



Zoning Staff Report

Date: June 09, 2026

Case Number: ZC-26-054

Council District: 2

Zoning Map Amendment

Case Manager: Joseph Laws
Owner: Franklin-Leddy Corp. & W FRANKLIN REAL ESTATE HOLDINGS, LLC
Applicant: Cattle Drive Parking, LLC (Erik Ward), Shannon C. Bearden (Dunaway Associates)
Site Location: 2458 Ellis Ave, Fort Worth, TX 76164
Acreage: 0.64 ac

Request

Proposed Use: Structured Parking with a Portion of the Ground Floor for Commercial Space
Request: **To:** Add Conditional Use Permit (CUP) in “SY-TNX-55” Stockyards Transition: Neighborhood Mixed-Use-55 for a structured parking garage without time limit; site plan included.

Recommendation

Land Use Compatibility: Requested change **is compatible.**
Comprehensive Plan Map Consistency: Requested change **N/A**
Comprehensive Plan Policy Consistency: Requested change **is consistent.**
Staff Recommendation: **Approval without time limit**
Zoning Commission Recommendation: **Approval by a vote of 10-00**

Project Description and Background

The subject site is a 0.64-acre lot on the south-east corner of NW 25th Street and Ellis Avenue in the Stockyards. The parcel is zoned Stockyards: Transition Neighborhood Mixed Use 55 (“SY-TNX-55”) district. There are three single-story commercial-retail buildings on the site (currently not in use) and a 53-space surface parking lot. The surface parking lot services patrons of the M.L. Leddy’s clothing store at the corner of Exchange Avenue and North Main Street and general visitors/tourists to the Stockyards district. There is a significant grade change across the site: with the south-west corner at Ellis Ave sitting almost 12-feet higher in elevation than the north-east corner along NW 25th Street. On the eastern side of the property is a 12-foot north-south running alley that connects NW 25th Street and West Exchange Avenue.



Figure 1. Aerial of the site and surrounding uses

The family ownership of the M.L. Leddy’s clothing store, who owns the subject site, has entered into an agreement with Parking Systems of American, who currently manages the surface parking lot on the site, to construct a four-to-five-story, 301 space, fee-for-service structured parking garage on the site. The garage is intended for tourists and visitors to the Stockyards district, as well as patrons of the M.L. Leddy’s store. The garage will be 55 feet tall (up to the highest floor plate) with a 6-foot parapet wall above that. Vehicles will be able to enter/exit the garage from NW 25th Street, Ellis Ave, and from the alley. The façade will be made of brick and stucco to mirror existing historic buildings in the nearby Stockyards Historic District. The applicant’s current design (yet to be approved) features façade details viewable from all public rights-of-way, including the intersection of North Main Street and Exchange Avenue. The design of the garage includes space along NW 25th street that may be adapted to ground floor retail at future date. To break up the massing of the garage, the proposed design includes variations in the parapet wall that complements the change in grade along Ellis Ave. The applicant has also added

architectural treatments to the south and east facades (those facades that face adjacent properties and the alley) to conceal parking and provide a visually integrated design.



Figure 2. Existing conditions of the site (perspective from intersection of NW 25th and Ellis, facing southeast)



Figure 3. Existing conditions of the site (perspective from NW 25th facing southwest)



Figure 4. Existing conditions of the site (perspective from Ellis and W Exchange intersection facing northeast)



Figure 5. Existing conditions of the site (facing southeast)

Because the site is within the Stockyards Transition District, the project design will require a Certificate of Appropriateness (COA) from the Urban Design Commission (UDC). The UDC will hear all waivers from the form-based code development standards. The applicant has also identified at least one variance request (from parking setback standards) that will go to the Board of Adjustment (BOA). All variance requests will require recommendation from the UDC prior to being heard at BOA. A finalized list of waivers and variances will be compiled after review by the Urban Design team upon the applicant's submittal for the COA.

