



**City of Freeport**  
Meeting and/or Executive Session Agenda

This meeting will be live streamed via YouTube Live and may be accessed on the City of Freeport Facebook page:  
<https://www.facebook.com/freeporttexas> or by visiting <https://www.youtube.com/@cityoffreeportx8375/streams>

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Monday, November 4, 2024, 6:00 PM | Council Chamber | 430 North Brazosport Blvd. , Freeport, Texas 77541

In accordance with Section 551.043 of the Texas Government Code, this agenda has been posted at Freeport City Hall, and distributed to the appropriate news media within the required time frame. All meetings of the Freeport City Council are open to the public. Public participation and written comments are invited on all open session business items.

The Mayor and City Council request that cell phones be turned off or set to vibrate. Members of the audience are requested to step outside to conduct a phone conversation. The Council Chamber is wheelchair accessible and special parking is available outside the building. If special accommodation is required, please contact the City Secretary a minimum of 72 hours in advance at 979-233-3526.

### **1: Call to Order:**

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- 1A. Call to Order - Jerry Cain, Mayor
- 1B. Invocation - Councilman
- 1C. Pledges - Pledge of Allegiance to the United States; Pledge of Allegiance to the State of Texas.
- 1D. Audience Participation – Anyone who has registered to speak prior to the meeting being called to order and desires to address the City Council will be heard at this time, or during the discussion of an item listed on the agenda. These forms are located by the City Secretary. After completing the form, give it to the City Secretary. She will give it to the Mayor. The Mayor will call on you when that item is presented, once a motion has been made by Council then public participation will not be allowed. You will have four (4) minutes to make your comments regardless of the number of agenda items to be addressed.

### **2: Proclamations - Presentations and Updates**

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- 2A. Presentations of the Annual Municipal Utility District Update - Melanie Oldham, Ex-Officio
- 2B. Upcoming Events :
  - November 9th The Indigenous People of the Coast 11:00A.M. Freeport Historical Museum
  - November 14th The Karankawa with Tim Seiter 11:00A.M. Freeport Historical Museum
  - November 16th The Sixteenth Element: Sulfur and the Freeport Sulfur Company 11:00A.M. Freeport Historical Museum

November 18th Senior Citizens Arts & Crafts 10:00A.M. RiverPlace  
November 23rd A Merry Museum Christmas 11:00A.M. Freeport Historical Museum  
November 28th SuperFeast 11:00A.M. RiverPlace

- 2C. Presentation of the Investment Report for Quarter Ending September 30, 2024- Ashlee Ferguson, Interim Finance Director
- 2D. Presentation of UTSA for the Downtown Comprehensive Plan & Design Guidelines- Ian Caine

### **3: Business**

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- 3A. Consideration and possible action approving City Council Meeting Minutes from October 21, 2024. (Clarisa Fernandez)
- 3B. Consideration and possible action approving Resolution No. 2024-2892 appointing candidate for the Board of Directors of the Brazoria County Appraisal District.(Ashlee Ferguson)
- 3C. Consideration and possible action of the annual appointment for the ex officio board member for MUD #1.(Lance Petty)
- 3D. Consideration and possible action on appointing of City Council Liaison for City of Freeport Boards and Commissions.(Lance Petty)
- 3E. Consideration and possible action approving of IT Server Replacement with Dell Technologies.(Toby Cohen)
- 3F. Consideration and possible action to award the Bid for Freeport SFA Park Roof Replacement to Tra-Con and have the City Manager sign the Contract.(Rudy Ragle)

### **4: Executive Session**

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The City Council may take action on any Executive Session item posted. 551.071. Texas Government Code. Consultation with Attorney. The City Council may convene in executive session to conduct a private consultation with its attorney on any legal posted agenda item, when the City Council seeks advice of its attorney about pending or contemplated litigation, a settlement offer, or on a matter in which the duty of the attorney to the governmental body under the Texas Disciplinary Rules of Professional Conduct of the State Bar of Texas clearly conflicts with the provisions of Chapter 551, including the following items:

- 4A. Executive Session regarding:
  - a.) (Consultation with Attorney) 1.) Update on W2 filing issues pursuant to Section 551.071.b.) (Deliberations about Real Property) 1.) Update on Freeport 19 LLC. Development pursuant to Section 551.072.

### **5: Reconvene into Open Session:**

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- 5A. Take any action resulting from Executive Session.



## 6: Adjournment

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### 6A. Adjournment – Jerry Cain, Mayor

Items not necessarily discussed in the order they appear on the agenda. The Council at its discretion may take action on any or all of the items as listed. This notice is posted pursuant to the Texas Open Meeting Act. (Chapter 551, Government Code).

The City Council reserves the right to adjourn into executive session at any time during the course of this meeting to discuss any of the matters listed above, as authorized by Texas Government Code Sections 551.071 (Consultation with Attorney), 551.072 (Deliberations about Real Property), 551.073 (Deliberations about Gifts and Donations), 551.074 (Personnel Matters), 551.076 (Deliberations about Security Devices) and 551.087 (Economic Development).

CERTIFICATE I certify the foregoing notice was posted in the official glass case at the front door of the City Hall, with 24 hours a day public access, 1201 North Avenue H., Freeport Texas, before 6:00 p.m. in accordance with Open Meetings Act.



Clarisa Fernandez,  
City Secretary, City of Freeport, Texas





**Quarterly Investment Report**  
**July 1, 2024 - September 30, 2024**

| G/L Account                          | Description       | Book Value           | Current Interest Rate | Yield to Maturity | Maturity Date | Days to Maturity | Beginning Market Value for Period | Changes to Market Value | Ending Market Value for Period | Interest Paid YTD   |
|--------------------------------------|-------------------|----------------------|-----------------------|-------------------|---------------|------------------|-----------------------------------|-------------------------|--------------------------------|---------------------|
| <b>Cash in Demand Accounts</b>       |                   |                      |                       |                   |               |                  |                                   |                         |                                |                     |
| 99-101-000                           | Operating Account | \$ 9,681,682         | 5.31%                 | 5.31%             | Demand        | 1                | \$ 11,877,407                     | \$ (2,195,725)          | \$ 9,681,682                   | \$ 572,374          |
| <b>Total Cash in Demand Accounts</b> |                   | <b>\$ 9,681,682</b>  |                       |                   |               |                  | <b>\$ 11,877,407</b>              | <b>\$ (2,195,725)</b>   | <b>\$ 9,681,682</b>            | <b>\$ 572,374</b>   |
| <b>Invested in Government Pools</b>  |                   |                      |                       |                   |               |                  |                                   |                         |                                |                     |
| 99-105-020                           | Texas Class       | \$ 3,322,394         | 5.11%                 | 5.11%             | Demand        | 1                | \$ 3,279,215                      | \$ 43,178               | \$ 3,322,394                   | \$ 169,586          |
| 99-105-010                           | TexPool           | 13,771,019           | 5.16%                 | 5.16%             | Demand        | 1                | 13,590,023                        | 180,996                 | 13,771,019                     | 713,518             |
| <b>Total Invested in Pools</b>       |                   | <b>\$ 17,093,412</b> |                       |                   |               |                  | <b>\$ 16,869,238</b>              | <b>\$ 224,174</b>       | <b>\$ 17,093,412</b>           | <b>\$ 883,104</b>   |
| <b>TOTAL ALL INVESTMENTS</b>         |                   | <b>\$ 26,775,094</b> |                       |                   |               |                  | <b>\$ 28,746,646</b>              | <b>\$ (1,971,551)</b>   | <b>\$ 26,775,094</b>           | <b>\$ 1,455,478</b> |

| Investment Category     | Book Value           | Percentage     | Weighted Average Maturity (Days) |
|-------------------------|----------------------|----------------|----------------------------------|
| Cash in Demand Accounts | \$ 9,681,682         | 36.16%         | 1.00                             |
| Government Pools        | \$ 17,093,412        | 63.84%         | 1.00                             |
| <b>TOTAL</b>            | <b>\$ 26,775,094</b> | <b>100.00%</b> | <b>1.00</b>                      |

Investment schedules presented per the provisions of the Texas Code Chapter 2256 (Public Funds Investment Act) and the City's Investment Policy.

The City requires its depository banks to provide collateral for all deposits in excess of Federal Deposit Insurance. At the end of the quarter, the market value of collateral pledged by Baker Bond Accounting to the City was \$14.82M, 150% of deposits.

Unrealized gain/loss is the difference between the market value of the City's securities and what it paid for them. Gains and losses are realized only when a security is sold prior to maturity. Since it is the City's practice to hold all securities to maturity, it is unlikely that unrealized gains and losses will be realized. As of the end of the quarter, the City had no unrealized gains or losses.

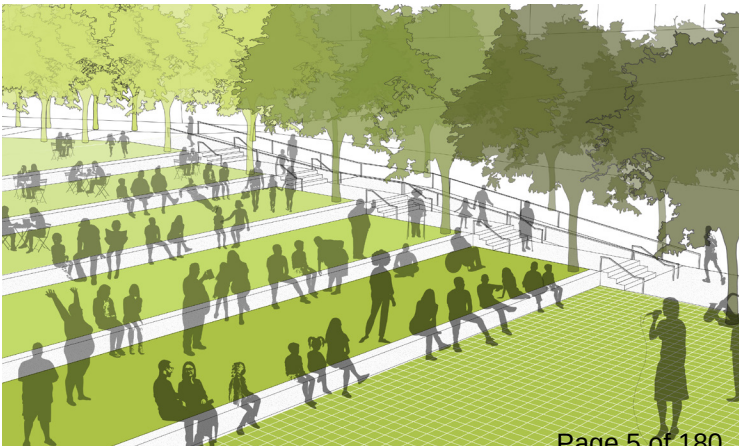
Prepared By: Ashlee Ferguson      10/29/24  
Ashlee Ferguson, Investment Officer      Date

Verified By: Lily Celedon      10/29/24  
Lily Celedon, Investment Officer      Date



# Comprehensive Downtown Plan City of Freeport, Texas

Prepared by the Center for Urban and Regional Planning Research  
University of Texas at San Antonio  
October 17, 2024





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Acknowledgments

City Council

|                  |        |
|------------------|--------|
| Jerry Cain       | Mayor  |
| Jeff Pena        | Ward A |
| Jarvis Davis     | Ward B |
| George Matamoros | Ward C |
| Winston Rossow   | Ward D |

City Management and Staff

|                   |                |
|-------------------|----------------|
| Lance Petty       | City Manager   |
| Clarisa Fernandez | City Secretary |

Planning and Zoning Commission

|                  |                   |
|------------------|-------------------|
| Shelby Araujo    | Building Official |
| Andrew Dill      | Chairman          |
| Eric Hayes       | Vice Chairman     |
| James Saccomanno | Commission        |
| Pam Dancy        | Commission        |
| Ron Bachman      | Commission        |

Historical Commission and Main Street Advisory Board

|                |                                                  |
|----------------|--------------------------------------------------|
| Wade Dillon    | Main Street Coordinator<br>(August-October 2024) |
| Ana Silbas     | Main Street Coordinator<br>(January-August 2024) |
| Irene Ocañas   | Chairperson                                      |
| Edith Fischer  | Vice Chairperson                                 |
| Clarissa Solis | Board Member                                     |
| Betty Lopez    | Board Member                                     |
| Melanie Oldham | Board Member                                     |
| Lucy Martinez  | Board Member                                     |
| Jeff Crisp     | Board Member                                     |

