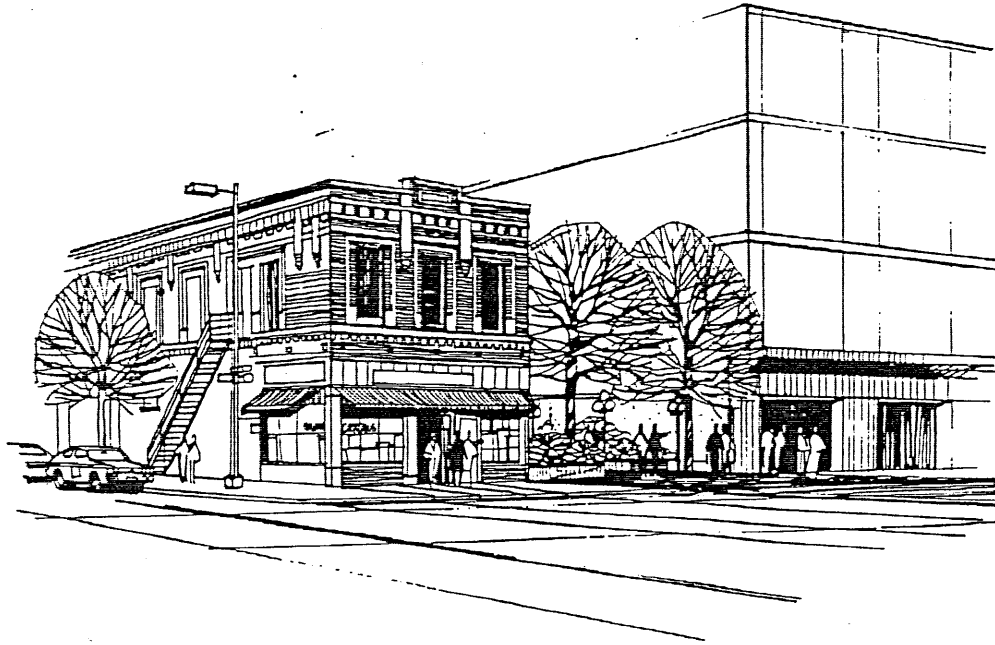
Implementations of the plan were divided into three phases; immediate (1981-1983), short range (1983-1990), and long range (1990-2000). The immediate phase (1981 -1983) contained sixteen new projects to be completed by 1983, and had two main objectives. The first objective was to build the administrative foundations necessary to support implementation of future projects. The second objective was completion of key projects that demonstrated to residents, developers, and business executives Fort Worth's commitment to quality development. This immediate phase (1981 - 1983) recommended the following: forming of the CBD development authority (CBDA); project liaison; removal of parking on 4th and 5th streets; bus spine; capital improvements projects; transportation improvement projects; parking strategies; zoning; 7th Street pedestrian link between Burnett Park and Main Street; Belknap and Weatherford Streets entrance improvements; Burnett Park; Preservation Plan; and development of design guidelines for the CBD.

The short range phase (1983-1990) would implement projects that encouraged, accommodated, and supported new development occurring after the previous new projects in the immediate phase. The short range phase recommended traffic control systems, removal of parking on key streets; transportation improvements; parking ramp construction; 3rd Street pedestrian link; a super block development along Burnett Street to Burnett Park; 7th and Cherry Streets and Forest Park Boulevard commercial development; and 4th, 5th, 6th and 7th Streets improvements. The long range phase would focus on areas west of Henderson, and evaluate past progress and update the CBD plan.

(Image 67 - 72)