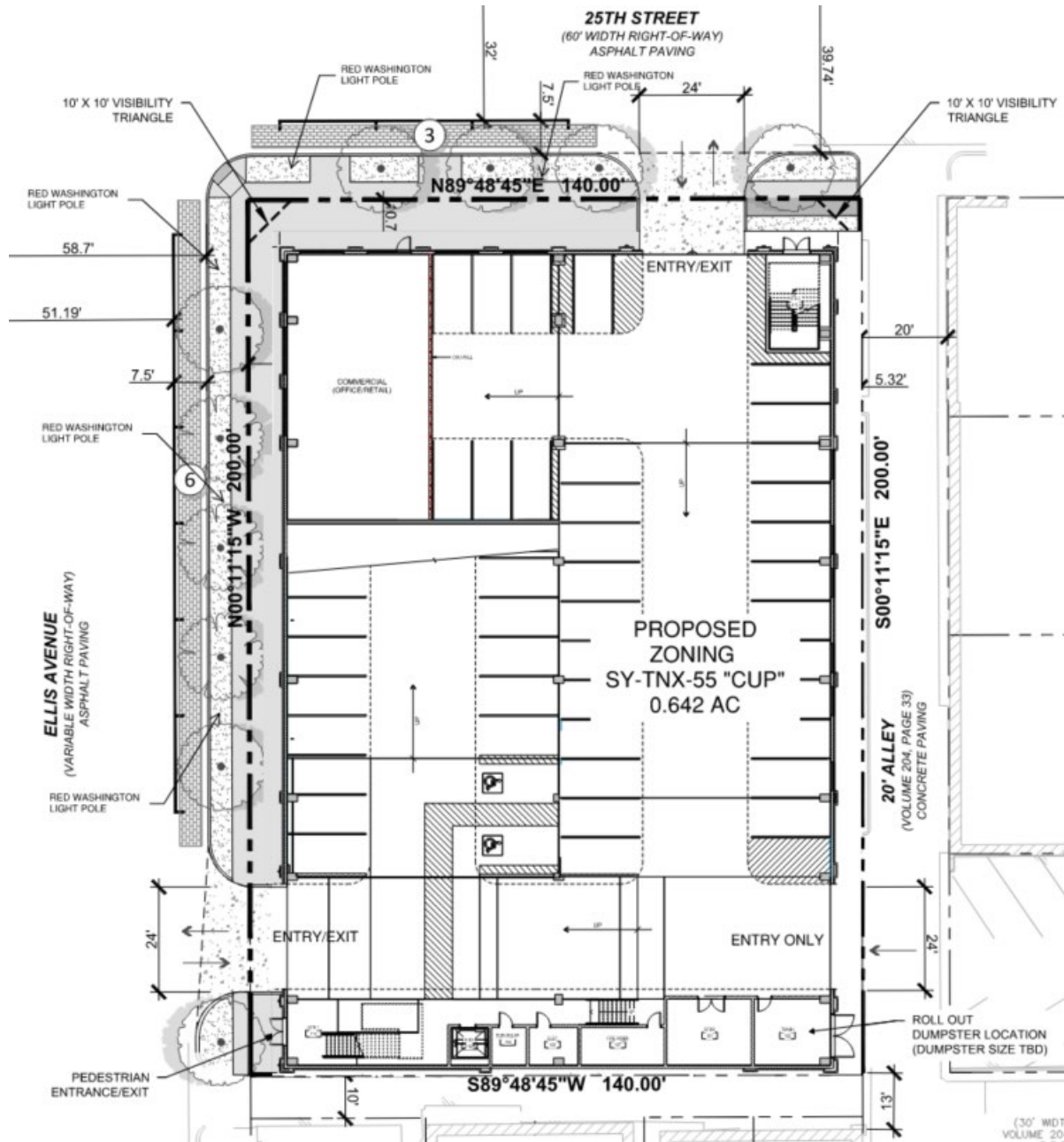


Figure 6. Proposed Site Plan

The proposed structured parking garage is intended to serve visitors and tourists to the Stockyards district. The proposal will take a current use of the site, surface parking, and increase its intensity through structured parking and the addition of almost 250 parking spaces. There is also approximately 2,000 SF of commercial space for retail or office use at the corner of NW 25th Street and Ellis Ave. Parking as a standalone or primary use, either surface or structured, is not a permitted use in the Stockyards: Transition Neighborhood Mixed Use. Therefore, the applicant is seeking a Conditional Use Permit (CUP), without a time limit, for structured parking on the site.

Conditional Use Permit – Staff Recommendation

Through Ordinance 23609 effective March 29, 2019, the Conditional Use Permit allows for an unlimited time for the operation of a use unless otherwise approved by the City Council. If a time limit is established for a Conditional Use Permit, the renewal of the CUP shall be considered through the public hearing process and approved by the City Council. A CUP shall expire if no permitting action is taken within six months of approval or cessation of the use for six months. A CUP may be revoked through the public hearing process if necessary after convictions of one or more code violations.

Per Section 4.407 (a), the following general rules apply to all conditional uses:

- a) Conditional use permits in residential districts shall be limited to those uses designated “CUP” in the Residential District Use Table in Chapter 4, Article 6, Section 4.603.
- b) Approval of a conditional use permit shall authorize only the particular use or category of related uses for which the conditional use permit is issued.
- c) A conditional use shall not be enlarged, extended or otherwise modified unless approved by the City Council or approved administratively as applicable.
- d) The use of property for the purposes described in a conditional use permit shall not commence until a certificate of occupancy has been issued. A certificate of occupancy shall not be issued until all or approvals which may be required by the Codes and Ordinances of the City, including, but not limited to, a Building Permit, a Certificate of Occupancy and subdivision approval have been satisfied.

Section (d) provides the following Conditional Use Permit factors in consideration of appropriateness of a request:

- a) The proposed use is consistent with the Comprehensive Plan;
- b) The proposed use is compatible with the existing and adjacent uses.
- c) The proposed use meets all supplemental use standards specifically applicable to the use as set forth in Chapter 5;
- d) The proposed use is compatible with and preserves the character and integrity of adjacent development and neighborhoods;
- e) The proposed use is not materially detrimental to the public health, safety, and welfare, or results in material damage or prejudice to other property in the vicinity.

Staff Recommendation: The site plan is consistent with the Comprehensive Plan policies, is compatible to adjacent uses, does not require development waivers for supplemental uses set out in Chapter 5 (there are, however, development waivers required from the Stockyards Form-Based Code and Design Guidelines, which will be handled by UDC and BOA, respectively), is compatible with the character and integrity of adjacent development and neighborhoods, and is not materially detrimental to the public health, safety, and welfare to other property in the vicinity.

Surrounding Zoning and Land Uses

North “SY-ENX-55” Stockyards Edge: Neighborhood Mixed-Use-55 /surface parking
East “SY-HSH-40” Stockyards Historic: Shopfront-40/retail
South “SY-HSH-40” Stockyards Historic: Shopfront-40/bars and restaurants
West “SY-TNX-55” Stockyards Transition: Neighborhood Mixed-Use-55/surface parking

Recent Zoning History

ZC-17-044/ZC-17-045 Text and accompanying map amendment to adopt the Stockyards Form-Based Code and Design Guidelines, to create Stockyards zoning subdistricts of “SY-HCO” Historic Core, “SY-HSH” Historic Shopfront, “SY-TMC” Transition Marine Creek, “SY-TNF” Transition North Forty, “SY-TNX” Transition

Neighborhood Mixed Use, “SY-TNE” Transition Northern Edge, “SY-TSA” Transition Swift/Armour, “SY-ENX” Edge Neighborhood Mixed Use, and “SY-ECC” Edge Commercial Corridor, and rezone existing parcels is to approved Stockyards zoning subdistricts, approved May 2, 2017.