Economic Development Corporation (EDC)

|                 |                                 |
|-----------------|---------------------------------|
| EDC Staff       |                                 |
| Robert Johnson  | Executive Director              |
| Rachel Cohen    | Economic Development Specialist |
| EDC Board       |                                 |
| Josh Mitchell   | Voting Director, President      |
| Sandra Loeza    | Voting Director, Vice President |
| Ken Tyner       | Voting Director, Treasurer      |
| David McGinty   | Voting Director, Secretary      |
| Shonda Marshall | Voting Director                 |
| Mark Parker     | Voting Director                 |
| Jerry Caine     | City Liaison                    |

University of Texas at San Antonio (UTSA)

UTSA Center for Urban and Regional Planning Research

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Wei Zhai, PhD, Assistant Professor, Associate Director  
Meesha Afkami, MArch Candidate, Graduate Assistant  
Andrea Albarrán Montes, MArch Candidate  
Jacqueline Garcia, MArch Candidate, Graduate Assistant  
Yaire Padilla, MArch Candidate, Graduate Assistant

LABor Studio

Gabriel Díaz Montemayor, MLA, Founding Partner

Post Oak Preservation Solutions

Ellis Mumford-Russell, MS Historic Preservation, Partner  
Megan McDonald, MS Historic Preservation

UTSA Institute for Economic Development

Tom Tunstall, PhD, Senior Director of Research

Thank you

Ana Silbas  
Blue Schuler, Library and Archival Manager  
Brazoria County Historical Museum  
Miyah Lopez, Lake Jackson, Texas  
Wade Dillon, Museum Manager, Freeport Historical Museum

Date

October 17, 2024

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## 01 Introduction

# 01 Introduction

## Executive Summary

The 2024 Comprehensive Downtown Plan provides the City of Freeport with a clear vision, goals, and actionable initiatives for downtown redevelopment, creating a framework for decision-making through 2045. This plan arrives at a pivotal moment for Downtown Freeport, an area with a rich history that is facing significant challenges related to economic disinvestment, physical decline, and the impacts of a large and controversial downtown land acquisition by the Port of Freeport.

To address these issues, the plan outlines strategic visions and goals in key areas such as economic development, historic preservation, infrastructure, ecology, land use, zoning, housing, and implementation. The plan provides dozens of strategic initiatives to help city leaders and residents turn these ideas into concrete actions. The plan similarly highlights six **Catalytic Projects** and two **Connecting Projects** that will serve as the foundation for downtown’s economic, physical, and cultural revitalization.

To ensure continuity, the plan builds on key principles from earlier studies, such as the City of Freeport’s 2022 Strategic Community Plan, the Texas Historical Commission’s 2022 Main Street Program Report, and the Kendig Keast Collaborative’s 2019 Freeport Strategic Community Plan.

## Regional Context

Freeport, Texas, a city with a population of 10,546 (U.S. Census, Quick Facts, 2022), lies in southern Brazoria County along the Gulf Coast, at the confluence of the Brazos River and the Gulf of Mexico. Freeport is located 61 miles southwest of Houston, the fourth most populous city in the U.S. (U.S. Census, 2022), and home to the busiest port in the U.S. by tonnage (Bureau of Transportation Statistics, 2021).

Freeport is accessible from the north via Texas State Highway 288, the Nolan Ryan Expressway, which extends northward for 17 miles to the county seat at Angleton (pop. 19,429). Freeport is accessible from the west via Texas State Highway 36, which extends 15 miles to Brazoria (pop. 2,866). Freeport additionally benefits from its proximity to Clute (pop. 10,604) and Lake Jackson (pop. 28,177), a planned community established in 1940 for Dow Chemical Plant workers. Neighboring tourist destinations like Surfside Beach (pop. 640) and the City of Galveston (pop. 53,089) attract large numbers of beach-goers to the region annually.

Freeport’s identity is inseparable from the bustling Port

### Vision Statements

#### Leverage | Preservation and Construction

Build strong administrative and financial structures, foster a culture of historic preservation, and protect the resources that define Freeport’s unique identity to create a thriving Downtown Historic District.

#### Expand | Economics and Development

Develop a vibrant downtown identity that leverages local and experiential retail, water recreation, and ecotourism to fuel economic growth within a thoughtfully designed environment that welcomes residents and tourists.

#### Sustain | Infrastructure and Ecology

Downtown will provide a pedestrian-friendly environment that supports mixed-use development, reestablishes Park Ave. and Memorial Park as a civic spine, leverages public infrastructure to attract private investment, and enhances environmental performance by highlighting local ecosystems.

#### Develop | Land Use and Housing

Downtown will thrive as a dynamic community where Smart Growth principles, strategic regulations, and incentives drive development, maximize infill opportunities, and ensure diverse housing options for current and future residents.

of Freeport, which ranks 18th nationally in total tonnage and serves as a key conduit for international trade, particularly in petrochemicals and agriculture (Bureau of Transportation Statistics, 2021). This port facilitates the movement of goods to and from Latin America, Europe, and Asia, driving local economic growth through employment opportunities and revenue generation. Notably, the Port also led a large-scale land acquisition which destroyed Freeport’s East End, a historically African-American neighborhood just east of downtown. The acquisition, made to support the Port’s expansion, has caused significant tension and distrust within the community.

The local identity is closely related to the chemical industry. Founded by the Freeport Sulphur Company, today, the local economy is also anchored by Dow Chemical Company’s Freeport facility, the largest integrated chemical manufacturing complex in the Western Hemisphere. The Dow plant is the largest employer in the area. It is also a source of significant concerns related to environmental sustainability

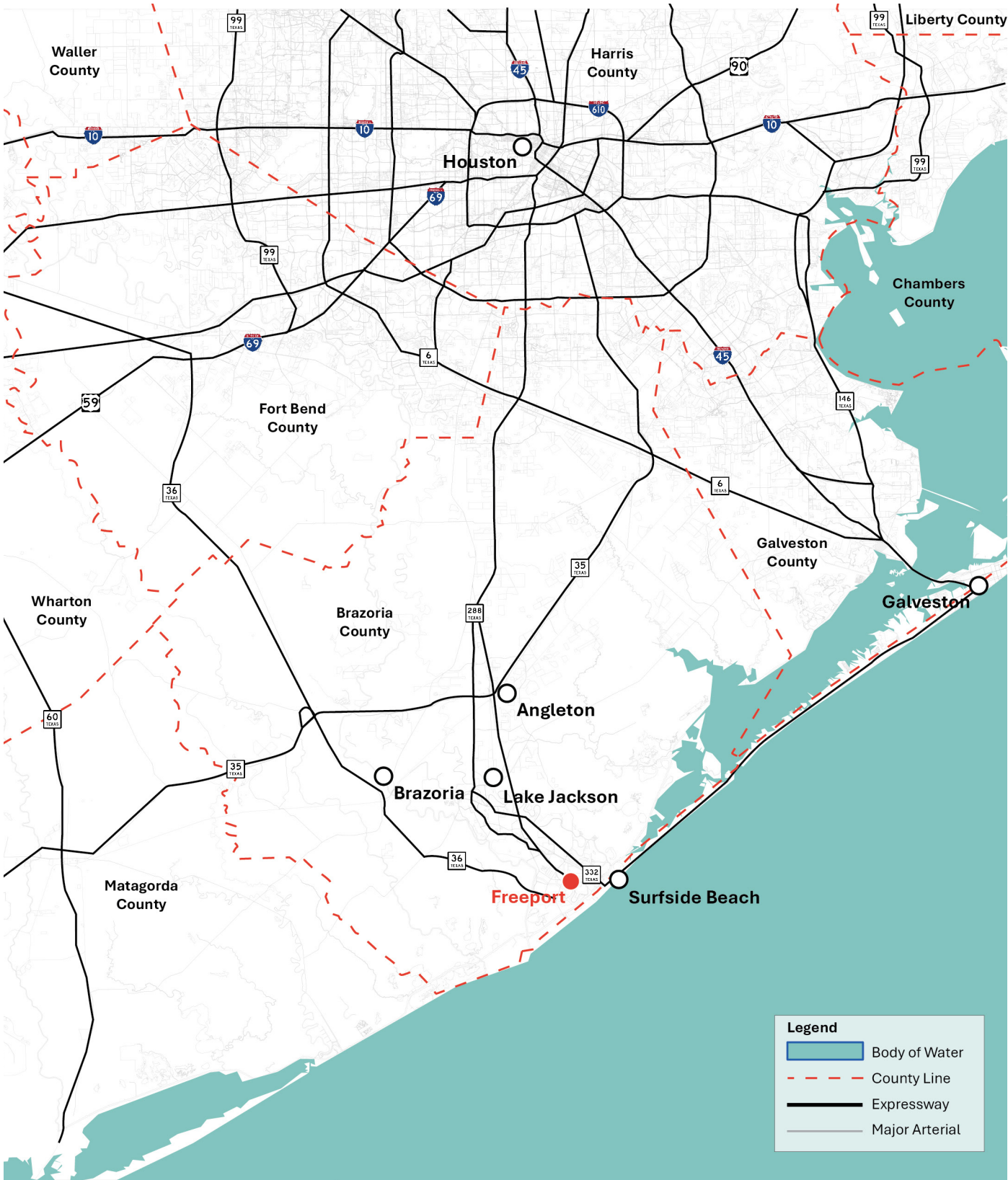
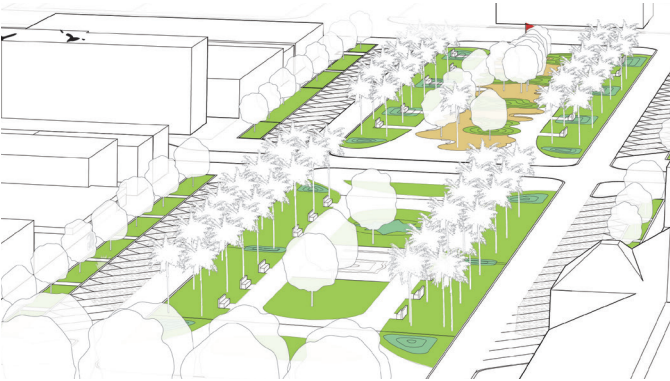


Figure 1.1 | Regional Plan



Catalytic Projects



1 Downtown Historic District

Freeport’s Code of Ordinances empowers the City to designate a local historic district with Downtown Historic District Design Guidelines to preserve architectural character, protect property values, and enhance community identity. This ensures that new developments complement the historic fabric while promoting heritage tourism and attracting investment.

2 Streetscape Package

Streetscape improvements in Freeport will leverage a Complete Streets and Green Streets approach featuring widened sidewalks, street trees, and LID elements like biofiltration areas and permeable pavement. These enhancements will improve safety, environmental performance, walkability, aesthetics, community identity, and business opportunity.