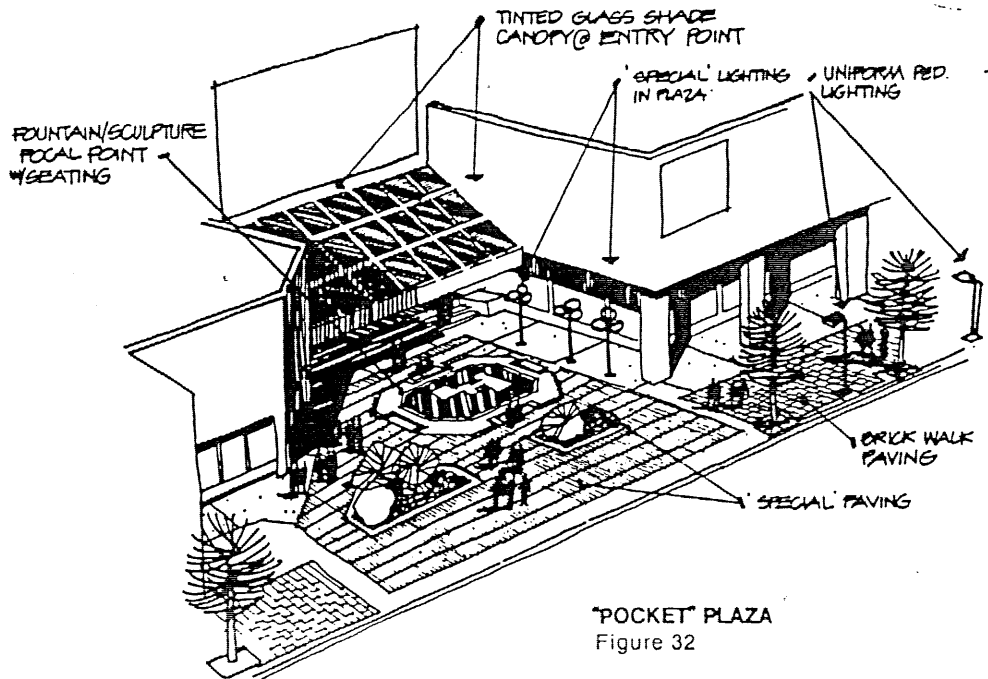


67. 1982 Plan Proposed Land Use/Urban Design Recommendation Plan

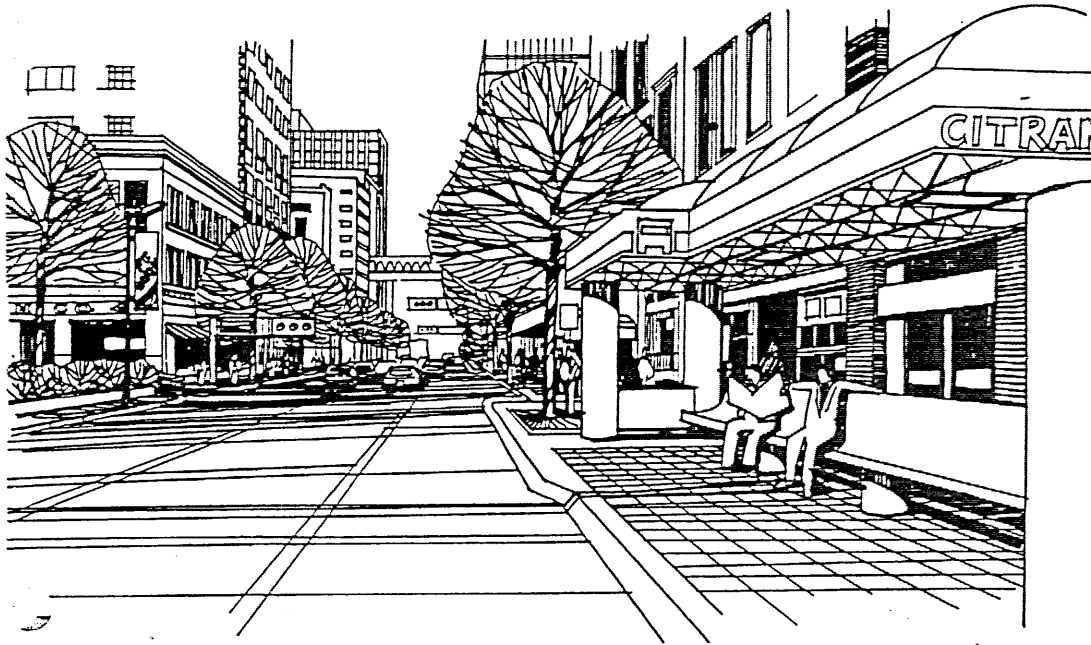


68. 1982 Plan Proposed Historic Preservation

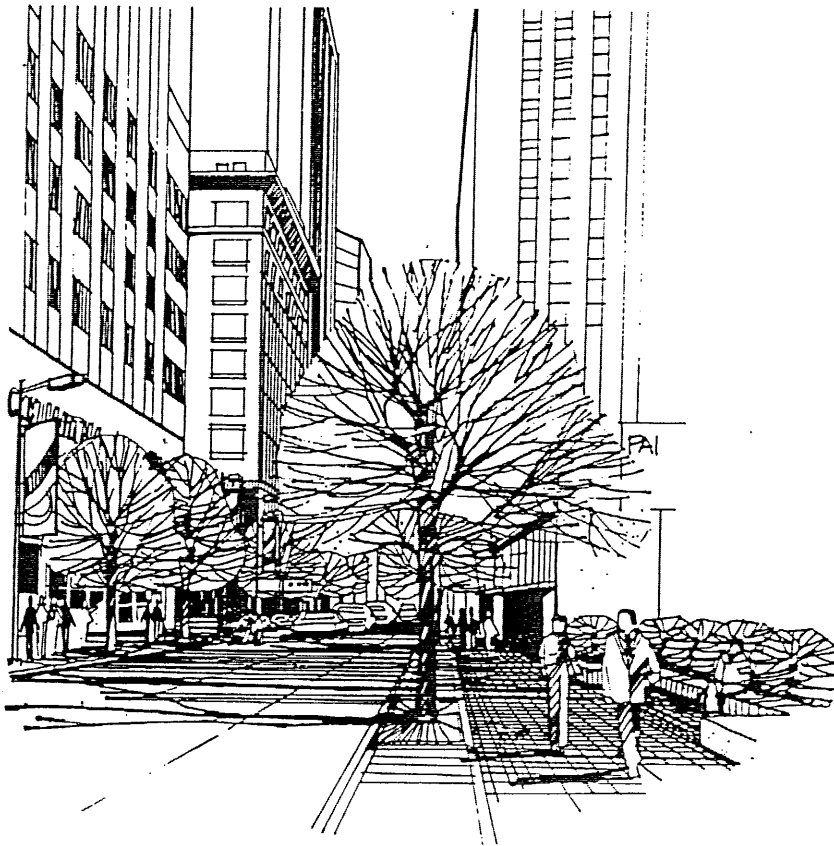
Note: Sketch shows character of visual transition between old and new architecture.



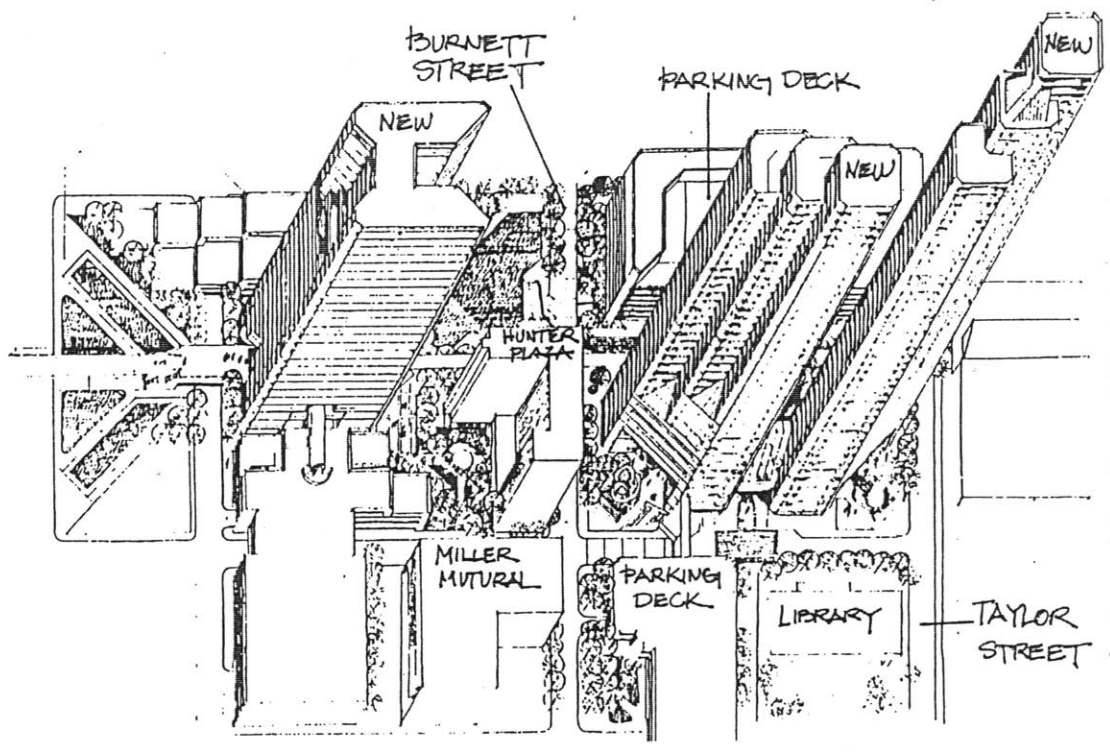
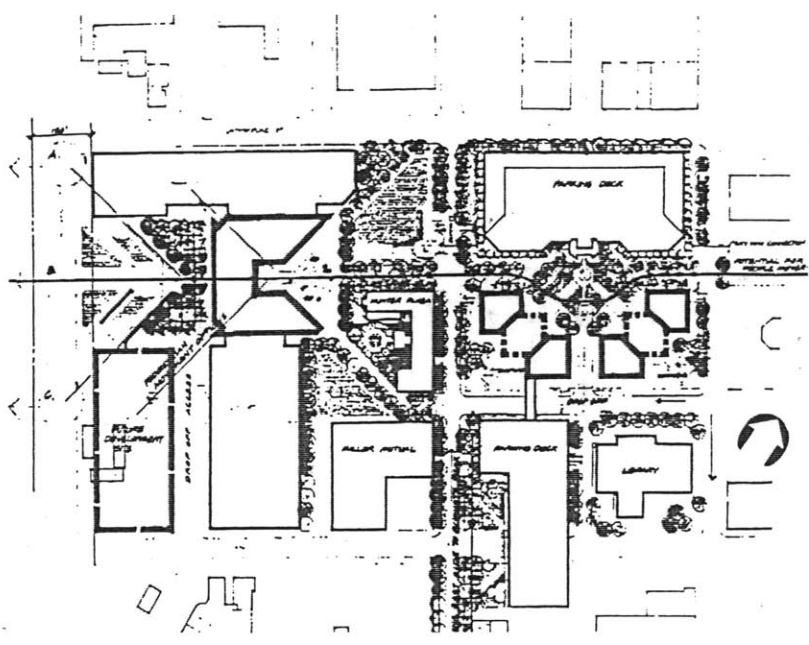
69. 1982 Plan Proposed Public Plaza Concept



70. 1982 Plan Proposed Houston Street Bus Spine



71. 1982 Plan Proposed 7th Street Streetscape



72. 1982 Plan Proposed Superblock Concept

1971 & 1982 Plan Comparison

This section compares and contrasts some roles forecast by Halprin and 1982 Plans for the CBD in the city's development as a commercial, recreation and residential center. Commercial center includes retail businesses, office facilities, entertainment and cultural facilities, hotels, and in some cases a combination of these grouped together (Mixed-Use/Superblock Development). Recreation center includes open spaces - parks and plazas. Residential center includes various housing types proposed along the Trinity River Bluff. The role of citizen participation in developing these two plans is provided.

- Commercial

The role of commercial center for the Halprin Plan was most important because it would serve conventioners and visitors to the city's downtown area. With the new arrival of the Dallas/Fort Worth Airport it was expected that more visitors to the city would visit, stay, and attend convention meetings within the downtown area. Emphasis was placed on linking commercial and institutions together with building and parking structures to provide adequate access for pedestrians. Enclosed pedestrian systems served as important linkages to shops, restaurants, and meeting places.

The largest concentration of commercial was located between Jones and Commerce Streets in the southwest corner of the CBD. The largest concentration of mixed-use facilities was located between Weatherford and 2nd Streets in the northern section of the CBD on and adjacent to Tandy Towers. Upscale retail would be located along Main and Houston Streets.