ZC-22-085 Boundary change rezoning from “SY-TSA-55” Transition Swift/Armour-55, SY-TSA-105” Transition Swift/Armour-105, “SY-TSA-130” Transition Swift/Armour-130 to from “SY-TSA-55” Transition Swift/Armour-55, “SY-TSA-105” Transition Swift/Armour-105, “SY-TSA-130” Transition Swift/Armour-130 to accommodate street relocation of Niles City Boulevard, approved November 8, 2022.

ZC-22-061 Amend the land use table of the Stockyards Form-Based Code and Design Guidelines to remove multifamily from “SY-ECC-68” Edge Commercial Corridor-68, “SY-TNE-105” Transition Northern Edge-105, “SY-TNX-55” Transition Neighborhood Mixed-Use, “SY-TNX-80” Transition Neighborhood Mixed-Use-80, “SY-TSA-55” Transition Swift/Armour-55, “SY-TSA-80” Transition Swift/Armour-80, “SY-TSA-105” Transition Swift/Armour-105, approved December 13, 2022.

Development Impact Analysis

Land Use Compatibility

The applicant is proposing to build a five-story structure parking garage on the site with an element of ground-floor commercial. All adjacent parcels are within the Stockyards District and have mixed-use, form-based code (“SY-HSH-” “SY-TNX-” and “SY-ENX-”). The surrounding uses include surface parking, bars, retail (including the M.L. Leddy’s clothing store), and community facilities (a police station and equestrian facility for the police). The proposed site is on the opposite block of the intersection of North Main Street and Ellis Avenue—a prominent intersection of the Stockyards district. The proposed site is within walking distance (1/2-mile pedestrian shed) of restaurants, shops, and entertainment activities located along East Exchange, such as Mule Alley, the Coliseum, the Exchange Building, and Stockyards Station. Due to the high volume of tourists and visitors drawn to the Stockyards district each year, a structured parking lot will help to meet the current and future parking demand and encourage future economic growth of the district. The applicant is also proposing approximately 2,000 square feet of ground floor commercial space to help activate the corner of NW 25th Street and Ellis Ave. The applicant has been in communication with Transportation Development Services (TDS) to conflict any transportation impact due to increase in vehicle trips. TDS has not raised any concerns about the increase in parking intensity and increase in associated vehicle trips on the site from the proposed project. TDS has granted a waiver (with mitigations) for the location of the northern drive isle entrance for proximity to the alley entrance. Additionally, the City has begun plans to limit vehicular access on East Exchange to turn the thoroughfare into a linear pedestrian walk for select hours, which will necessitate the placement of centralized parking structures throughout the district. The location of the structured parking lot use **is appropriate** for the location because of its propinquity to regional tourist attractions like those previously mentioned. The applicant is seeking a CUP without a time limit. The lack of a time limit for the use is a reasonable request because once the structured parking is constructed, there would be significant costs associated to retrofit the structure to another use (e.g., removing/replacing parking ramps to create even floor plates).

Comprehensive Plan Consistency – Northside Planning Sector

The 2023 Comprehensive Plan currently designates the subject site as mixed-use on the Future Land Use Map and part of the Stockyards Community Mixed-Use Growth Center. The Comprehensive Plan Future Land Use Map does not designate locations for land uses requiring a CUP and a CUP does not affect the underlying zoning of a property. The CUP process provides the opportunity to consider this request based upon its location to surrounding property, site layout, and mitigating measures.

The proposed CUP for structured parking is consistent with the following Northside Sector Future Land Use Policy:

- Promote commercial, mixed-use, and urban residential development within the Downtown, Historic Stockyards, and Marine Creek Mixed-Use Growth Centers.
- Encourage and support implementation of the 2011 Northside Economic Development Strategy Report.
- Encourage land uses which are compatible with tourism and nearby residences along North Main Street.

Additionally, the design proposed as part of the CUP for a structured parking garages advances the following policies of the Comprehensive Plan for Land Use:

- Promote appropriate infill development of vacant lots, old commercial centers (greyfields), and contaminated sites (brownfields) within developed areas, particularly in the central city.
- Promote appropriate infill development of vacant lots within developed areas, which will efficiently utilize existing infrastructure, particularly in the central city.
- Encourage new development adjacent and connected to previously developed or platted areas in order to utilize existing utility and road infrastructure and services, thereby optimizing public and private investments and discouraging sprawl development.

Based on conformance with the policies and strategies from the Comprehensive Plan stated above, the proposed zoning proposal **is consistent** with the Comprehensive Plan.

Site Plan Comments

Zoning and Land Use

The site is zoned “SY-TNX-55” Stockyards Transition: Neighborhood Mixed-Use-55. Developments on the site require a Certificate of Appropriateness (COA) for the Urban Design Commission (UDC) and compliance with the Stockyards Form-Based Code and Design Guidelines.

The applicant has identified the following waivers for the Urban Design Commission to consider:

5.2.2-Building Form—Building length greater than 150’

3.3.2-Frontages: General—Ground story transparency less than 40%

3.3.2-Frontages: General—Pedestrian access/entry spacing greater than 75’ apart

5.2.4-Building Materials—Secondary material more than 25% of the surface area of the façade

3.2.3-Building Height—Stair and elevator above allowable 55’ height are closer than 10’ from the exterior of the building.

3.3.2-Parking Setbacks—Parking setbacks are less than 30’ minimum, partially due to parking along the ramp.

Staff will review all files and compile the final list of waivers.

Documents submitted must meet all site plan requirements for Conditional Use Permits § 4.407(e)(1) and the Urban Design Commission.

(Comments made by Platting (Subdivision Ordinance), Transportation/Public Works, Fire, Park & Recreation, and Water Department staff cannot be waived through the Zoning Commission and City Council. Approval of the zoning site plan does not constitute the acceptance of conditions.)