3 Memorial Park Renovation

Memorial Park’s renovation will strengthen its role as a downtown anchor, enhancing its ability to host events and recreational activities. The proposed renovation and reprogramming will also improve pedestrian connectivity, elevate environmental performance, and support business development downtown.

4 Waterfront Site Development

The 5.66-acre Waterfront site, once home to the Tarpon Inn, anchors downtown’s north side. It provides direct links to downtown, the Freeport Marina, and the future boardwalk, making a mixed-use redevelopment with civic space essential for an integrated downtown revitalization.



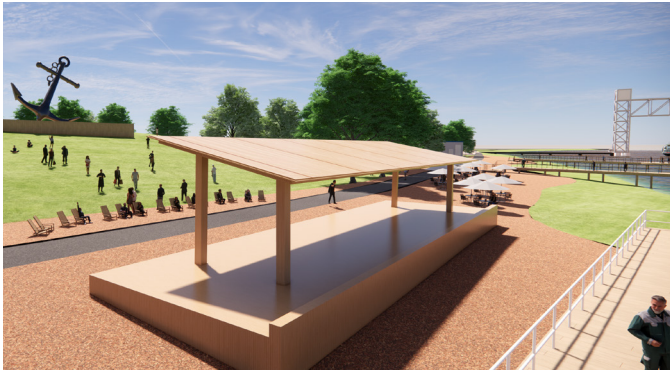
5 Adaptive Reuse of Old City Hall

The Old City Hall building was constructed by Freeport First National Bank in 1970. This three-story building served as Freeport City Hall until spring 2024 and is now vacant. Its high-quality masonry construction, central location and historical significance, make it a prime candidate for adaptive reuse as a civic program.

6 OA Fleming Site Redevelopment

The 32-acre, nine-block site of the former OA Fleming Elementary School offers a prime opportunity to expand downtown Freeport with a walkable, mixed-use development. Its proximity to the historic downtown makes it suitable for a blend of medium-density housing with the potential for integrated civic and recreational programs.

Connecting Projects



7 Boardwalk

The proposed boardwalk in Freeport, Texas, will create a scenic pedestrian path along the Old Brazos River, linking downtown, the Freeport Marina, and the Waterfront site. It aims to enhance access, promote recreation, tourism, and economic growth, highlight local ecosystems, and boost the city’s appeal as a waterfront destination.

8 Freeport Marina

The Freeport Marina enhances downtown programming by providing boaters easy access to the Gulf, boosting waterfront activity, and attracting visitors to Freeport. In the future, the site can support mixed-use development and encourage pedestrian access to downtown, making it a key driver of downtown revitalization and economic growth.



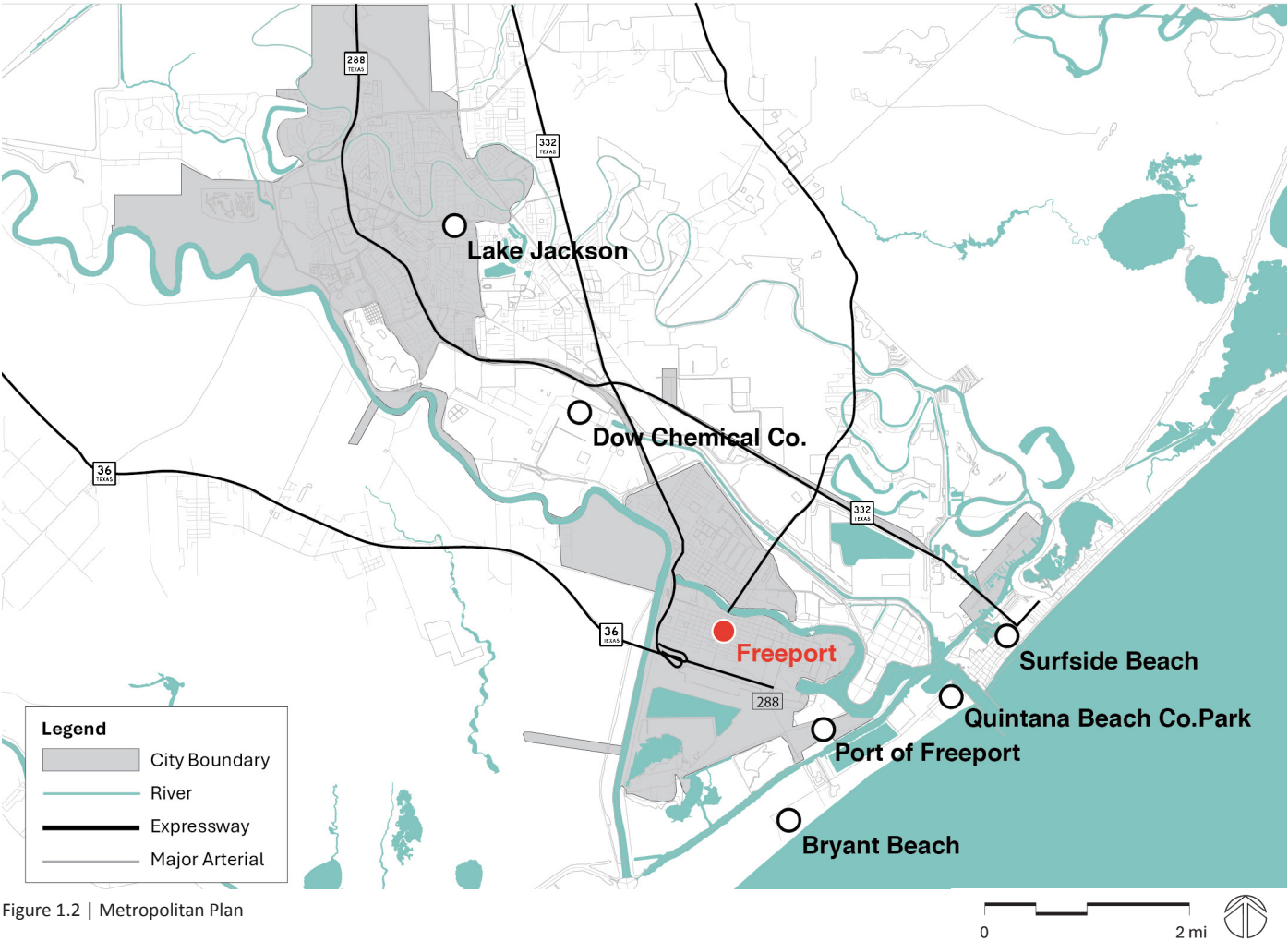


Figure 1.2 | Metropolitan Plan

and public health, as evidenced by the presence of a documented cancer cluster in Freeport (ProPublica, 2023).

A successful Downtown Comprehensive Plan and and Downtown Historic District Design Guidelines will necessarily ground itself in this existing regional context, taking stock of Freeport’s dynamic locale along the Gulf Coast, rich maritime heritage, robust industrial economy, and proximity to popular tourist destinations. At the same time, this planning effort must project a sustainable future, balancing economic growth with the region’s increasingly fragile ecosystems.

**Socioeconomic Profile**

The population in Freeport has declined from a high of 13,444 in 1984 to 11,389 in 1990 and further to 10,546 in 2022 (Texas Almanac). Freeport exhibits a diverse ethnic composition, with residents identifying as 54% Hispanic or Latino, 25% White (non-Hispanic), and 20% African

American (U.S. Census 2022, Quick Facts). The median household income in Freeport is \$50,704, well below the state median of \$73,305 (United States Census 2022, State: Texas). About 18% of the population lives below the poverty line, compared to 14% of households in Texas (U.S. Census 2022, Quick Facts). The educational level is also low, with 6.4% of residents holding a bachelor’s degree or higher, significantly below the state average of 32.3% (U.S. Census 2022, Quick Facts). These figures suggest widespread economic hardship and underscore the importance of inclusive urban planning initiatives that address the needs of marginalized populations. Within the context of this downtown plan, access to affordable housing and protection from residential displacement, i.e., gentrification should be a priority.

The housing market in Freeport reflects the larger economic trends in the community: the median home value is approximately \$112,000, and the homeownership

| Population Characteristics                          |          |            |
|-----------------------------------------------------|----------|------------|
| Population                                          | Freeport | Texas      |
| Population, 2010                                    | 12049    | 25,145,561 |
| Population, 2020                                    | 10696    | 29,145,505 |
| (New) Population estimates, July 1, 2022            | 10546    | 30,029,848 |
| White alone, percent, 2022                          | 48.3%    | 77.4%      |
| Black or African American alone, percent, 2022      | 20.1%    | 13.4%      |
| American Indian percent, 2022                       | 1.4%     | 1.1%       |
| Asian alone, percent, 2022                          | 0.2%     | 5.7%       |
| Two or More Races, percent, 2022                    | 19.5%    | 2.3%       |
| Hispanic or Latino, percent, 2022                   | 54%      | 40.2%      |
| White alone, not Hispanic or Latino, percent, 2022  | 24.5%    | 39.8%      |
| High school graduate or higher, 2018-2022 (age 25+) | 79.1%    | 85.2%      |
| Bachelor’s degree or higher, 2018-2022 (age 25+)    | 6.4%     | 32.3%      |

| Housing Composition                                              |           |           |
|------------------------------------------------------------------|-----------|-----------|
| Housing                                                          | Freeport  | Texas     |
| Home ownership rate, 2018-2022                                   | 58%       | 62%       |
| Median Value (owner-occupied housing units), 2018-2022           | \$112,000 | \$238,000 |
| Per capita income in past 12 months (in 2022 dollars), 2018-2022 | \$24,321  | \$37,514  |
| Median household income, (in 2022 dollars), 2018-2022            | \$50,704  | \$73,035  |
| Persons persons in poverty, percent 2020                         | 18.1%     | 14%       |

| Major Employers |                               |             |
|-----------------|-------------------------------|-------------|
| Rank            | Employer                      | # Employees |
| 1               | The Dow Chemical Company      | 3182        |
| 2               | Brazosport ISD                | 2000        |
| 3               | Turner Industries             | 1272        |
| 4               | Olin Corporation              | 974         |
| 5               | BASF Corporation              | 908         |
| 6               | Wood Group                    | 700         |
| 7               | ICS, Inc.                     | 593         |
| 8               | St Luke's Health Brazosport   | 375         |
| 9               | Marquis Construction Services | 353         |
| 10              | TDECU                         | 330         |

| City of Freeport Historical Population Growth |            |          |
|-----------------------------------------------|------------|----------|
| Year                                          | Population | % Change |
| 1990                                          | 11,389     |          |
| 2000                                          | 12,708     | 11.5%    |
| 2010                                          | 12,049     | -5.1%    |
| 2019                                          | 12,556     | 4.2%     |
| 2020                                          | 10,696     | -14.8%   |
| 2021                                          | 10,594     | -0.9%    |
| 2022                                          | 10,546     | -0.4%    |

Source: Texas State Historical Association  
Source: U.S. Census Bureau, Quickfacts Freeport City Texas  
Source: U.S. Census Bureau, Quickfacts Texas  
Source: Economic Development Alliance for Brazoria County 2024



rate is 58%, significantly lower than the state figures of \$238,000 and 62% (U.S. Census 2022, Quick Facts). Employment in the area is predominantly driven by the petrochemical and construction industries, with major employers such as Dow Chemical, Turner Industries, Olin Corporation, and BASF Corporation. The Brazosport Independent School District is another major regional employer.