Commercial development was located in several areas of the CBD, serving as linkages for mass transit stations, and institutions. The largest commercial concentration area was located in the center of the CBD along Main and Houston Streets. Other commercial areas within the CBD consisted of mixed-use development and were located to the south near the Tarrant County Convention Center.

The role of commercial for the 1982 Plan was also important, but more emphasis was placed on zoning and land use types. The four proposed expansion zones would assist in strengthening the development of the CBD's commercial blocks. Urban design recommendations, and superblock development would assist in creating pedestrian environments comparable to the regional center.

Specialty shops and other retail development was located between Throckmorton/Commerce Streets, and 2nd/8th Streets, and mixed-use development was located along 7th Street. A new Superblock development was located west of the Tandy Center; same location to commercial mixed-use concentration proposed by Halprin Plan. The largest concentration of retail was located in the center of the CBD along Main and Houston Streets; similar to malls type and location proposed by Halprin.

- Recreation

The role of recreation center for the Halprin Plan concentrated on improving and creating open spaces within several areas of the CBD. Parks such as Burnett and Paddock would be redeveloped for major use by surrounding educational and housing facilities. The Trinity River would provide open space for the proposed Urban Lake Development. A new public park would be located in the center of the core. Small parks and plazas would be located near transit stations and along shopping streets. The largest park would be the Fort Worth Water Garden Park located on the southern edge of the CBD near the Tarrant County Convention Center.

The role of recreation for the 1982 plan proposed the creation of major activities centers and open spaces. A large open plaza would be located along Main Street and 3rd/4th Streets in the center of the CBD. Physical Linkages would aid in strengthening use and activity for existing parks and open spaces; Heritage Park, Fort Worth Water Gardens, and open space along the Trinity River; similar to concepts proposed by Halprin Plan.

- Residential

The role of residential center for the Halprin Plan became an important factor for encouraging people to live downtown and within the CBD. Housing development consisted of three different types located in three areas of the CBD. Housing for the elderly was located at Burnett and West 1st Streets in a high-rise structure (existing Birkley Apartments); mixed housing varying in types was located in the northwest corner of downtown at the Trinity River bottoms, and other housing was located within the mixed-use development in the northeast corner near the Tarrant County Courthouse.

The role of residential center for the 1982 plan proposed residential development consisting of two types; high-density, mid-rise terrace apartments or condominiums and medium and low-density, low-rise townhouses. Both

were located north of Belknap Street along the Bluffs of the Trinity River; similar in location and type of Halprin Plan.

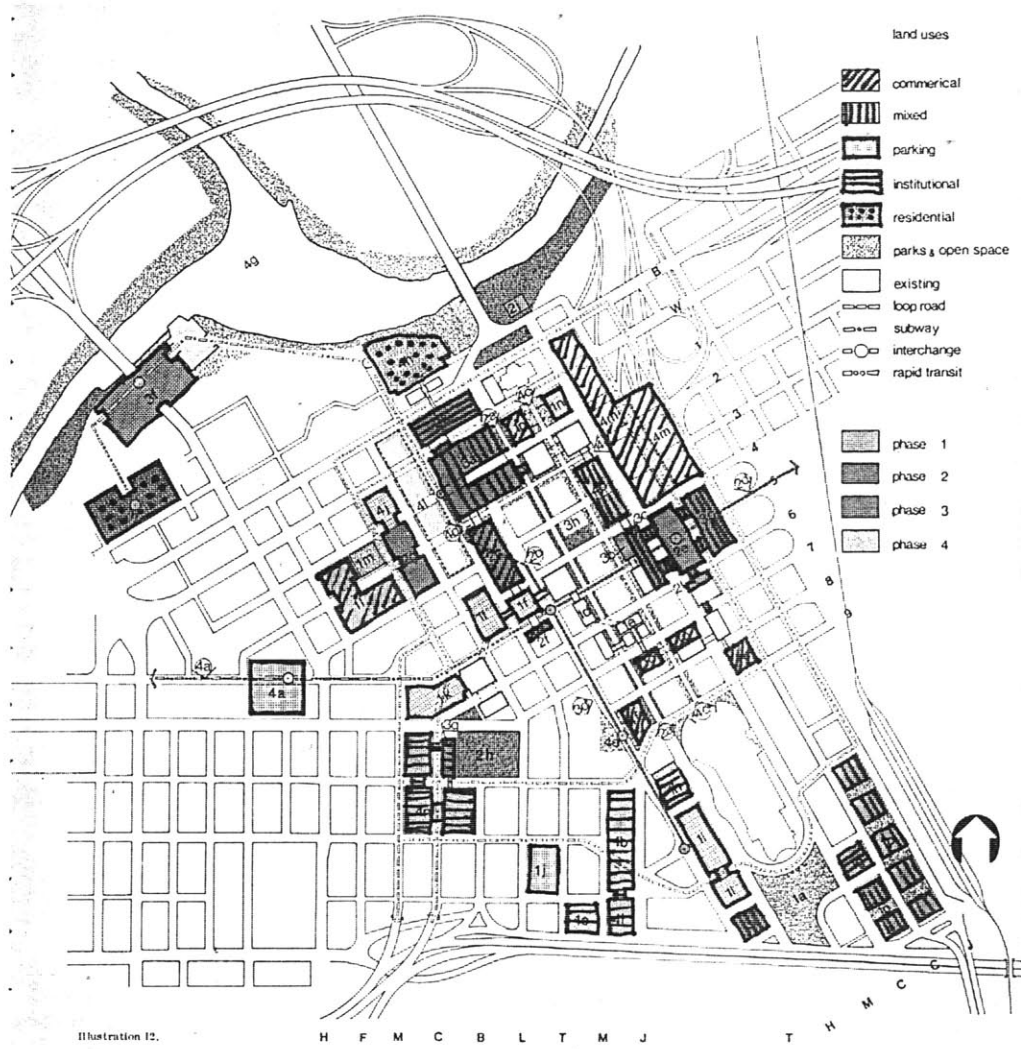
- Citizen Participation

The role of citizen participation for the Halprin Plan was a key element in developing design proposals for the CBD. The plan proposals were the result of participation by citizens concerned about the future of the CBD. The main purpose of participation was to allow diversity to be expressed, and for people to experience for themselves the process of collective creativity. To achieve collective creativity a two day workshop was held, which provided workshop participants to express their thoughts, feelings, and responses with each other concerning their visions for the CBD. City leaders were given the chance to express their views of the city's resources, potentials, problems, and needs. Participants were asked individually to design an ideal city, and within groups to design Fort Worth in the context of the 1840s, 1940s, 1980s. They were freed from practical considerations and many important issues were by-passed in order that a comprehensive design could be fantasized.⁹¹