Fire

FWFD - (Lt. Donna York, donna.york@fortworthtexas.gov or fireplatting@fortworthtexas.gov

Existing public hydrants provide hose lay within the required limits:

- Maximum of 600 ft. (300 ft. radius) of space between hydrants along a direct horizontal line, and
- Maximum of 500 ft. hose lay distance to all points of building.

An additional hydrant may be required to meet the following, depending on the location of the Fire Department connection for the building.

- Maximum of 150 ft. for a standpipe system, and/or a sprinkler system.
- Sections 507.5.1 (2) and (3)

Automatic fire sprinklers are likely required based on building height.
Section 903

Adequate access is provided by existing public streets.

Fire access roads or fire lanes are required to provide building hose lay and Fire Department Connection hose lay within 150'.

A marked fire lane may be required for the Office Trailer if the terrain is determined to pose an obstruction to hose lay. Fire lanes must comply with Section 503, including but not limited to, 20' wide and having an asphalt or concrete surface capable of withstanding an 85,000 pound imposed load.

Sections 507.5.1 (2)

Section 503.1.1 Buildings and Facilities

Buildings that exceed 55 ft. height to topmost occupied floor have a Fire Code requirement to provide fire lane within 15 to 25 ft. from exterior wall (for the purpose of laddering the structure if needed) on at least 1/2 of 2 sides of the building.

Areas designated for laddering may not have a greater than 6% grade.

Section 503.2.7 Fire Lane Specifications

Section 503.1.2 Buildings taller than 55'

General information:

Failure to recognize violations of the fire code by the fire code official does not waive the requirement of meeting minimum requirements of the fire code in the future.

It is the applicant's and the owner's responsibility to meet all minimum fire code requirements at all times.

The City of Fort Worth has adopted the 2021 International Fire Code as its current fire code at the time of this review. The City of Fort Worth has also adopted Amendments #25388-03-2022.

<https://www.fortworthtexas.gov/departments/fire/services/bureau>

DSD Transportation

TDS (Stu Burzette, 817-392-2593, stuart.burzette@fortworthtexas.gov)

1. TDS does not support this site plan until the driveway spacing waiver can be fleshed out.
 - a. Driveway spacing waiver request accepted 5/6/26. Mitigations listed in the request memo are required as a condition of acceptance.
2. FYI: Site will be required to conform with standards and requirements of all transportation-related manuals and ordinances including: Master Thoroughfare Plan, Access Management Policy, Transportation Engineering Manual, Streets and Sidewalk Ordinance, Subdivision Ordinance, Complete Streets Policy, and others. (unless otherwise waived)
3. FYI: The tract is subject to a rough proportionality assessment and potential construction for roadway improvements based on the site's impact on the roadway system prior to final platting of any phase.

DSD Water Engineering:

***** Development Services Water Section Comments*****

> ALL REVISIONS NEED TO GO THROUGH THE PLATTING CASE MANAGER TO ENSURE OUR WORKFLOW IS REACTIVATED <

Please do not email the reviewer or DSWS separately to ask for hold clearance. Early permit review requests by email, phone, or in person will not be accepted. All revisions must be submitted through the Accela permitting system to ensure they are accurately recorded and tracked. Please include your assigned case manager--> Elizabeth.Armendariz@FortWorthTexas.Gov

1.FYI - WATER

Existing 2.25" CI on the ROW of NW 25th St (HOL)

Existing 12" Cast Iron on Ellis Ave (HOL)

Existing 6" Cast Iron on Ellis Ave (HOL)

2.FYI - SEWER

Existing 8" PVC in NW 25th St

Existing 8" PVC in Alley

3. This area is in the Holly pressure plan.

Public Notification

Written Notice

Written notice of the Zoning Commission public hearing was mailed to the owners of real property within 300 feet on **May 1, 2026**.

Posted Notice

A sign was erected on the property on **May 1, 2026**.

Published Notice

A notice of the public hearing before the City Council will be published in the Fort Worth Star Telegram at least 15 days before the hearing.