A Brief History of Freeport, Texas

Adapted from Downtown Historic District Design Guidelines by Post Oak Preservation Solutions.

The City of Freeport is located near the mouth of the Brazos River where it meets the Gulf of Mexico in southern Brazoria County, Texas. Before Anglo-American settlement, the area was populated by Karankawa Native Americans, a nomadic tribe that lived along the Gulf Coast of what is now Texas. Anglo-American settlement in the area began in 1821 when colonists who had received land grants from Stephen F. Austin arrived and founded Velasco, east of present-day Freeport.

Nearly a century later, the City of Freeport was established by the Freeport Sulphur Company, an enterprise created for the extraction of the large underground sulfur deposits near the mouth of the Brazos River. In 1912, the company formed the Freeport Townsite Company to develop the forested land south of the Brazos River, with lots for sale by November of 1912.

Freeport’s original downtown commercial core consisted of a central, linear park flanked by W. Park Ave. and E. Park Ave. and lined with commercial lots. Serving as the



Figure 1.3 | Aerial view of downtown in 1960 | Nat Hickey



Figure 1.4 | View of Broad St. in 1915 | Brazoria County Historical Museum

focal point of downtown Freeport, The Tarpon Inn was constructed by the Freeport Sulphur Company on a large waterfront lot at the north end of the park. The Houston and Brazos Valley Railway was completed to Freeport less than a year after the town’s founding, and the train depot and railroad office were constructed at the south end of the park at W. 4th St. Freeport was incorporated in 1917, and the commercial district developed steadily during the town’s first two decades.

Businesses were concentrated along the north end of downtown near the Tarpon Inn along W. Park Ave. and E. Park Ave., W. 2nd St., and Broad St. Many of the earliest commercial buildings in Freeport were of wood-frame construction, though a handful of buildings, such as the Freeport National Bank (1913) were constructed of brick. The Freeport Sulphur Company remained the town’s primary economic driver for several decades, and the local population grew steadily.

Several projects in the 19th century sought to deepen the harbor at the juncture of the Brazos River and Gulf of Mexico, where sandbars made the harbor shallow and challenging to navigate. In the late 1920s, a new river channel was dredged and the “old” Brazos River closed off with a dam, enabling the safe passage of ships and allowing for the later successful development of the Port of Freeport. By 1939, Freeport had a population of 4,100 residents and was home to 75 businesses (Kleiner, 1952).

Dow Chemical arrived in Freeport in 1940, purchasing 800 acres of land from the Freeport Sulphur Company and additional acreage from private property owners. The new Dow Chemical plant used electrolysis to extract magnesium from seawater, a structural metal that produced lightweight materials, including aircraft and



Figure 1.5 | View of Tarpon Inn | Brazoria County Historical Museum

automotive parts. The arrival of Dow Chemical set off a short but significant pre-war building boom in Freeport, and at least thirteen extant downtown commercial buildings date to the period immediately following Dow’s arrival (1940-1942). The Dow Chemical plant expanded rapidly in subsequent years and had a tremendous impact on the local economy and growth of the town. Downtown Freeport developed considerably in subsequent decades. By 1943, most of the wood-frame commercial buildings had been replaced with brick or stone structures (in part due to a major 1932 hurricane that damaged many buildings), and new development began to extend further to the west and south (Sanborn Map Company 1943).

In the postwar era, Freeport’s economy was further bolstered by the growth of the local shrimping, fishing, and recreational industries. A significant change to downtown Freeport occurred in 1956 when the Tarpon Inn was demolished to make way for a shopping center along the waterfront parcel, known as Tarpon Inn Village (Brazosport Facts 1956). The following year, Freeport and the neighboring town of Velasco merged to become the City of Freeport.

By 1970, Freeport’s commercial district had expanded outward to consist of six blocks of densely packed commercial buildings, roughly bound by W. 2nd St. to the north, Pine St. to the east, Broad St. to the south, and Oak St. to the west, with additional commercial and civic buildings along the periphery. The First Freeport National Bank, which later became city hall, is one of the district’s most recent historic structures, completed in 1970.

Freeport businesses began to face increasing competition from the nearby Lake Jackson community during the late 20th century. Initially created as a planned residential

community for Dow Chemical employees, Lake Jackson became a shopping hub after establishing a regional mall in 1976, drawing many potential customers away from downtown Freeport. Several downtown buildings were lost during the late 20th and early 21st centuries. The waterfront shopping center was demolished by the early 2000s, creating a large vacant lot at the historic focal point of downtown.

In 2006, the historic buildings at 203 and 207 W. 2nd St. were lost to fire, and the remainder of the block was demolished in 2016. The same year, a row of historic commercial structures in the 100 block of W. 2nd St. was demolished. Freeport’s mid-century City Hall building on E. 4th St. was demolished ca. 2019. Additionally, the Port of Freeport demolished the entire East End community, a historically African-American neighborhood situated just east of downtown, over a nearly 30-year span to accommodate its expansion (Hagerty, 2022). This destruction has created significant stress and ongoing distrust within the community, further complicating current revitalization efforts in Freeport.

Today, the historic core of downtown Freeport serves as a tangible symbol of the city’s growth, evolution, and resilience, while also offering significant opportunities for future development. Freeport was recently recertified as a Main St. community in 2021, and efforts to revitalize downtown are underway. The local economy continues to be shaped by the immense presence of the Dow Chemical Company and the Port of Freeport. Although many downtown commercial buildings are currently vacant, the rich historic character of downtown Freeport is a valuable asset to the city and has the potential to become a key element in local economic development and revitalization efforts.



Figure 1.6 | View of Park Ave. in 1948 | Brazoria County Historical Museum



Description of the Downtown Planning Process

*Why does Freeport need a Comprehensive Downtown Plan?* Like many downtown districts throughout Texas and the United States, Freeport’s Downtown Historic District is experiencing long-term economic, demographic, and physical decline. Numerous structural reasons explain the broader decline of U.S. downtowns, including government subsidies for suburban growth after WWII, the rise of automobile dependency, a shift to big-box retail, perceptions of urban crime, the transition from manufacturing to service jobs, and most recently, the rise of e-commerce. In Freeport’s case, another factor is the Port of Freeport’s decision to relocate residents from the East End—a historically African-American downtown neighborhood—to accommodate expanded operations for the U.S. Customs and Border Protection and U.S. Department of Agriculture (Saathoof 2021). This large-scale urban renewal project essentially evacuated most remaining residents from downtown. Today, downtown Freeport’s physical fabric remains fundamentally intact, though its retail economy and population are mostly absent.

This Comprehensive Plan provides a strategic roadmap to rebuild downtown, capitalizing on the district’s remaining historic architectural fabric and proximity to the Old Brazos River. The plan establishes a community vision for downtown’s economic development, land use and development, historic preservation, and public infrastructure. The Plan translates community values into specific goals and strategic initiatives, offering residents and City leaders urban policy direction for redeveloping downtown.

*What is a Comprehensive Plan and how does it work?* A comprehensive plan is a broad statement of community goals and policies that guide a city’s orderly and coordinated physical development. A comprehensive plan allows a municipality to proactively manage its growth rather than reacting to development proposals on a case-by-case basis without considering the long-term vision of the community. The Plan will result in visions, goals, and initiatives that will help Freeport administer development regulations and guide reinvestment and redevelopment efforts. The Plan anticipates change and provides specific guidance for future economic and administrative actions:

- Establishing vision, goals, and initiatives to provide strategic direction for the community in the areas of economic development, land use and development, historic preservation, and public infrastructure.
- Reflecting the results of citizen involvement, technical

- analysis, and the judgment of decision-makers.
- Providing a means of coordinating the actions of multiple departments and divisions within the City to achieve future development.
  - Providing a basis on which to make land use and zoning decisions in accordance with the Comprehensive Plan.
  - Becoming a means of support for the Planning and Zoning Commission to allow or refuse a zoning change or development.
  - Serving as a guide for infrastructure development and investment.
  - Offering short- and long-term implementation strategies to translate policies into actionable programs and development activities by the City of Freeport, its residents, and other jurisdictional partners.
  - Continuing a process that must be regularly reviewed, revised, and updated as needed to maintain its applicability to current conditions and established priorities.

*What are the City’s most effective planning tools?* As Freeport pursues the revitalization of its downtown, it is crucial to use the tools available and concentrate on aspects within the City’s control. So, what can the City control? Freeport can impact zoning, overlay districts, the design of the public realm (including lighting, landscaping, signage, public art, and parks), parking, code compliance, taxes, city budget priorities, branding, land acquisition, and general involvement of residents and the business community. Conversely, the City cannot control property ownership, parcel size, architectural style, market forces, or actions of state and federal governmental agencies (Kendig Keast Collaborative 2019, 62). Freeport can most effectively drive the revitalization process by focusing on controllable factors.

*Importance of Establishing Shared Values.* The Comprehensive Downtown Plan and Downtown Historic District Design Guidelines result from an 8-month community effort, detailed below. The fundamental purpose of the Plan is to envision a future for Freeport based on shared community values. A successful comprehensive plan establishes these values and outlines the steps necessary to make that vision a reality. To achieve this, the plan must align the community’s vision with tangible public policy, specifically zoning, regulation, and capital investments in public infrastructure. The key phrase here is “shared community values.” Comprehensive plans often fail when they are imposed on communities without local input or buy-in, resulting in plans that sit unread on shelves or city websites due to a lack of local advocacy.

To avoid this pitfall, UTSA’s Center for Urban and Regional Planning Research (CURPR) initiated two public visioning sessions and multiple stakeholder reviews throughout the planning process to ensure the Comprehensive Plan and Downtown Historic District Design Guidelines genuinely reflect the community’s interests and insights. The following description summarizes these activities:

Summary of Public and Stakeholder Outreach

UTSA Presents Contract to Mayor and City Council

- Date: November 6, 2023
- Participants: Ian Caine, Director (UTSA CURPR)
- Location: Freeport, Texas

UTSA Conducts Preliminary Stakeholder Interviews

- Date: November 6, 2023
- Participants: Ian Caine, Director (UTSA CURPR), Tim Kelty, City Manager (City of Freeport); Robert Johnson, Executive Director (City of Freeport EDC); Ana Silbas, Coordinator, Margaret McMahan, Chair, Irene Ocañas, Vice Chair (Main Street Advisory Board); Wade Dillon, Museum Manager (Freeport Historical Museum).
- Location: Freeport, Texas

UTSA Completes Background Assessment

- Date: January 2024
- Description: The UTSA team assembled GIS files, collected socioeconomic data, reviewed existing planning documents, and completed urban analysis drawings.
- Location: San Antonio, Texas

UTSA Conducts Site Assessment

- Dates: February 22-23, 2024
- Participants: Ian Caine, Director and Yaire Padilla, Graduate Assistant (UTSA CURPR); Miyah Lopez (Lake Jackson, Texas).
- Location: Freeport, Texas
- Description: The UTSA team photographed and documented all buildings and landmarks in the downtown district.