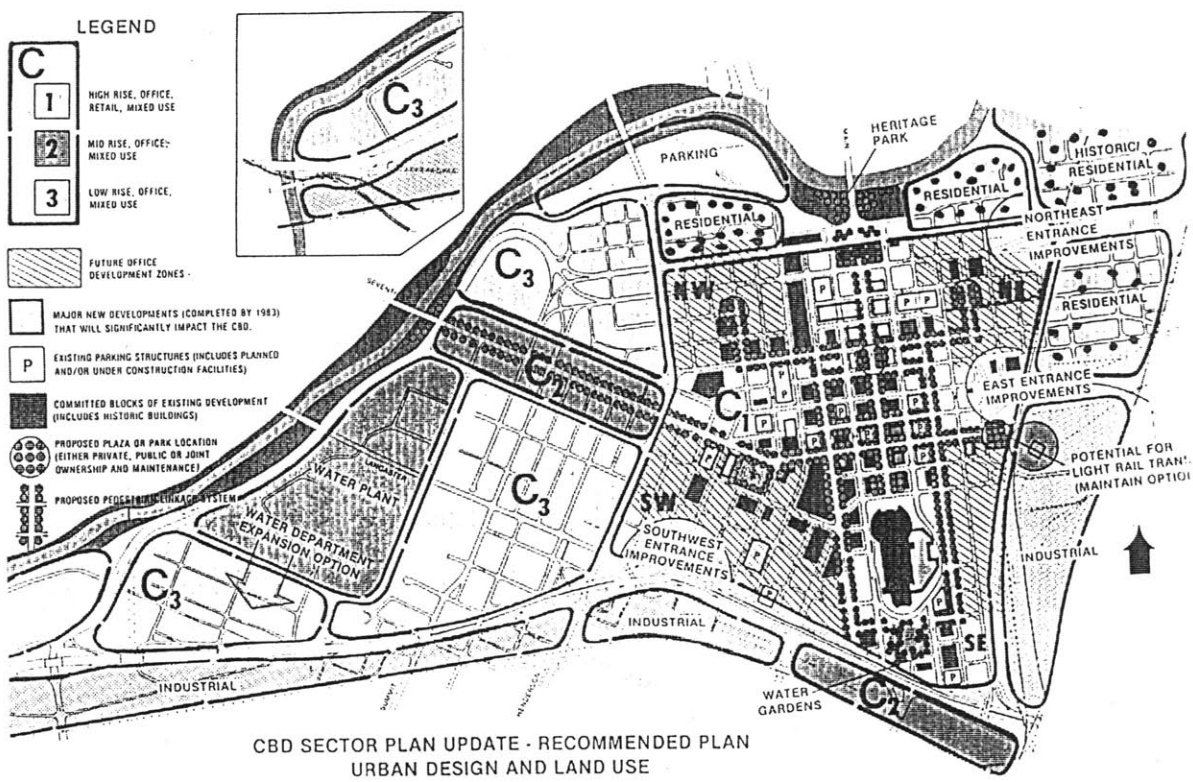
The role of citizen participation for the 1982 plan was not a key element. There is no mention of including citizens (other than downtown business and property owners) in the design or implementation of the plan.

Footnotes

⁹¹"Fort Worth: CBD Sector Report," Lawrence Halprin And Associates, 1971, p. 96.



73. 1971 Halprin Plan Proposed Land Use Pattern



74. 1982 Plan Proposed Land Use Pattern

CHAPTER IV SUNDANCE SQUARE

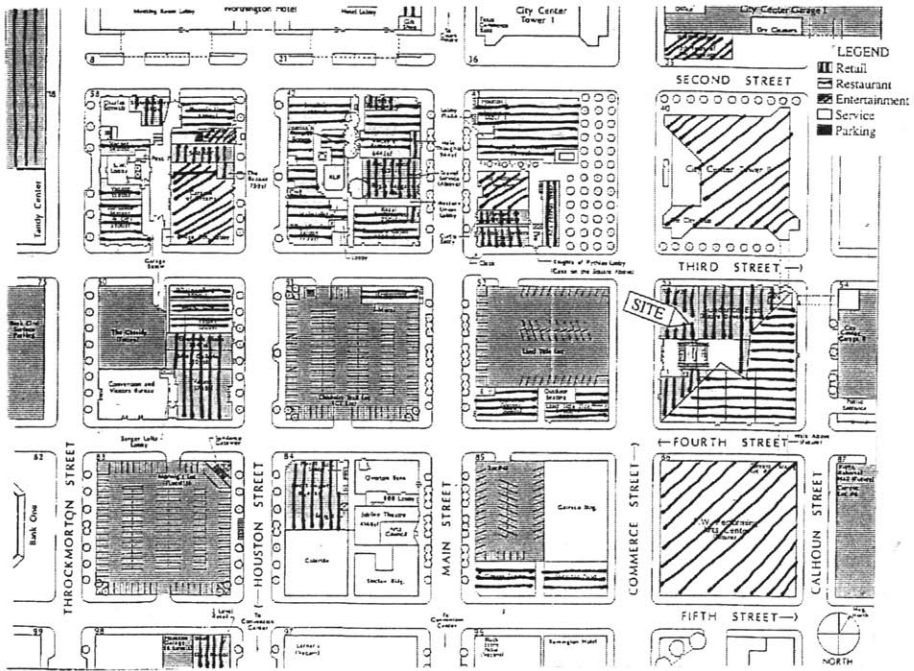
Looking at Fort Worth's CBD in 1992 there are elements of all the plans. The loop roads, one way feeder roads, parking structures within and around the peripheral of the CBD, Houston and Main Street Malls, civic, cultural, entertainment facilities, green spaces, wider streets and sidewalks, a unique transportation system provided by the T, Greyhound, and airport shuttles, and the Tandy Subway. Brick pavement is preserved along Main Street, and is present partially along other streets. Pedestrian network system connect several downtown buildings with parking structures and with other buildings. Landscaping, street furniture, and signage have achieved conformity.

Sundance Square significantly expresses the majority of the elements that have been proposed in each of these four plans. It is located within the heart of the historic core bounded by Throckmorton and Calhoun Streets to the east and west, and by 2nd and 5th streets to the north and south. (*Image 76 - 80*)

Bass Brothers Enterprise's (a private sector organization) objective was to create a genuine city center that would draw people downtown to shop, eat, attend plays and concerts, and live. Sundance Square includes two blocks of turn-of-the-century architecture buildings restored for use as offices, shops, and restaurants. There is the Worthington Hotel - a 500 room hotel which occupies portion of Leonard Brothers and Stripling department stores. Two high-rise office towers designed by nationally known architect Paul Rudolph are located along Commerce and Main Streets.

Sundance West (Phase I), bordered by Houston, Throckmorton, 2nd, and 3rd Streets is a 12 story mixed-use development that consisting of 59 luxury apartments, a four-level 11 - screen AMC Cinema, upscale shopping, the Caravan of Dreams night club and the rooftop bar. Underground parking is provided for apartment residents of Sundance West. Sundance West project also includes newly renovated Sanger and Fakes building (Phase II). Loft-style apartments are located within this building on the corner of Throckmorton and 5th Streets.

Sundance Square stands out nationwide as a remarkably successful and continuing downtown redevelopment program. It includes a total of nine blocks featuring retail, restaurants, offices, performing-arts theaters, museums, and parking.



75. 1992 Sundance Square Land Use

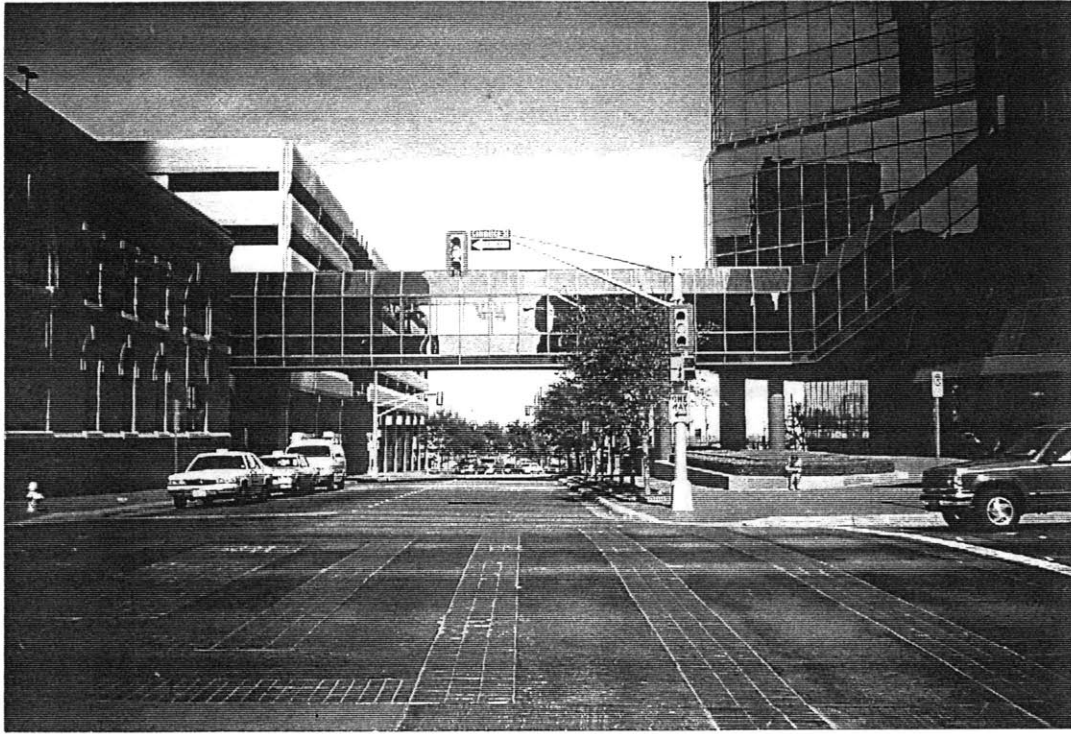


*76. 1994 Sundance Square Parking Structure Located Along Jones Street
Note: This is an example of the 1956 Gruen Plan concept of parking structures
on the peripheral of the CBD; in this case on the peripheral of Sundance
Square.*