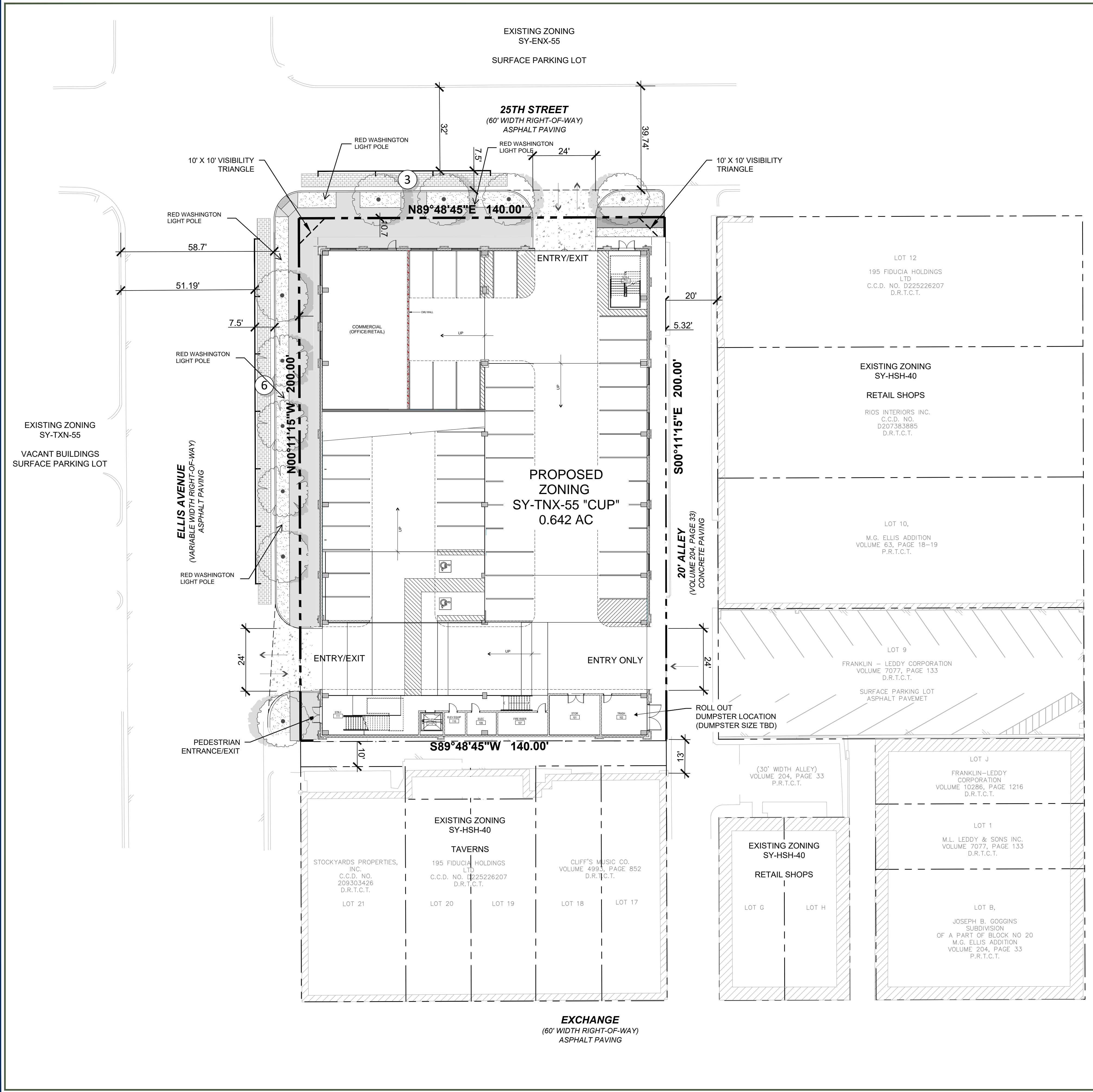
Courtesy Notice

The following organizations were emailed on **May 1, 2026**:

Organizations Notified	
Inter-District 2 Alliance	Far Greater Northside Historical NA
Diamond Hill Jarvis NAC	North Side Neighborhood Association
Historic Northside Business Association	Streams And Valleys Inc
Trinity Habitat for Humanity	North Fort Worth Historical Society
Fort Worth ISD	Fort Worth Stockyards Business Association

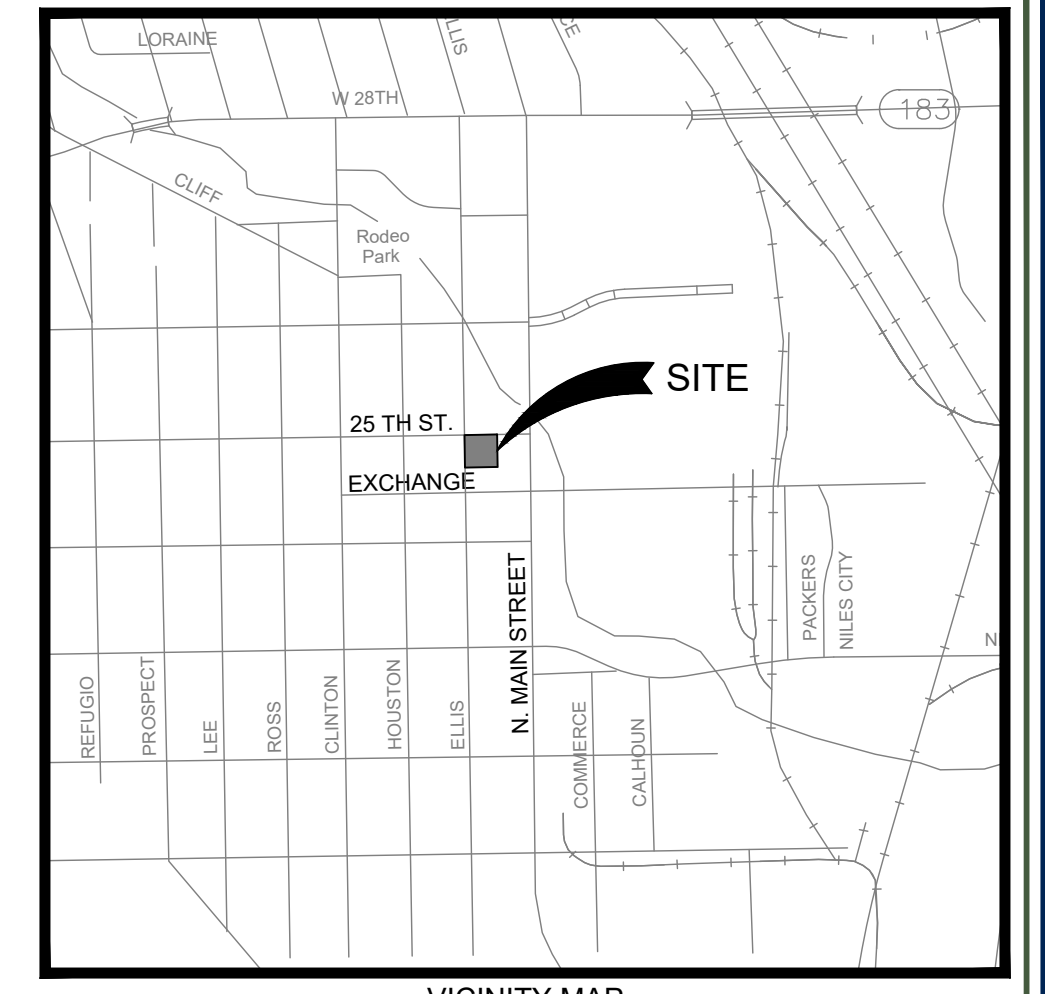
Sign Posted 5/1/2026





LEGEND

- PROPERTY LINE
- EXISTING RIGHT OF WAY
- ON-STREET PARKING COUNT
- PROPOSED SIDEWALK PAVING
- PROPOSED CONCRETE PAVING
- PROPOSED BRICK PAVERS
- PROPOSED SOD & LANDSCAPING