Public Visioning Session #1

- Date: March 26, 2024
- Participants: Ian Caine, Director and Yaire Padilla, Graduate Assistant (UTSA CURPR); Megan Worley McDonald (Post Oak Preservation Solutions); Ana Silbas, Robert Johnson (City of Freeport); Irene Ocañas (Design Subcommittee).
- Attendees: 31
- Location: RiverPlace, Freeport, Texas
- Description: Ana Silbas outlined the planning process



Figure 1.7 | Public Visioning Session #1

and schedule. Ian Caine introduced the project team, discussed the parameters of a comprehensive downtown plan, and described topics for the vision session: Public Realm, Historic Preservation, Economics, Programming, and Housing. Participants then broke out into discussion groups to explore these topics in depth. Each group was led by a representative from UTSA or the City of Freeport. After the discussions, the groups reported out their findings to the entire room. Discussion leaders documented the discussions using maps, charts, and sticky notes.

Meeting with Downtown Design Subcommittee

- Date: June 4, 2024
- Participants: Ana Silbas, Robert Johnson (City of Freeport); Melanie Oldham, Irene Ocañas, Betty Lopez (Design Subcommittee); Wade Dillon (Freeport Historical Museum); Ian Caine (UTSA CURPR); Ellis Mumford-Russell, Megan Worley McDonald (Post Oak Preservation Solutions).
- Location: Zoom online meeting.
- Description: UTSA reviewed the project team and schedule and provided a project overview. Post Oak Preservation Solutions (POPS) provided an update



Figure 1.8 | Public Visioning Session #1



on the Downtown Historic District Design Guidelines, focusing on Park Ave. POPS highlighted three key initiatives: establishing a new Freeport Historical Commission, designating a local historic district, and adopting Downtown Historic District Design Guidelines. UTSA described a vision for the public realm, leveraging infrastructure to develop Park Ave., Memorial Park, and the Waterfront Site. Key projects include restoring Memorial Park, enhancing streetscapes, and exploring multifamily housing and event spaces at the Waterfront Site.

Meeting with the Economic Vitality Subcommittee

- Date: June 20, 2024
- Participants: Ana Silbas (City of Freeport); Irene Ocañas, Edith Fischer, Ronnie Martin, Jesse Glatz, Jordan Strother (Economic Vitality Subcommittee); Robert Johnson, Rachael Cohen, Josh Mitchell (Freeport EDC); Ian Caine (UTSA CURPR); Tom Tunstall (UTSA Institute of Economic Development).
- Location: Zoom online meeting.
- Description: UTSA reviewed the project team and schedule, highlighting four historic preservation initiatives: establishing a new Freeport Historical Commission, creating a local historic district, adopting Downtown Historic District Design Guidelines, and applying to the National Register of Historic Places. Public realm initiatives include restoring Memorial Park, developing streetscapes for key streets, and proposing multifamily housing and civic spaces at the Waterfront Site.
- The subcommittee endorsed the preservation and public realm initiatives. UTSA outlined economic development goals: supporting experiential retail, expanding Freeport’s brand, enhancing downtown’s appeal, and prioritizing design. Sixteen initiatives, drawn from previous reports, will consolidate past efforts. The subcommittee recommended examining infrastructure behind Park Ave. and endorsed the economic development vision and goals.

Plan Review with City Manager

- Date: August 21, 2024
- Participants: Lance Petty, Ana Silbas, Wade Dillon (City of Freeport); Robert Johnson (Freeport EDC); Ian Caine (UTSA CURPR); Megan Worley McDonald, Ellis Mumford-Russell (Post Oak Preservation Solutions).
- Location: Zoom online meeting.
- Description: UTSA reviewed vision statements, goals, and selected initiatives for the four primary chapters: Economics and Development, Land Use and

Development, Historic Preservation and Construction, and Infrastructure and Ecology. The presentation covered schematic urban design for Memorial Park, downtown streetscapes, and the Waterfront site.

Public Visioning Session #2

- Date: August 27, 2024
- Participants: Ian Caine (UTSA CURPR); Wade Dillon (Main Street Coordinator), Robert Johnson (Freeport EDC); Irene Ocañas (Design Subcommittee).
- Attendees: 28
- Location: Freeport Historical Museum
- Description. Wade Dillon started the event by introducing the agenda, setting goals, and providing community updates. Ian Caine followed by introducing the project team, outlining the scope and schedule, and presenting the vision, goals, and initiatives for Historic Preservation and Construction and Economics and Development. After his presentation, he paused for 20-30 minutes to allow participants to provide feedback and comments on poster boards.
- Caine then resumed the meeting to present the vision,



Figure 1.9 | Public Visioning Session #2 | Freeport Historical Museum

goals, and initiatives for Infrastructure and Ecology, and Land Use and Housing. He again paused for 20-30 minutes for participant feedback and comments on poster boards. Throughout the event, Ian Caine, Wade Dillon (Main Street Advisory Board), Robert Johnson (Freeport EDC), and Irene Ocañas (Design Subcommittee) were available to receive feedback from participants. Caine informed participants that the UTSA team would take this feedback into account before submitting their final report on October 15.

UTSA Revises Comp Plan and Design Guidelines

- Dates: August-September 2024
- Location: San Antonio, Texas
- Description: The UTSA team made a final round of



Figure 1.10 | Public Visioning Session #2 | Freeport Historical Museum

revisions to reflect outcomes from Vision Session #2 as well as final stakeholder interviews.

Summary of Recent Plans

2023 Freeport Boardwalk | Gensler

Freeport’s deep-rooted connection with its surrounding waterways, including the Brazos River, Brazos Harbor, Wetlands, and the Gulf of Mexico, forms the backdrop for this proposed boardwalk project. This initiative aims to enhance this historical relationship by blending simplicity and diversity, offering the community a renewed vibrancy and programming. The boardwalk design is characterized by its simplicity, following the river’s natural curves while offering a diverse range of spatial experiences to explore. As a symbol of Freeport’s rich cultural heritage, the boardwalk is poised to celebrate the city’s past while igniting excitement for future growth and revitalization.

The document provides an Existing Plan, Demolition Plan, Proposed Overall Plan, Proposed Phase 1 Plan, Phase 1 Development Plan, Four Phasing Options, Three Sections, and Three Views.

2022 Freeport Strategic Community Plan | City of Freeport

This document includes annual reports and plans for the following topics: Municipal Golf Course, Police Department, Fire & EMS, Building and Code Enforcement, GIS Mapping and Property Management, Main Street and Historical Museum, Finance Human Resources and Customer Service, Public Works Department, and Veolia Water and Wastewater Infrastructure. The following sections summarize the Main Street and Historical Museum programs specifically:

The Texas Main Street Program (TMSP) program envisions positively impacting the economic vitality and thoughtful preservation of historic resources across Texas, aligning with the goals of the Texas Historical Commission.

Through guidance and support, TMSP assists designated Main Street programs in creating economically vibrant town centers with sensitive preservation.

The TMSP’s mission revolves around providing technical expertise, resources, and support to Texas Main Street communities, following the National Main Street Four Point Approach®. This approach emphasizes organization, promotion, design, and economic vitality. By fostering partnerships, marketing the business district, capitalizing on unique assets, and stimulating investment, TMSP aims to revitalize downtown areas.

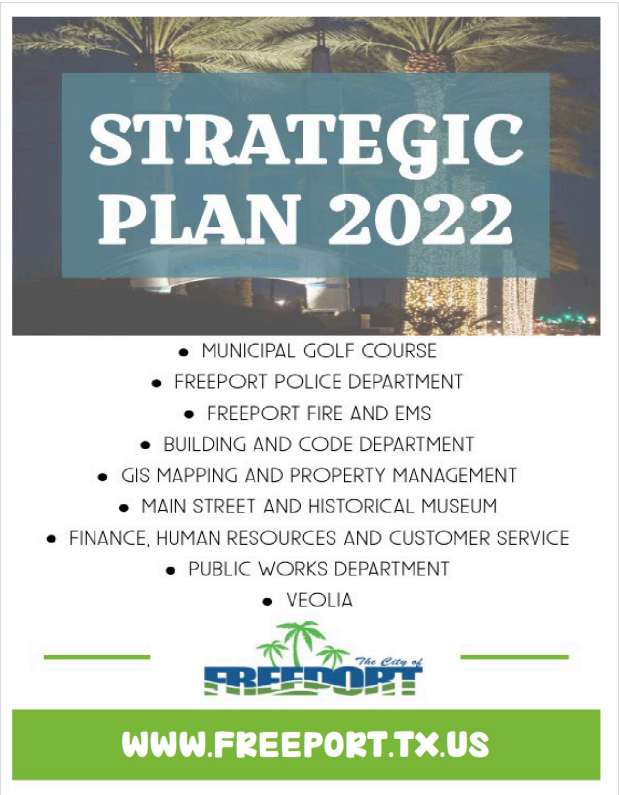


Figure 1.11 | 2022 Freeport Strategic Community Plan | City of Freeport

Currently, there are 90 official Texas Main Street communities ranging in population. These communities have reported over \$4.5 billion in reinvestment, half of which stems from private investment. Moreover, they have contributed 45,000 jobs and 10,500 small businesses to the Texas economy, showcasing the significant economic impact of historic preservation. TMSP staff work closely with designated communities to help them achieve their revitalization and preservation goals. From October 2022 through September 2023, the TMSP sponsored monthly events including markets, festivals, and fundraisers.



The Freeport Historical Museum is committed to educating, interpreting, and preserving the rich coastal history of Freeport, Texas. The museum aims to promote heritage tourism and revitalize Historic Downtown Freeport through engaging exhibits, family-oriented events, and outreach programs. The department focuses on preserving history, supporting local commerce, overseeing museum operations, and coordinating Main Street events. Notably, recent efforts include introducing festive events like the Día de Los Muertos procession and Cinco de Mayo celebrations to attract foot traffic to the downtown area. Plans for future events such as Market Days and Paint & Sip activities require funding for equipment, entertainment, and promotions to continue engaging the community.

2022 Texas Main Street Program | Texas Historical Commission

The 2022 Texas Main Street Program report is a comprehensive guide developed in response to challenges and opportunities identified during the Freeport Resource Team Visit. It builds upon previous studies and aims to provide specific steps for Freeport Main Street over the next three years. The report emphasizes the incremental and strategic nature of the Main Street Approach and offers guidance in selecting a Transformation Strategy, goals, and tasks that are achievable yet impactful for the community.

The report highlights the ambitious expectations of Freeport Main Street participants for downtown revitalization despite significant challenges such as uncertainties from the port’s proximity, limited local spending opportunities, and decades of neglect of downtown buildings. However, stakeholders also recognize significant assets, including renewed enthusiasm for revitalization, walkable central greenspace, proximity to the beach, and an established museum.

Freeport’s entry into the Main Street program signifies a long-term commitment to downtown revitalization. The first three years are crucial, characterized by organizational development, partnership building, and establishing credibility in the community. Recommended actions are categorized under the Main Street Approach’s Four Points—organization, promotion, economic vitality, and design—with each recommendation tagged with a suggested timeline spanning over three years.