77. 1994 Sundance Square Surface Parking Lot Located Between 3rd & 4th Streets

Note: This is an example of the 1964 Plan concept of surface parking within the CBD; in this case within Sundance Square



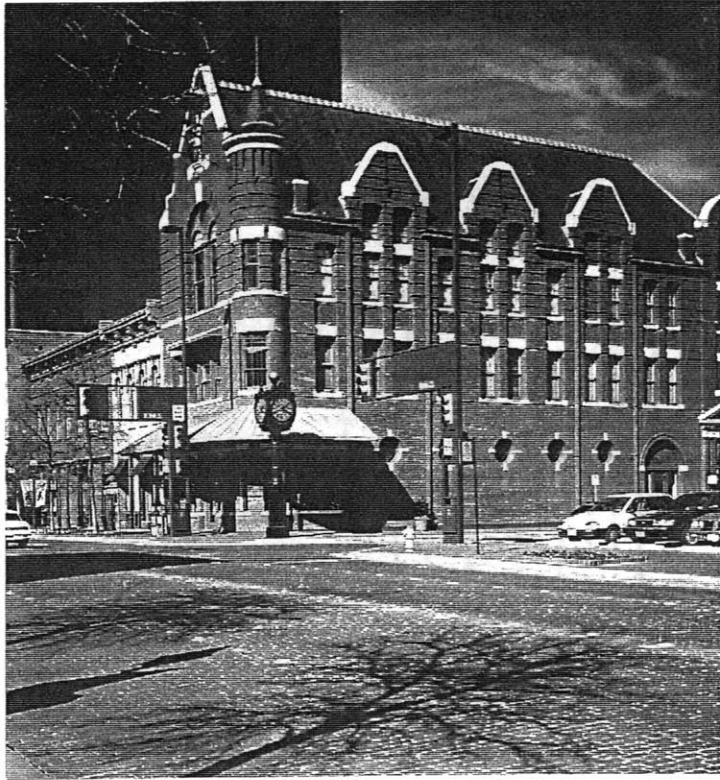
*78. 1994 Sundance Square Enclosed Pedestrian Network System Crossing
2nd Street Connecting Office Building With Parking Structure.*

*Note: This is an example of the 1971 Halprin Plan concept of enclosed
pedestrian network systems connecting buildings with parking structures*



79. 1994 Sundance West Mixed-Use Development

Note: This is an example of the 1982 Plan mixed-use development concept.



80. 1994 Restored Knights Of Pythian Temple

Note: This is an example of the 1982 Plan historic preservation concept.

CHAPTER V CRITIQUE AND RECOMMENDATIONS

To provide a critique of the past four plans and Sundance Square, I reviewed these plans, relating them specifically to Fort Worth's historical Black population. This relationship helps to prove my hypothesis that Fort Worth has failed to include accommodations that represent the CBD's as well as the city's mixed racial and ethnic population, and has also failed at including members of these racial and ethnic groups in the planning and implementation process. Although there are other ethnic groups that could be used as an example I chose to use Blacks as my example because it is the ethnic group that I know most about. I feel that gentrification of the Black community represents an interesting phenomenon that allows for a critical analysis of CBD planning.

The majority of the Black population's housing and businesses were located within the south section of the CBD on the old site of Hell's Half Acre as early as the 1870s and remained here until the late 1940s. The geographic location of the Black Community extended from 9th Street to the Lancaster Ave in the north/south direction, and from Jones to Throckmorton Streets in the east/west direction. The city's failure to acknowledge the Black population as citizens explains the bad reputation given to the Acre, and the deterioration of its buildings.

My historical assumptions are that none of these plans included members of the Black community in the planning and implementation process for the CBD, nor did these plan include redevelopment of their physical environment. I found no evidence that their participation in the planning process was solicited, nor was it considered valuable To support these assumptions let me point out historical developments and events that have contributed to gentrifying the Black community.

- In 1876 the Acre was labeled as notorious by the city, law and order within the Acre was relaxed, allowing desperadoes to use it as a safe haven.
 - In 1877 the city created three wards. The Black community was located within the third ward which was known as downtown. No representation on the city council was provided or allowed for this ward, which left the Black community with no voice in city government.
- Public buildings, prominent structures, and the primary commercial district were located at the north end of the CBD, opposite the Black

Community. This area of the CBD was known as uptown. Main and Houston Streets served as major shopping streets and extended from Belknap Street to 8th Street, one block from the beginning of the third ward. Blacks were not allowed to operate businesses or live uptown. The railroad and industrial districts were located on the east border of the CBD next to the Acre.

- By 1910 uptown businesses began to develop to the south near the Acre after a fire destroyed a number of businesses located on the north end of the CBD. This new development of business pushed the Black community to the east of the CBD on the other side of the railroad and industrial districts. This area became known to the Black community as the "Baptist Hill."
- In the early 1930s during the era of public reconstruction activity the H.H. Butler public housing development was built for Blacks on the Baptist Hill, away from the Acre. This new housing encouraged the remaining members of the Black community who were located on the Acre to move east. This movement marked the beginning of gentrification for the Acre.
- In 1944 highway and Interstate locations decided by the city and the highway commission further disrupted the Black community, causing the remaining few to also move east.
- In 1964 voters approved a bond to build the Tarrant County Convention Center on a portion of the Acre's site. Again their community. The bond approval marked the final gentrifying action against the Acre's Black Community.
- By 1970 another Black community developed further east of Fort Worth in the Rosedale Park/Stop Six neighborhoods.

These historical events can be reviewed in the context of the four CBD plans and Sundance Square:

- The 1956 Gruen Plan replaced the Acre with a parking structure, automotive services, wholesale marketing, and offices.
- The 1964 Plan designated the Acre to serve as the CBD's entertainment district. There was no indication that the Black community leaders and businessmen would be a part of the citizen participation process.
- The 1971 Halprin Plan proposed a superblock commercial development adjacent to the Tarrant County Convention Center, and the Fort Worth Water

Garden Park. By now the Black population was located in the H.H. Butler and the Ripley Arnold public housing developments. The Halprin Plan proposed the development of new housing instead of proposing the redevelopment of existing public housing. Although citizen participation was a major element of the plan there is no evidence that the citizens were other than businessmen, and city officials who were involved in the planning process.

- The 1982 Plan concentrated on preserving historic architecture. I would argue that the I.M. Terrell High School adjacent to the H.H. Butler public housing development is historic architecture worth preserving, yet it was not a priority. Again the development of new housing was proposed instead of the redevelopment of the two public housing developments.
- Finally, Sundance Square has reincarnated the Cowtown image of Fort Worth by restoring old structures and filling them with restaurants, bars, cultural and entertainment events, upscale shopping, parking and other features that represent the good ole' boy cattleman's dream. Just as with all the previous plans, Sundance Square failed at identifying and preserving the race and ethnic diversity that exists within the CBD and throughout the city.

For the Fort Worth CBD to truly function as the heart of the city it must accommodate the interests of the entire population of the city, and not just proud cowboys and the tourists. There must exist within the CBD various types of commercial, recreational, and residential development that are available for people of various backgrounds, income levels, and age groups.

I therefore make the following recommendations for commercial, recreation, residential, and other supportive activity that encourages social diversity.

Commercial:

The CBD should encourage more business types that would accommodate the race and ethnic, and various income levels and age groups. These types of businesses should include book stores, computer and software centers, wholesale and discount marketing centers, drugstores, and grocery stores. Street vending should occur throughout the CBD and offer to shoppers unique gifts and keepsakes.