OWNER
Franklin-Leddy Corporation
2455 N. Main St.
Fort Worth, TX 76164

ENGINEER / PLANNER / SURVEYOR
Dunaway Associates
550 Bailey Ave., Suite 400
Fort Worth, TX 76107

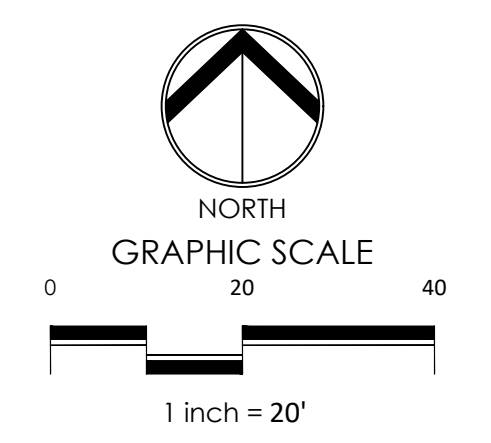
SITE DATA

Site Acreage	±0.642 Acres
Existing Land Use	Retail & Surface Parking
Current Zoning	SY-TNX-55
Proposed Land Use	SY-TNX-55 "CUP"
Building Area	24,014 SF.
Building Height	61 FT. (5 Stories)
Structured Parking Provided	55 FT. (To Highest Occupied Level)
On-Street Parking Provided	301 Spaces (7 ADA Spaces)
Building Classification	9 Spaces
	S2

WAIVERS REQUESTED

1. Section 5.2.2 – Building Form, Building length greater than 150'
2. Division 3.3 Frontages (Section 3.3.2 general), Ground story Transparency 40%
3. Pedestrian Access: entrance spacing along street - 75' max
4. Section 5.2.4 building materials, Secondary material more than 25% of the surface area of the facade
5. Section 3.2.3 building height: maximum height 55'
6. Section 3.2.3 setbacks Parking setback 30' min.

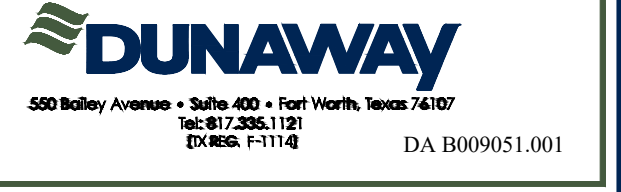
- GENERAL NOTES:**
- THIS SITE PLAN WILL COMPLY WITH SECTION 6.301, LANDSCAPING.
 - THIS SITE PLAN WILL COMPLY WITH SECTION 6.302, URBAN FORESTRY.
 - THIS SITE PLAN WILL CONFORM TO ARTICLE 4, SIGNS.
 - ALL LIGHTING PROVIDED WILL CONFORM TO THE LIGHTING CODE.
 - BUILDING MATERIALS WILL CONSIST OF:
 - CMU
 - Concrete
 - Brick
 - Stucco (EIFS)
 - Metal Screen



"CUP" SITE PLAN
LEDDY'S STRUCTURE PARKING GARAGE

LOTS 13-16, BLOCK 20
M.G. ELLIS ADDITION
VOL. 63, PG. 18-19 P.R.T.C.T.