**Organization.** The report suggests forming committees, setting mission and vision statements, and installing roadway signs in the first year to establish a strong



Figure 1.12 | Texas Main Street Program | Texas Historical Commission

foundation. It also emphasizes partnerships with local corporations, civic organizations, and volunteers. Additionally, it recommends creating a framework for recruiting new volunteers and establishing a tradition of thanking them. As the program progresses, it suggests exploring alternative funding solutions, considering a youth council or ambassador program, and continuing to build partnerships with local entities.

**Promotion.** In the realm of promotion, the report recommends creating a unique Facebook page dedicated to downtown Freeport, separate from Visit Freeport. It suggests hosting a downtown Clean Up day within the first year or second year. The report also advises evaluating current events and festivals for success and leveraging the port/seaside location in branding efforts. As time progresses, it recommends launching retail promotions and weaving the port/seaside location further into branding efforts.

**Economic Vitality.** For Economic Vitality, the report underscores the importance of building relationships with local and regional economic development partners. It recommends gaining a deeper understanding of market trends and utilizing data from platforms like

DowntownTx.org for property inventory. Collaboration with the Economic Development Corporation (EDC) is emphasized, particularly in coordinating efforts for property development. As the program advances, it suggests focusing on assisting small businesses and identifying specific projects to stimulate investment in downtown Freeport.

**Design.** Regarding Design, the report suggests working closely with Texas Main Street Program (TMSP) design staff to schedule trainings and develop architecture and preservation content for social media. It proposes conducting walking tours to discuss approaches for downtown buildings and clarifying and advertising building improvement grant programs offered by the EDC. The report also recommends prioritizing wayfinding and establishing a Historic Preservation Ordinance in the third year.

The proposed work plan outlines goals and tasks for approximately three years under an overarching Transformation Strategy of building a strong foundation. It recommends four major goals, one for each committee, with tasks outlined under each goal. The board is encouraged to add elements such as measures of success, timelines, budgets, and responsible persons to the work plan.

The next steps include evaluating performance against the work plan annually, making necessary adjustments, and adopting new Transformation Strategies and work plans as needed. Overall, the report provides a comprehensive framework for Freeport Main Street’s revitalization efforts over the next three years.

2020 Downtown Strategic Assessment | Downtown Strategies

This strategic assessment utilizes an asset-based methodology that leverages the community’s existing strengths and potential to evaluate the downtown area. The report focuses on five topics to generate a comprehensive roadmap to revitalization:

**Market Analysis.** The report begins with an in-depth market analysis examining current market conditions, consumer demographics, and economic trends. It identifies key customer segments and their shopping behaviors, providing insights into the demand for various retail categories. The analysis helps understand the strengths and weaknesses of the existing market and identifies opportunities for new retail ventures.

**Policy & Administration.** This section covers the administrative and policy framework necessary to support

downtown retail growth. It recommends establishing an overlay for the Downtown District that incorporates Form-Based Code. This would support the creation of a pedestrian-friendly environment downtown. Topics include signage, shape and density of new buildings, bicycle and parking requirements, building setbacks, minimum lot coverage and floor area ratios, upper floor uses, and ground floor uses.

**Design.** Design focuses on the physical aspects of downtown areas, evaluating the condition of streets, storefronts, pedestrian pathways, and public spaces. The report emphasizes the need for aesthetic improvements, beginning with Complete Streets to accommodate all modes of travel, including pedestrians and bicycles. Complete Streets are good for business, encourage active living, save on transportation costs, and improve public safety.

**Tourism & Promotion.** Tourism and promotion strategies are crucial for positioning downtown as a vibrant retail destination. The report recommends improving wayfinding, recruiting new downtown retailers, and

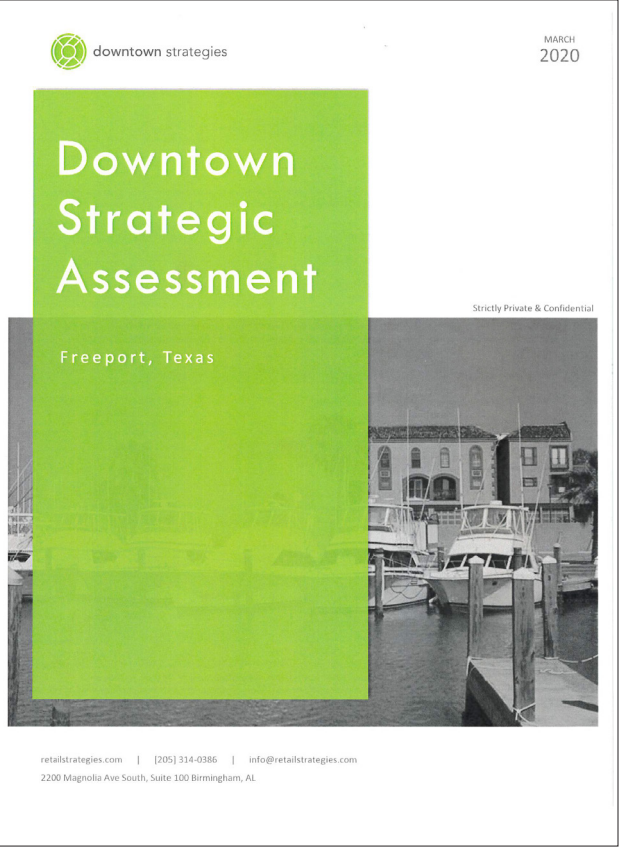


Figure 1.13 | Downtown Strategic Assessment | Downtown Strategies



optimizing the Downtown Facebook Page. Collaborations with local businesses and cultural institutions are suggested to enhance promotional efforts and increase foot traffic.

**Economic Vitality.** Economic vitality is addressed through strategies aimed at supporting existing businesses and attracting new ones. The fundamental recommendation is to partner with downtown property owners to establish temporary, short-term leases in underutilized storefronts. These “pop-up” locations are experiential, temporary, and inexpensive.

*2019 Freeport Board Walk Plan | Insite Architecture Inc*

This document provides an earlier vision of the boardwalk plan. The 2019 Insite plan proposes significantly more investment and construction than the 2022 Gensler plan. The plan proposes intensive mixed-use, including condominium housing, a town square, a conference center, retail, and office space.

*2019 The Future City Report | Kendig Keast Collaborative*

The Freeport Strategic Community Plan lays out a vision for the city’s future, guided by six fundamental principles. First, Freeport commits to being forward-looking, planning for new housing options, quality schools, parks, and a vibrant waterfront. Second, the city prioritizes quality, seeking lasting value in public and private development endeavors. Third, Freeport adopts a collaborative approach to tackle significant issues like stormwater management and transportation, fostering partnerships and participating in regional decision-making.

Fourth, the city pledges to proactively shape its narrative, invest strategically, and enhance its image. Fifth, Freeport emphasizes transparency, setting clear goals through long-term planning and engaging citizens in decision-making. Lastly, the city aims for resilience, building on its strengths while adapting to economic trends and changes.

In terms of land use and growth, Freeport identifies strategic action priorities including maintaining existing housing and neighborhoods, incentivizing new housing development, and updating development regulations to align with community objectives. Regarding transportation and mobility, priorities involve proactive maintenance of infrastructure, integrating complete streets concepts, and planning for future transportation technologies. Additionally, Freeport emphasizes the importance of developing an active transportation network and ensuring resilience in transportation planning.

Growth opportunities are outlined, focusing on preparing

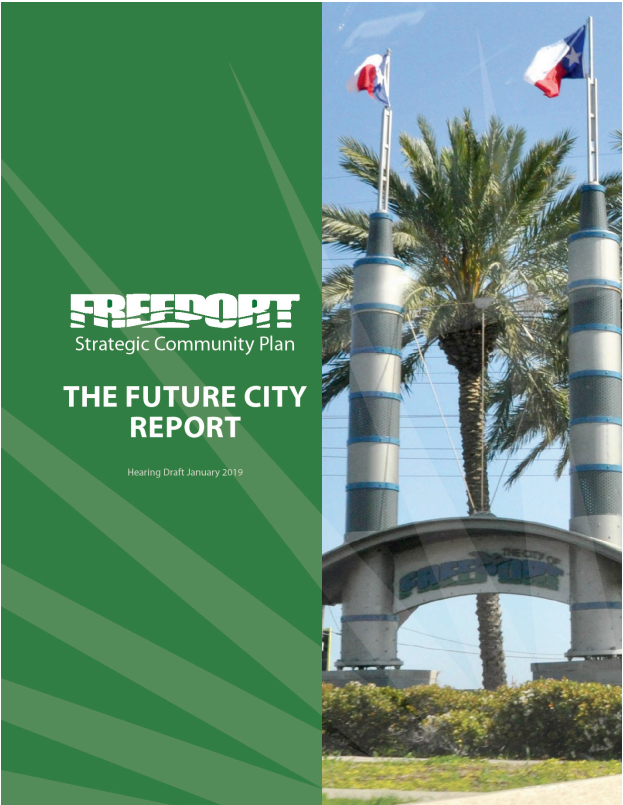


Figure 1.14 | The Future City Report | Kendig Keast Collaborative

utility master plans, conducting assessments for road conditions, and creating mechanisms for residents to report infrastructure issues. The plan suggests the establishment of a Public Works Department and collaboration with partners like Port Freeport to support city growth. Economic opportunities are also highlighted, including marketing initiatives to promote Freeport’s unique characteristics, prioritizing infrastructure upgrades, and supporting local businesses.

The plan addresses land use around the Old Brazos River, emphasizing mixed-use developments and maintaining public spaces. In terms of parks and recreation, strategic priorities include developing sports complexes, completing a Parks and Recreation Master Plan, and enhancing waterfront access. The plan also underscores the importance of branding Freeport to improve its image and attract tourism.

Implementation methods encompass capital projects, programs, and initiatives, regulations and standards, partnerships and coordination, and targeted planning studies. The plan advocates for the creation of a Capital Improvements Program to prioritize major projects and emphasizes the role of partnerships in achieving

community goals.

*2019 Freeport Market Assessment | City of Freeport*

Freeport, situated in Brazoria County, has a population of approximately 13,000, but its regional Primary Trade Area encompasses over 32,000 people. Known for its slogan “Where Fun Happens,” Freeport offers diverse retail opportunities and exciting adventures within the city limits. Renowned for fishing, boating, and boasting world-class beaches along the Gulf of Mexico, Freeport is a top destination for outdoor enthusiasts.

The Primary Trade Area (PTA) methodology involved a customer intercept study conducted by Catalyst in April 2018, which gathered over 3,075 unique samples within a 365-day period from Baywood Foods in Freeport. Common Evening Locations (C.E.L) identified from the samples were geocoded to establish Primary Trade Areas. Catalyst utilized a 70.3% capture rate of the C.E.L. to delineate Freeport’s Primary Trade Area. This study focused solely on samples with two or more visits to depict a realistic “core customer.”

Median Household Income and Average Household Income in the PTA significantly exceed those of Freeport.



Figure 1.15 | 2019 Market Assessment | Courtland Holman

Similarly, Median/Average Home Value and educational attainment levels are significantly higher in the PTA than in Freeport.