To encourage more shopping activity and people interaction throughout the CBD and downtown area:

- Mixed-use commercial development should be located near and the Tarrant County Courthouse and the Trinity River. The mixed-use development should

consist of housing (market, low income and elderly), offices, hotels, restaurants, and health center.

- More commercial activity should occur along the Trinity River. Street vending should be encouraged along its edges on both sides.
- Retail should be extended along Houston and Throckmorton Street to Lancaster Ave. Because these two streets serve as the major bus spines within the CBD there should be more shopping activity provided along the spine for commuters as well and downtown shoppers.
- Taylor Street should become more commercial and pedestrian oriented, complete with landscaping and street furniture. It should serve as a major commercial and pedestrian spine different in character and commercial type. Street vending should be encouraged along this spine and should extend to commercial activity along the Trinity River.

Recreation:

- More open space should occur throughout the CBD, including parks and plazas. More recreational activity should occur along the Trinity River. For example concerts in the park, festivals, jamborees, and fun days for children.
- A private enclosed climate controlled courtyard should be provided for the elderly population that resides within the CBD.
- More recreation facilities should be located within the CBD and throughout the downtown area. They should include video arcades, tot lots, playgrounds, a multi-cultural museum located near Tarrant County Convention Center along Throckmorton Street, and a Black History Museum located at 9th and Calhoun Streets.

Residential:

- Ripley Arnold, H.H. Butler, and Hunter Plaza housing developments should be redeveloped. Housing should consist of various types: townhouses, courtyard housing, condominiums, and apartments. They should range in size and should support various income levels and family grouping. Some should be market rate, others low income housing, and all should support and encourage social diversity.

Historic Preservation

I.M. Terrell High School should be preserved and rehabilitated to serve the surrounding community and residents of the CBD. The I.M. Terrell High School could become an extension to the Fort Worth public school system and the

Tarrant County Junior College. Courses and programs should be both technical and professional.

To implement some of these recommendations would require the development of certain types of organizations and partnerships. Such endeavors may include community development corporations, public and private partnerships, and the formation of community development banks.

Special funding programs should be encouraged for new development and redevelopment for housing and mixed-use facilities. A tenant task force organization is needed to assist with the redevelopment of housing and surrounding areas. Citizen participation should include residents and businesses within the CBD and throughout the downtown area and the city. New city policies may require approval from citizens.

As a Black female Fort Worthian the occasional jazz show at the Caravan of Dreams or the once a year downtown UNCF (United Negro College Fund) walk-a-thon and Martin Luther King Jr. Parade are not sufficient for me to enjoy the heart of my city, or be reminded of my ancestors contribution to the development of Fort Worth.

 **THE T's CUSTOMER SERVICE CENTER**

The T, Fort Worth's public transportation system, operates a customer service center at 808 Houston St. Bus route and schedule information is available, as well as passes, tokens and special event tickets. Passengers waiting for connecting buses may wait inside the facility. The center is open 7 a.m. - 6 p.m., Monday-Friday and 8 a.m. - 2 p.m. on Saturday.

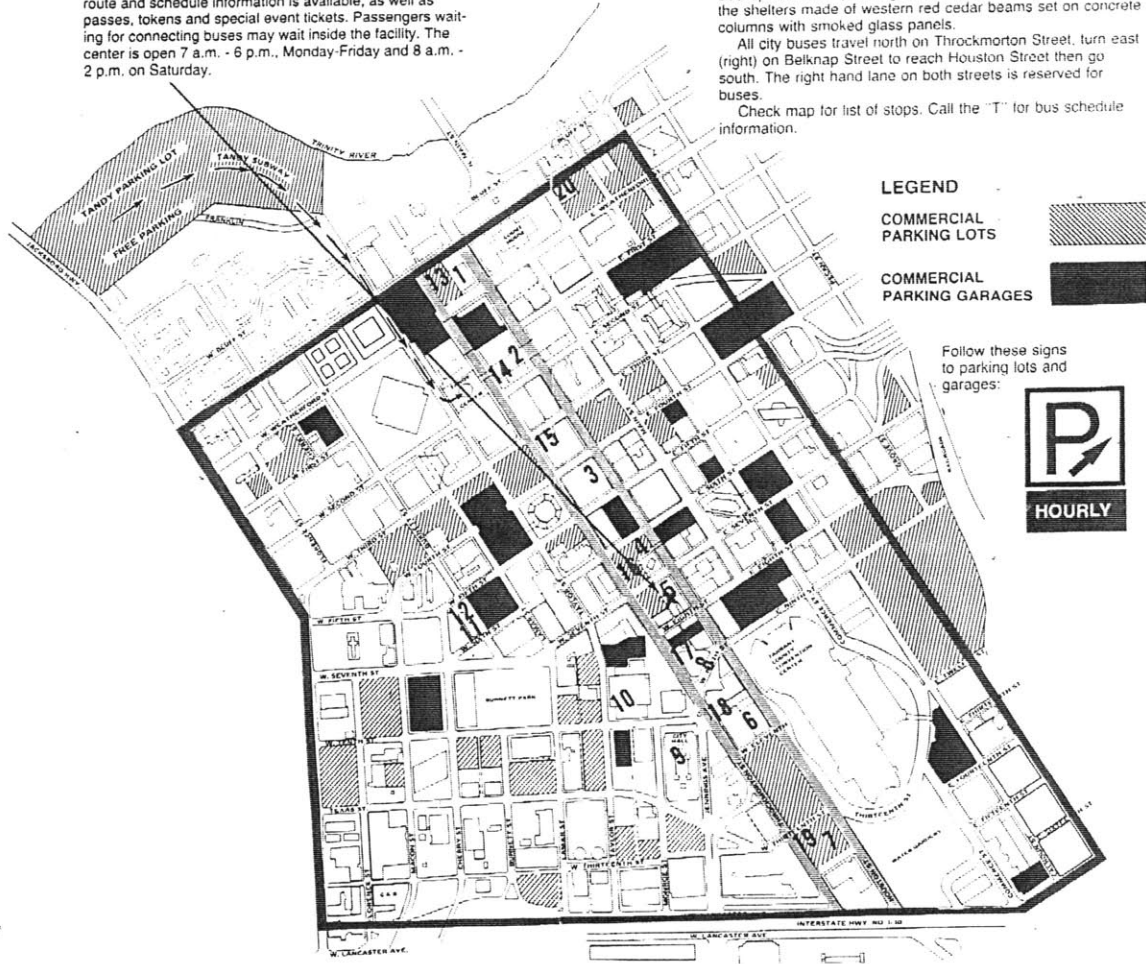


HOUSTON-THROCKMORTON BUS SPINE

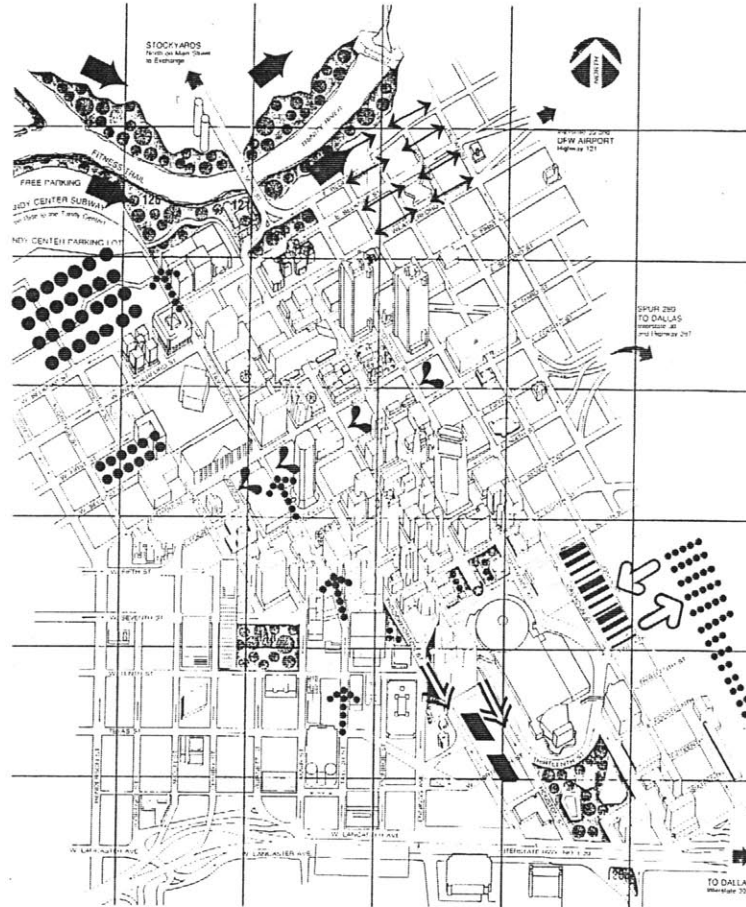
City bus passengers will now find boarding and transferring easier due to the newly constructed Houston-Throckmorton Bus Spine. The T passengers can enjoy waiting for their bus in the shelters made of western red cedar beams set on concrete columns with smoked glass panels.