PREPARED APRIL 6, 2026

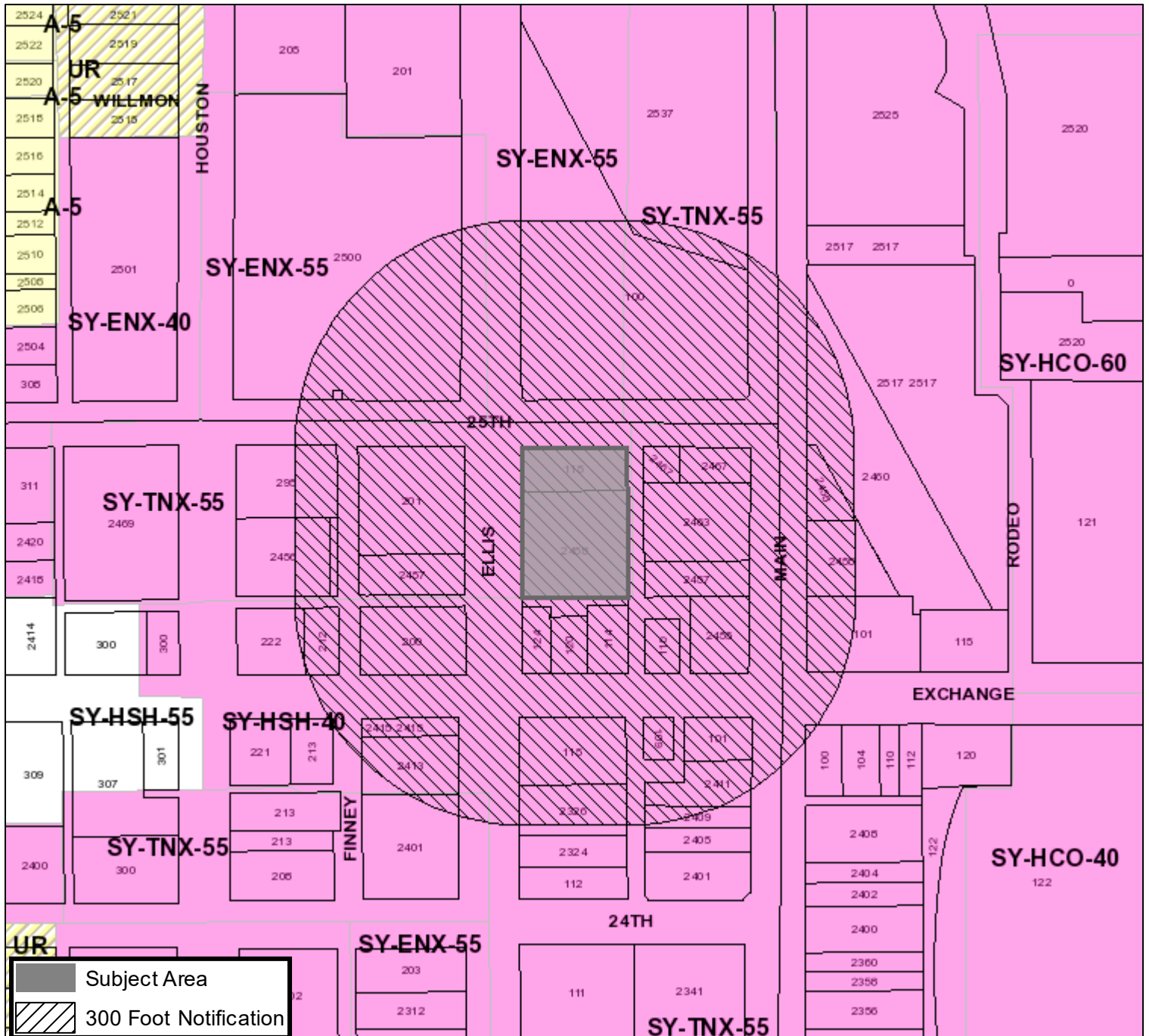




ZC-26-xxx

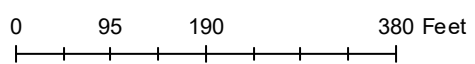
PLOTTED BY: Chance Lubiano ON: Monday, April 06, 2026 AT: 9:16 AM FILEPATH: P:\009000\051\001\Project Management\Meetings\Zoning - CUP\CUP Site Plan.dwg

Area Zoning Map

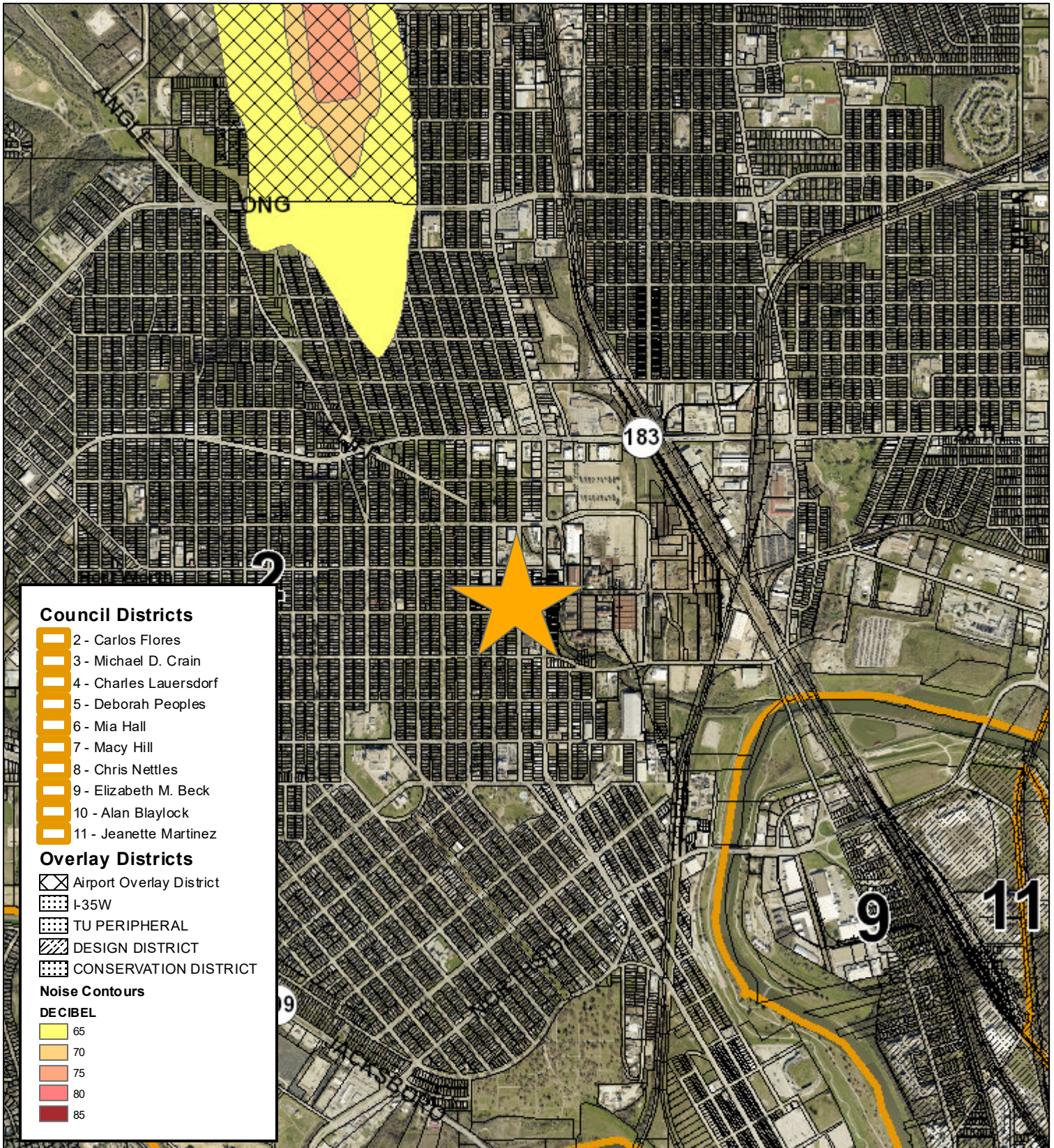
Applicant: Franklin-Leddy Corp, Franklin Real Estate/Dunaway
 Address: 115 NW 25th Street, 2458 Ellis Avenue
 Zoning From: SY-TNX-55
 Zoning To: Add CUP for parking garage with development waivers
 Acres: 0.64
 Mapsco: Text
 Sector/District: Northside
 Commission Date: 5/13/2026
 Contact: 817-392-7923