The top 10 ranked psychographic segments for Freeport, Texas’ primary trade area, present diverse demographic profiles. “Los Trabajadores” neighborhoods, despite the name meaning “workers,” have a high reliance on public assistance income but also exhibit higher-than-average income levels, predominantly from blue-collar occupations. They are characterized by a young population, with significant levels of children under six and single-parent households.

“Los Novios” neighborhoods boast the highest percentage of married-with-children households, with a youthful demographic profile. “Los Solteros” areas also have high-income levels yet feature predominantly single households with above-average levels of children. “Los Padres” neighborhoods have a substantial presence of children and single-parent households. “Kindred Spirits” comprise middle-class earners, predominantly in blue-collar and white-collar occupations. “Doublewides” areas feature mobile homes, with residents engaged in manual labor jobs. “SM Seeks SF” neighborhoods are predominantly singles seeking marriage with moderate incomes.

“American Knights” areas house young families with above-average incomes from white-collar professions. Finally, “Suburban Singles” neighborhoods feature single-parent households with middle-class incomes but face challenges due to lower educational attainment. “Fertile Acres” areas represent rural communities with high reliance on farming income, characterized by comfortable living standards and an aging population.

Freeport’s major employers include Dow Chemical Company, Wood Group, Brazos Independent School District, Olin Corporation, Fluor, BASF Corporation, and JACOBS.

## 02 Leverage | Preservation and Construction



## 02 Leverage | Preservation and Construction

Downtown Freeport is facing an existential crisis, caught in a cycle of economic decline and the steady loss of its historic buildings. Immediate action is needed to stabilize the area, or the ongoing deterioration will continue to discourage investment and weaken prospects for future growth. This chapter proposes financial and administrative, including a Downtown Historic District, to protect what remains. Safeguarding Freeport’s historic fabric is more than just preserving heritage—it’s a critical strategy for revitalizing the area and positioning it as a future hub of economic and cultural activity.

### Opportunities

*Potential benefits of historic preservation.* Communities across the U.S. promote historic preservation because it enhances neighborhood livability, improves quality of life, reduces environmental impacts, and boosts local economies. As Freeport revitalizes its downtown, it must find a way to simultaneously modernize and protect the area’s unique historical character. Preserving existing historic resources will become a vital part of Freeport’s strategy to maintain its community character and livability.

Historic preservation leverages material and cultural connections to the past to help identify the best options for the future. The town’s historic buildings tell the story of the community’s evolution, creating a sense of place for residents and offering visitors a tangible link to its unique heritage. By preserving these resources, Freeport can maintain its cultural identity and promote sustainable, heritage-driven development that benefits the community and the local economy. Here are some of the specific benefits of historic preservation:

*Construction quality.* Many historic structures in downtown Freeport were built with high-quality materials and craftsmanship. Even the more modest buildings often used well-seasoned, air-dried lumber, which reduced moisture content and improved durability. This lumber was also milled to full dimensions (e.g., a true 2x4), making it denser and structurally stronger than modern lumber, which is cut to smaller, nominal sizes. Masonry walls were carefully constructed to fit together precisely, creating buildings with substantial stability. Additionally, these structures were designed with attention to detail, and their material finishes, such as fixtures, wood floors, and trim, were generally of excellent quality—features that current owners recognize and value. All of these characteristics contribute to the longevity and stability of historic buildings.

*Adaptability.* Owners often discover that the floor plans of historic buildings can easily adapt to accommodate

modern lifestyles and programs. Even smaller historic buildings are typically located on sites that allow for additions if necessary, offering flexibility without sacrificing the integrity of the original design. This adaptability not only enhances livability but also supports the long-term preservation of these structures, making them valuable assets in historic downtowns like Freeport.

*Livability and quality of life.* When grouped together, older buildings create a pedestrian-friendly urban fabric that promotes walking and fosters neighborly interaction. The presence of mature trees and distinctive architectural features further enhances the area, contributing to a strong sense of identity often missing in newer developments. These qualities make historic areas more attractive and livable, helping to create desirable places where people want to live and work. By preserving these buildings, communities like Freeport can maintain a higher quality of life, offering environments that encourage social engagement and a unique sense of place.

*Environmental benefits.* Preserving a historic structure provides substantial environmental benefits by conserving energy and reducing the need for new construction materials. This approach achieves energy savings in four specific ways:

- It avoids the energy consumption required for building demolition, debris disposal, and landfill use.
- It eliminates the energy needed to produce, transport, and assemble new construction materials.
- It retains the “embodied” energy used in creating the original building and its components, maximizing the efficiency of past resource investments.

Reusing older buildings or salvaged materials decreases the demand for new lumber and other resources, minimizing the environmental impact in areas where those materials are harvested. By preserving and reusing historic structures, communities like Freeport can significantly enhance environmental sustainability, reduce their carbon footprint, and preserve architectural character and cultural heritage, all while adding long-term value to the area.

*Economic benefits.* Preservation often contributes more to local economies than new construction because a higher percentage of each dollar spent is allocated to labor and locally sourced materials. In contrast, new construction typically requires more spending on materials produced outside the local economy and on specialized skills brought in from elsewhere. Studies by organizations like the National Trust for Historic Preservation have shown that rehabilitation projects generate a greater “multiplier

effect,” meaning that more money circulates within the local community, stimulating local jobs and businesses (National Trust for Historic Preservation 2015; Place Economics 2005).

Beyond the direct economic benefits, historic preservation fosters charm and character, which attract visitors and encourage tourism. Many small towns nationwide have successfully leveraged their historic resources to develop profitable tourism-based economies. In communities like Freeport, preserving historic buildings not only strengthens the local economy through rehabilitation but also enhances the town’s appeal to tourists, contributing to long-term economic growth and sustainability.

### Defining Downtown Freeport

There are several ways to define Downtown Freeport. Historically, “Downtown” refers to the original commercial area established along Memorial Park after Freeport’s founding in 1912. As the town grew and prospered, the downtown area expanded, particularly to the west and south. This chapter will explore three potential designations for Freeport’s Downtown Historic District (a local historic district), a National Register of Historic Places District, and a Texas Main Street Program boundary.

*Local historic district designation.* This refers to the proposed Downtown Historic District in Freeport, to be overseen by the Freeport Historic Commission. If enacted, the district would be subject to local regulation to protect its distinctive physical character. Local historic districts typically impose the highest level of preservation oversight, as municipalities with historic preservation ordinances, like Freeport, can review alterations to designated landmarks and buildings within the district. This includes reviewing additions, modifications, and new construction to ensure the projects maintain the district’s historic integrity.

Only buildings within the district’s boundaries undergo review, while non-historic structures or those outside the district remain exempt. The preservation commission should establish clear design guidelines to ensure fair evaluations of proposals, using objective, written standards to maintain consistency and transparency in decision-making.

*National Register of Historic Places Designation.* This plan proposes that the City of Freeport submit its historic downtown district to the National Register of Historic Places. The city would determine these boundaries in consultation with the Texas Historical Commission. If

approved, this designation would recognize Freeport’s unique architectural heritage while allowing property owners to access State and Federal Rehabilitation tax credits for restoration projects. Although these boundaries might overlap with the local historic district, they won’t necessarily be identical.

Unlike local historic district regulations, a National Register listing does not impose direct restrictions on property owners. However, it does trigger a Section 106 review for any projects involving federal funding or approvals under the National Historic Preservation Act. This review assesses whether the proposed project will negatively impact historic resources. The process involves consultation with the Texas Historical Commission, the National Park Service, and local stakeholders to evaluate potential adverse effects.

Section 106 does not necessarily prevent the demolition or alteration of National Register-listed properties, but it may require mitigation measures. For example, if demolition is unavoidable, the project may need to document the resource through photographs and drawings, which are then preserved in local archives, like museums or libraries, to maintain a historical record. This ensures that even if the resource is lost, a historical record is preserved for future generations.

*Texas Main Street Program Designation.* This designation refers to the area targeted for revitalization by the Freeport Main Street Program, which is authorized by the Texas Historical Commission. Freeport was previously certified as a Texas Main Street community from 2000-2010. A lack of support from local government officials ultimately led to the program’s dissolution. Freeport re-applied to the Texas Main Street Program in 2022 with vital support from a new administration and the Freeport Economic Development Corporation and was recertified the same year.

Today, the Freeport Main Street Program represents a critical platform to preserve the city’s heritage while driving economic growth and community engagement. Freeport joins 85 other Texas Main Street communities, which range in size and have collectively generated over \$5 billion in reinvestment in their historic downtowns. These communities have contributed more than 48,000 jobs and 12,000 small businesses to the state’s economy, demonstrating the potential impact of historic preservation on economic development (Texas Historical Commission 2024).

To accomplish these goals, the Freeport Main Street Program leverages the National Main Street Four Point





Figure 2.1a | Partial map of downtown historic resources (for a complete inventory see Downtown Historic District Design Guidelines)



**01** 231 W. 2nd St. Built as a Conoco Service Station which operated well into the 1960s.



**02** 230 W. 2nd St. Occupied by a series of restaurants since its construction: Ace's Cafe (1951), the Cherokee Inn restaurant (1962), Country Boy Bar-B-Q (1971).



**03** 200 W. 2nd St. Three-story building constructed by the Freeport First National Bank. The first and second floor served banking functions, while the third floor was leased for private offices.



**04** 127 W. 2nd St. Built for Brockman & Company, a department store. The C.R. Anthony Company occupied the building from 1951-1968.



**05** 208-10 W. Broad St. Built by Claude A. Stringer (known as the Stringer Building) and originally housed his Star Dry Cleaners business, as well as Russell's sewing appliance store.



**06** 120 W. Broad St. Occupied by the Twentieth Century Club in 1955. The awning has been removed and transom is boarded.

Approach® (Texas Historical Commission 2024):

- **Organization.** Partnerships between stakeholders create a shared vision for downtown revitalization.
- **Promotion.** Efforts focus on marketing the district as the center of community activities, goods, and services.
- **Design.** Preservation-based tools and ordinances help maintain the district's authenticity while enhancing its physical assets and heritage through building rehabilitations and planning.
- **Economic Vitality.** Targeted programs identify new market opportunities, encourage investment, and find new uses for historic commercial buildings.

This comprehensive approach aims to transform downtown Freeport into a dynamic hub for commerce, culture, and community engagement, leveraging the area's historical character to foster long-term economic growth.

**Constraints**

Historic preservation, particularly in the context of a local historic district, can also present additional obligations and burdens for property owners and municipalities:

**Renovation costs.** One of the primary challenges for property owners is the potential cost of maintaining or restoring historic buildings to meet preservation

standards. These guidelines often require using specific materials or methods that are more expensive than modern alternatives, which can deter property improvements or lead to financial strain.

**Restrictions on property owners.** Additionally, property owners may face restrictions on how they can modify their buildings, as alterations must typically align with the district's historic character. This can limit personal or commercial flexibility, making it harder to adapt or expand properties for modern programs.

**Administrative burdens.** For municipalities, administering a local historic district requires establishing a commission to oversee and enforce preservation guidelines, which can be resource-intensive. This involves staff time, review processes, and potential conflicts with property owners who feel restricted by the regulations. In some cases, there may also be a lack of local expertise or funds for adequately supporting preservation efforts, leading to further burdens on municipal budgets. These challenges must be balanced against the cultural and economic benefits preservation can provide.