All city buses travel north on Throckmorton Street, turn east (right) on Belknap Street to reach Houston Street then go south. The right hand lane on both streets is reserved for buses.

Check map for list of stops. Call the "T" for bus schedule information.



81. 1994 Existing CBD Commercial Parking Lots And Garages
 Note: Plan shows Houston/Throckmorton Street bus spines and CBD boundaries.



82. 1994 Isometric View Of Fort Worth's CBD

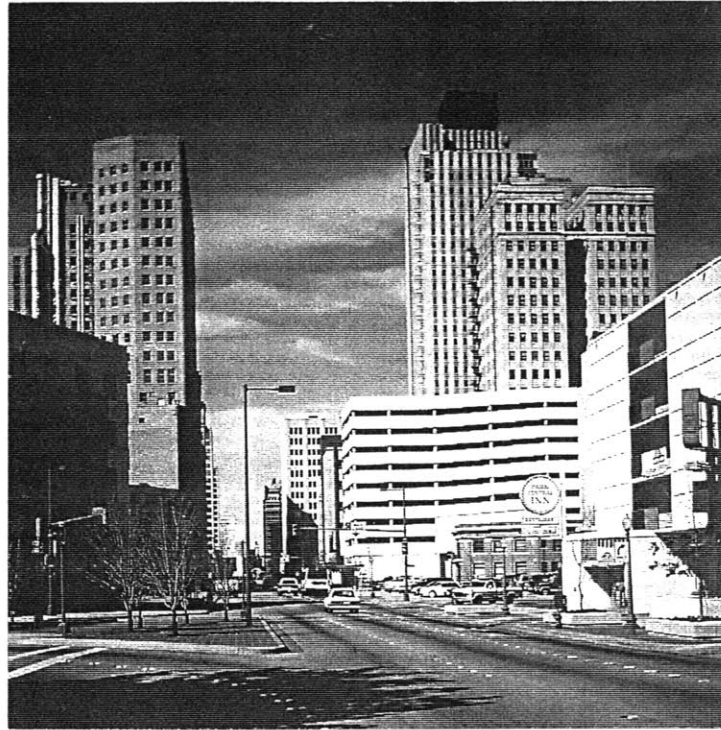
Note: Isometric View shows location of my proposed recommendations for the CBD.

Proposal Legend

- Ripley Arnold Public Housing Development
- Hunter Plaza Elderly Housing Development
- H.H. Butler Public Housing Development & I.M. Terrell High School
- ||||Fort Worth Black History Museum
- ↔ (Direct relationship with H.H. Butler Housing and I.M. Terrell High School)
- ▀ Fort Worth Multi-Cultural Museum
- ⇐⇐ Throckmorton/Houston Streets Commercial Extension
- ↔ Open Spaces (Parks & Plazas)
- ↔ Mixed-Use Development
- ⋯ Taylor Street/Trinity River Spine
- ▀ Trinity River Commercial/Recreational Activity

Note: Most of the proposed site locations will replace existing commercial parking lots.

Refer to image 81



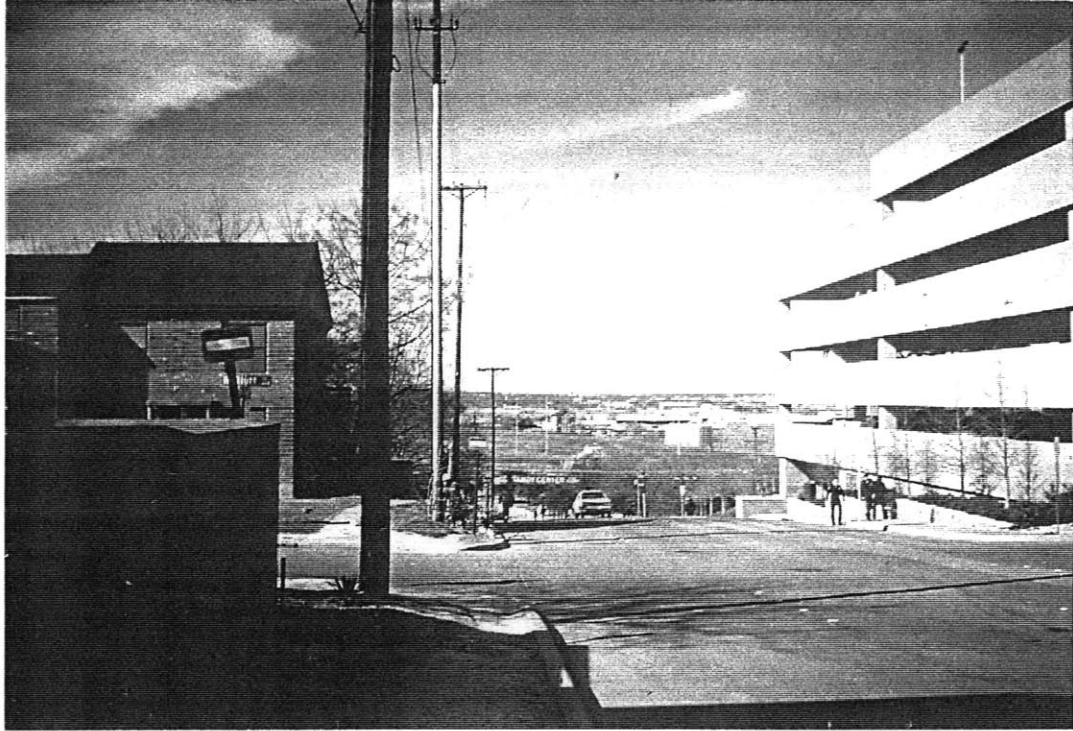
83. 1994 Throckmorton Street

Note: Photo shows south end of Throckmorton Street. This is the proposed area for extension of commercial development.



84. 1994 Taylor Street

Note: Photo shows a proposed location along Taylor Street which should become more pedestrian oriented. More commercial development and street vending should be encouraged to locate along Taylor Street. This street should become a major spine leading directly to the Trinity River.



85. 1994 Taylor/West Bluff Streets

Note: Photo shows to the left proposed redevelopment of Ripley Arnold public housing development. The parking structure to the right is part of the Tarrant County/City jail facility. Ahead is the entrance to the Tandy Center commercial parking lot. Note the difference in landscaping and sidewalk pavement of left and right sides of Taylor Street.



86. 1994 Tandy Center Commercial Parking Lot

Note: Photo shows view of Tandy parking lot and the Trinity River from the corner of County/City jail facility parking entrance.



87. 1994 Trinity River

Note: Photo shows view of the Trinity River from Heritage Park. Areas on both sides of the River should be developed and made an important part of the CBD.



88. 1994 H.H. Butler Public Housing Development

Note: Photo shows proposed location for public housing redevelopment. Note relationship of the public housing development to the CBD.

Photo taken from Spur 280.



89. 1994 I.M. Terrell High School

Note: This school is located next to the H.H. Butler public housing development. It is presently closed, but should be redeveloped for use by the surrounding community and the CBD.

Photo taken from Spur 280.

CONCLUSION

Nationally cities have dealt with the revitalization of the CBD by relieving traffic congestion and strengthening the city's economic position as the main regional center. Planning in the 20-century has been characterized by emphasis on transportation traffic problems, and on the loss of economic power and population within the CBD to the suburbs. These concerns were reflected in the four plans for Fort Worth's CBD, and in planning for Sundance Square.