	Subject Area
	300 Foot Notification



Area Map



Council Districts

- 2 - Carlos Flores
- 3 - Michael D. Crain
- 4 - Charles Lauerdsdorf
- 5 - Deborah Peoples
- 6 - Mia Hall
- 7 - Macy Hill
- 8 - Chris Nettles
- 9 - Elizabeth M. Beck
- 10 - Alan Blaylock
- 11 - Jeanette Martinez

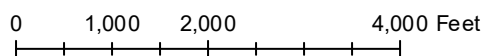
Overlay Districts

- Airport Overlay District
- I-35W
- TU PERIPHERAL
- DESIGN DISTRICT
- CONSERVATION DISTRICT

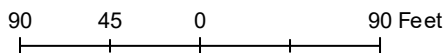
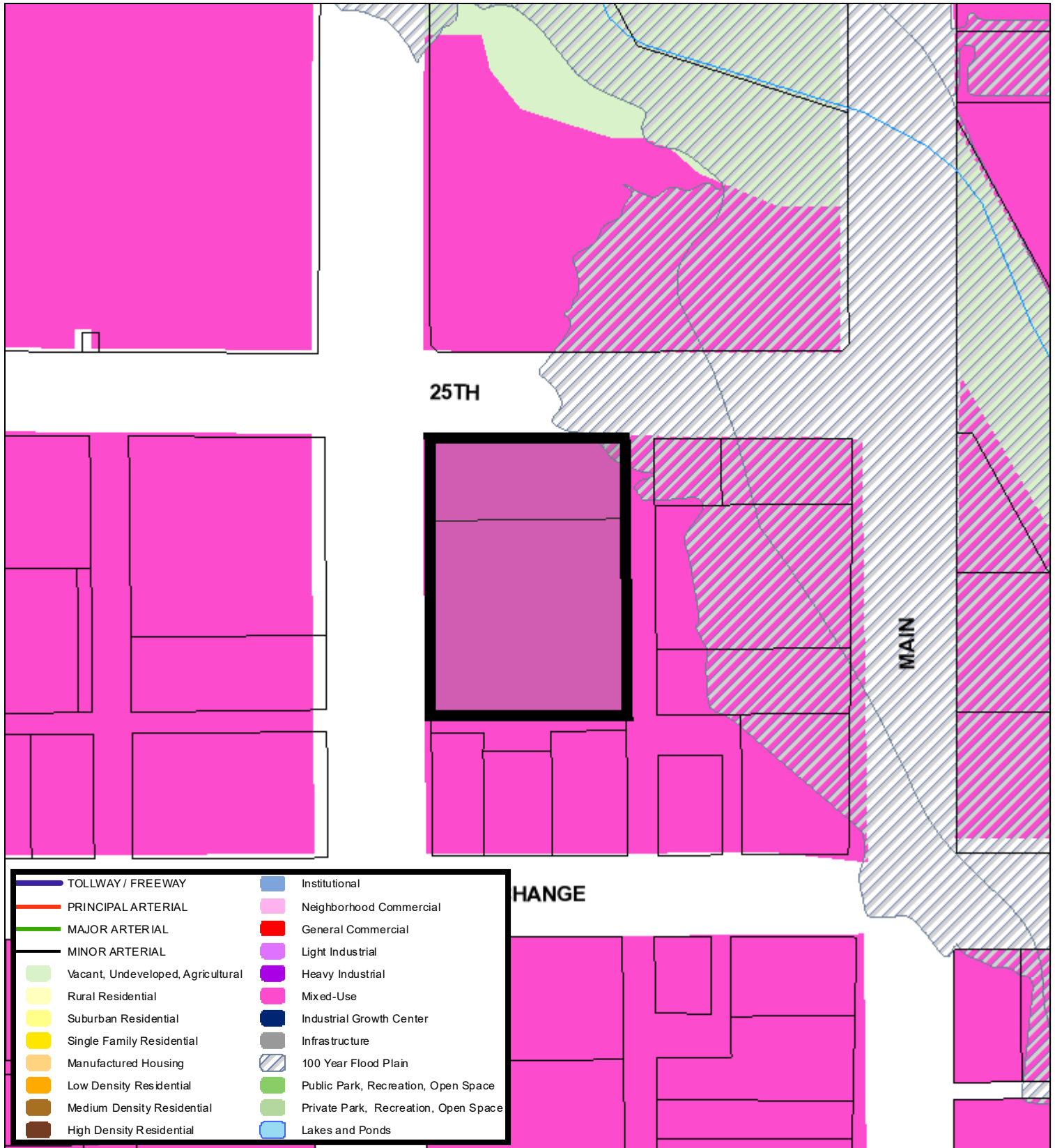
Noise Contours

DECIBEL

- 65
- 70
- 75
- 80
- 85



Future Land Use





A Comprehensive Plan shall not constitute zoning regulations or establish zoning district boundaries. (Texas Local Government Code, Section 213.005.) Land use designations were approved by City Council on March 6, 2018.



Aerial Photo Map



0 60 120 240 Feet

	FEMA 100 Year Flood Zone
	Non-FEMA City Flood Risk Areas