For Fort Worth's CBD, the 1956 Gruen Plan assumed that the motor car would affect future change for the CBD. The Gruen Plan accomplished its goals by using a combination of design strategies that had been used nationally. The plan proposed freeing Fort Worth's CBD core entirely of surface traffic and clearly identified land use requirements and locations for commercial and recreational development. Varying land uses were proposed for the reintegration of commercial and non-commercial activities.

There was no single element of the plan that had not been tried and found practical in other cities. The plan overall was a composite of methods adopted from other cities. For example, some features of New York's Rockefeller Plaza combined with the Boston Commons and the Northland regional shopping center in Detroit, Michigan (designed by Gruen), all combined within the Gruen Plan proposals Fort Worth's CBD. Added to the combination were tall glass towers that provide excellent views of the pedestrian core. The only awesome thing about the 1956 Gruen Plan was that all these elements were brought together in one pattern that complemented Fort Worth's special geographic and economic needs. Although, the overall plan was rejected by Fort Worth citizens, some parts of the plan were implemented partially and many were used to develop future plans for Fort Worth's CBD.

Subsequently the 1964 Plan again assumed that the motor car would affect future change for the CBD. This plan was to be used as a guiding tool to develop a more comprehensive plan that would aid in the revitalization of the CBD. Emphasis was placed on getting citizens, businesses, and community leaders involved in the planning process. It was felt that these people would directly affect the revitalization and implementation process of the plan. However, the concept of citizen participation never evolved as hoped. The plan was only partially implemented, including the development of some surface

parking lots, and two one-way inner-belt loop access roads that penetrated the CBD.

The 1971 Halprin Plan argued that mass transit and the DFW Airport would affect future change for the CBD. Accessibility to all points within the CBD area were important design factors. Emphasis was placed on citizen participation, and strategies for combining the efforts of the public and private sectors for implementation of the plan. Some of the plan's proposals were a result of what workshop participants identified as key issues for redeveloping the CBD. The plan was implemented partially, including pedestrian network systems in some areas of the CBD and the Houston/Main Street malls.

The 1982 Plan assumed that urban design and land use issues would affect future change for the CBD. Emphasis was placed on zoning, historical preservation, and the creation of pedestrian environments along transit stops and shopping streets. Many of the plan's proposals were implemented, including improvements along shopping streets and sidewalks, and the Throckmorton/Houston Street bus spines.

Fort Worth and other cities have developed and implemented plans that have focused on transportation, traffic problems and loss of economic power and population within the CBD in various ways: mixed-use development, new housing, surface parking lots, parking structures, streetscape and transportation improvements, and historic preservation. However, all have largely failed at addressing the city's historic race and ethnic diversity that has existed since well before the beginning of comprehensive planning.

I believe that our own times require that emphasis be placed on acknowledging and strengthening social diversity. Race and ethnic diversity should be made visible through various types of commercial, recreational, and residential facilities within the CBD. Such expression of social diversity would help to stimulate economic diversity. This process of strengthening social and economic diversity would contribute to the well-being of the entire central business district, the downtown area and the city.



90. 1994 19-Century Tarrant County Courthouse

"Fort Worth does not have the supercharged atmosphere of a city that is conscious of itself. Nor is it particularly conscious of culture."

Oliver Knight

Fort Worth Outpost On The Trinity

APPENDIX

List Of Images

Images that appear within the body of this thesis were taken from several references listed below. Refer to bibliography for complete titles of books, periodicals, and reports.

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1. Cowtown Moderne, pg. 2.

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2. Photo by Regina J. Blair, 1994.
3. Photo by Regina J. Blair, 1994.
4. A Combination of Images
(A) 1971 CBD Sector Report, pg. 6.
(B) 1969 Landuse Study.
(C) Downtown Fort Worth, Inc. Visitors Guide Map.
5. Photo by Regina J. Blair, 1994.
6. Photo by Regina J. Blair, 1994.
7. Fort Worth Business Resource Notebook July 1992
Neighborhoods Section, Number 2.
8. Photo by Regina J. Blair, 1994.
9. Photo by Regina J. Blair, 1994.
10. Photo by Regina J. Blair, 1994.
11. Photo by Regina J. Blair, 1994.
12. Downtown Fort Worth, Inc. Visitors Guide Map.
13. October 1992 Issue of Fort Worth Facts & Findings.

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14. How Fort Worth Became the Texasmost City, pg. 11.
15. How Fort Worth Became the Texasmost City, pg. 27.
16. Hell's Half Acre, inside cover page.
17. How Fort Worth Became the Texasmost City, pg. 72.
18. How Fort Worth Became the Texasmost City.
19. How Fort Worth Became the Texasmost City, pg. 119.
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27. 1969 Land Use Study.
28. 1969 Land Use Study.
29. Architectural Forum pg. 146.
30. Architectural Forum pg. 147.
31. Architectural Forum pg. 150.
32. Architectural Forum pg. 151.
33. Tomorrow's Greater Fort Worth.

- 34. Architectural Forum pg. 148.
 - 35. Architectural Forum pg. 151.
 - 36. The People Speak On Gruen Plan pg. 17.
 - 37. Tomorrow's Greater Fort Worth....a Bold, Aggressive Future pg. 9.
 - 38. Architectural Forum pg. 149.
 - 39. Tomorrow's Greater Fort Worth.
 - 40. Architectural Forum pg. 153.
 - 41. 1964 Preliminary Plan For The 1980 Urban Area
 - 42. 1964 Preliminary Plan For The 1980 Urban Area, pg. 32.
 - 43. 1964 Preliminary Plan For The 1980 Urban Area. pg. 38 - 39.
 - 44. 1964 Preliminary Plan For The 1980 Urban Area
 - 45. 1964 Preliminary Plan For The 1980 Urban Area
 - 46. 1964 Preliminary Plan For The 1980 Urban Area, pg. 57.
 - 47. 1964 Preliminary Plan For The 1980 Urban Area, pg. 59.
 - 48. Architectural Forum pg. 151.
 - 49. 1964 Preliminary Plan For The 1980 Urban Area, pg. 57.
 - 50. Architectural Forum pg. 148.
 - 51. 1964 Preliminary Plan For The 1980 Urban Area, pg. 57.
- **Chapter III**
- 52. 1964 Preliminary Plan For The 1980 Urban Area, pg. 12.
 - 53. 1969 Land Use Study
 - 54. 1969 Land Use Study
 - 55. Hell's Half Acre
 - 56. 1982 Central Business District Plan, pg. I - 6.
 - 57. 1982 Central Business District Plan, pg. I - 7.
 - 58. Fort Worth Facts & Findings, Number 11 - November 1993.
 - 59. 1971 CBD Sector Report, pg. 32.
 - 60. 1971 CBD Sector Report, pg. 9.
 - 61. 1971 CBD Sector Report, pg. 11.
 - 62. 1971 CBD Sector Report, pg. 63.
 - 63. 1971 CBD Sector Report, pg. 47.
 - 64. 1971 CBD Sector Report, pg. 77.
 - 65. 1971 CBD Sector Report, pg. 83.
 - 66. 1971 CBD Sector Report, pg. 89.
 - 67. 1982 CBD Plan, pg. II - 32.
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 - 71. 1982 CBD Plan, pg. II - 48.
 - 72. 1982 CBD Plan, pg. II - 74 - 76.
 - 73. 1971 CBD Sector Report, pg. 32.
 - 74. 1982 CBD Plan, pg. II - 32.
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- 75. Sundance Square Brochure
 - 76. Photo by Regina J. Blair, 1994.
 - 77. Photo by Regina J. Blair, 1994.
 - 78. Photo by Regina J. Blair, 1994.
 - 79. Photo by Regina J. Blair, 1994.
 - 80. Photo by Regina J. Blair, 1994.

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- 81. Downtown Fort Worth, Inc. Visitors Guide Map.
- 82. Downtown Fort Worth, Inc. Visitors Guide Map.
- 83. Photo by Regina J. Blair, 1994.
- 84. Photo by Regina J. Blair, 1994.
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- 87. Photo by Regina J. Blair, 1994.
- 88. Photo by Regina J. Blair, 1994.
- 89. Photo by Regina J. Blair, 1994.

- **Back Cover**

- 90. Photo by Regina J. Blair, 1994.

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