Historic preservation is a long-term community investment that enhances cultural continuity, economic



**07** 101 W. Broad St. The Freeport Pharmacy was one of Freeport's original businesses, occupying a one-story, wood-frame building on the site. The present building was constructed in 1940.



**08** 224 W. Park Ave. Constructed as a one-story building for the Freeport National Bank. Second story added in 1915 for the Houston & Brazos Valley Railway. A two-story addition was added in 1918.



**09** 315 E. Park Ave. Built for Parker Motors Company, which sold Lincoln and Mercury automobiles and housed a service department.



**10** 303 E. Park Ave. The Velasco Masonic Lodge spearheaded the effort to construct the lodge. The first floor was rented out to various businesses as a commercial space with lodging above.



**11** 215 E. Park Ave. Constructed in 1940 as the Ora Theater, which operated until 1953. It was originally designed with a seating capacity of 550. It later housed the Bargain Furniture Co. during the 1950s and 1960s.



**12** 201 E. Park Ave. Tobey Hardware Co. was formed in 1917 as both a retail and wholesale hardware store and occupied this building well into the late 20th century.

Figure 2.1b | Partial inventory of downtown historic resources (for a complete inventory see Downtown Historic District Design Guidelines)





Figure 2.2 | The razing of Freeport’s East End | Google Earth

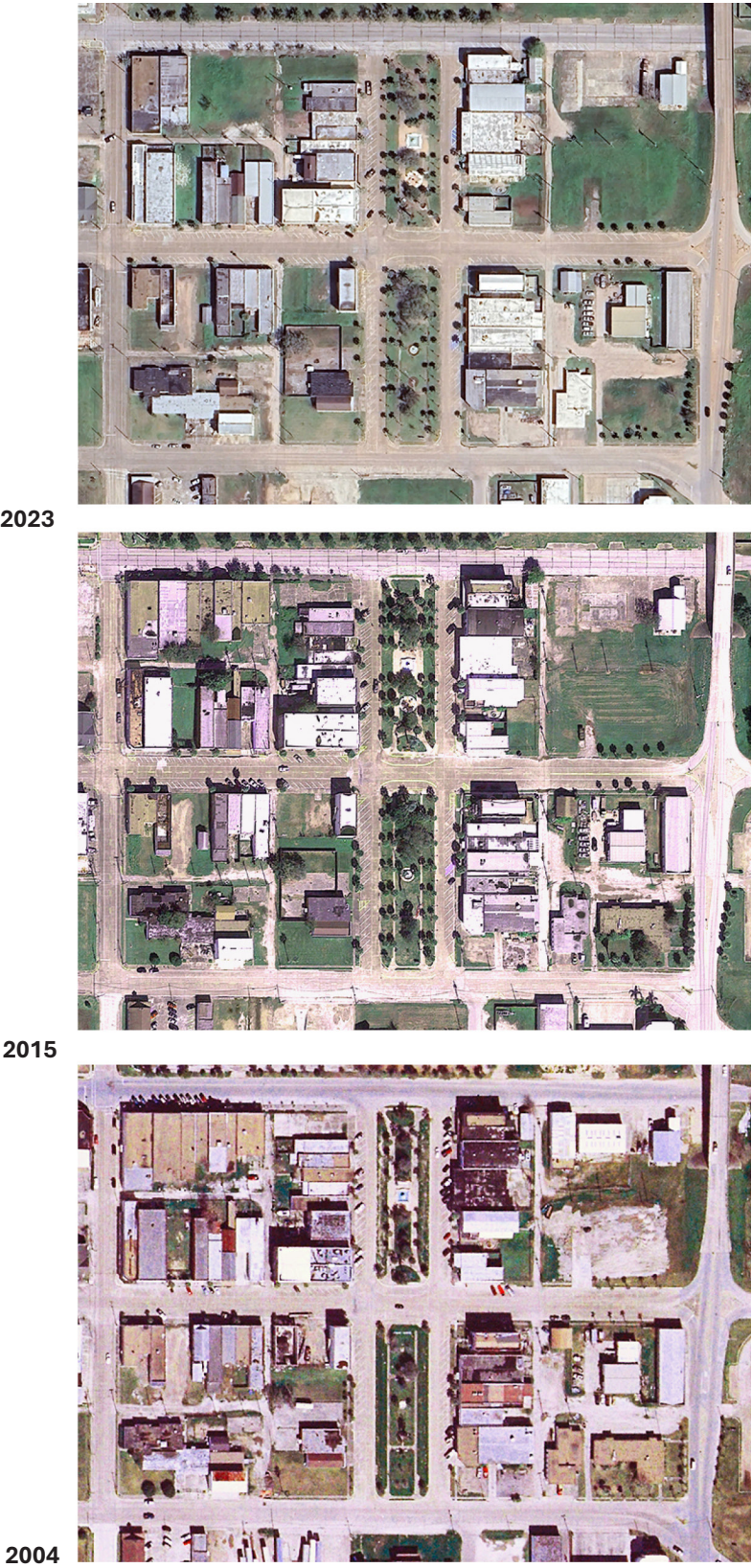


Figure 2.3 | Loss of Downtown historic fabric over 20-year period | Google Earth

vitality, and overall city sustainability. While preservation policies may impose constraints, careful planning can mitigate challenges. Guidelines may restrict alterations or require specific materials, but with adequate preparation, these costs can be managed without overwhelming property owners.

Municipalities play a crucial role by providing technical assistance, grants, or tax incentives to help offset compliance costs. When property owners and local governments plan for these limitations and understand the benefits, preservation strengthens community identity and promotes long-term economic stability. With clear communication, supportive policies, and thoughtful administration, historic preservation provides a practical framework for urban planning, fostering heritage conservation and growth without undue strain on stakeholders.

*Razing of Freeport’s East End.* The Port of Freeport generated intense controversy in the mid-2000s when it began acquiring land to expand its operations, including twenty-four square blocks of an African American neighborhood east of Freeport’s historic downtown. The Port’s expansion targeted hundreds of vacant and occupied properties, displacing hundreds of homeowners, churches, and businesses. The Port acquired the land through a combination of buyer/seller agreements, deed-for-deed exchange programs, and eminent domain (Saathoff 2021).

Multiple landowners resisted the expansion, eventually filing a Title VI complaint against Port Freeport and the City of Freeport for racial discrimination. In 2022, the non-profit organization Preservation Texas named Freeport the most endangered neighborhood in the state, citing its historical, architectural, and cultural value (Hagerty 2022).

This history has created deep mistrust between the Port of Freeport, local residents, and city government. During a recent vision session, several residents voiced concerns that the Port might use eminent domain again, potentially erasing what remains of downtown Freeport.

Beyond the social and political implications, this scenario has been deeply damaging from a preservation perspective. Continued demolition of historically significant buildings will undermine Freeport’s cultural and architectural legacy, making it impossible to protect the assets necessary to establish a local historic district. The continued loss of resources would further erode the town’s identity, hindering future efforts to use historic preservation as a catalyst for community and economic development. Moving forward, city leaders, residents,



Figure 2.4 | Damage from Hurricane Beryl has eroded historic fabric

and the Port of Freeport must work together to balance economic growth, community integrity, and historic preservation.

*Continued loss of downtown urban fabric.* Over the same twenty-year period, Freeport’s historic downtown has experienced a significant and steady loss of its urban fabric, driven by demolitions and natural events such as Hurricane Beryl in July 2024. This ongoing erosion of historic structures poses a serious threat to the area’s cultural identity and sense of place. More critically, the continued loss of historic buildings presents an existential threat to future development efforts in downtown Freeport, particularly in establishing a vibrant historic district or a tourism-driven economy.

Without immediate action, the deterioration will undermine any long-term plans for revitalizing the area, creating a cycle of decline that discourages investment and weakens the potential for future growth. To reverse this trend, the City of Freeport must prioritize the stabilization and preservation of its remaining historic assets. This can be achieved through financial subsidies for property owners to restore and maintain their buildings, as well as interpreting codes to emphasize preservation over demolition.

Additionally, the proposed Downtown Historic District will provide essential guidelines to protect what remains, offering a framework that ensures new development complements, rather than erodes, the historical character of the area. Protecting Freeport’s historic fabric is not only a matter of heritage but is vital for positioning the downtown as a destination for future economic and cultural growth.



02 Leverage | Vision, Goals, and Initiatives

**Leverage | Preservation and Construction**

**Vision**

Build strong administrative and financial structures, foster a culture of historic preservation, and protect the resources that define Freeport’s unique identity to create a thriving Downtown Historic District.

**Goals**

A Establish an administrative structure that supports a thriving Downtown Historic District.

B Establish a financial structure that supports a thriving Downtown Historic District.

C Cultivate and expand the culture of historic preservation in the community.

D Protect the physical and cultural resources that create Freeport’s identity.

The following Initiatives are specific actions the City can take towards advancing these Vision and Goals:

Initiative: Separate Freeport Historical Commission and Main Street Advisory Board. (A)

Separating the Freeport Historical Commission from the Main Street Advisory Board is necessary for several reasons. First, the Main Street Advisory Board focuses on promoting downtown businesses, which may lead to conflicts when regulating changes to the historic district. Their focus on business promotion could compromise their ability to enforce preservation standards. Second, since the Main Street Board primarily handles events and business-related activities, its members may lack the expertise needed for design review and may not be equipped to consistently evaluate Certificate of Appropriateness applications.

A dedicated historical commission should include members with relevant expertise, such as an architect, builder, developer, historian, and public representative. Some communities use their planning commission to handle historic reviews due to their experience with design guidelines, but for Freeport to pursue Certified Local Government status, a separate historical commission is essential.

Once established, the Freeport Historical Commission should ensure all commissioners receive training. The National Alliance of Preservation Commissions offers

training programs and free resources to help commissions perform effectively.

This change will require an update to the “Historical Commission and Main Street Advisory Board” ordinance, separating the two bodies (Code of Ordinances, Chapter 2, Article IV, Division 3).

Initiative: Train the First Cohort of Historical Commissioners. (A)

After the Freeport Historical Commission is established, it is essential that all commissioners undergo Design Review training to effectively prepare for their roles in guiding preservation efforts. This training will ensure that the commissioners are equipped to make informed decisions regarding the preservation and development of Freeport’s historic assets.

If Freeport applies for the Certified Local Government (CLG) program, the Texas Historical Commission offers free commission training as part of the certification process, making this a valuable opportunity for foundational education. Additionally, the National Alliance of Preservation Commissions (NAPC), a highly respected non-profit organization, offers further training options through its Commission Assistance and Mentoring Program (CAMP). This specialized program provides commissioners with advanced knowledge and practical tools for managing local preservation initiatives, including conducting design reviews and understanding preservation laws and guidelines.

By participating in both CLG and CAMP training, the Freeport Historical Commission will gain the skills needed to effectively oversee the preservation of the city’s historical and architectural heritage. These programs not only enhance the commissioners’ capabilities but also strengthen the overall preservation program, ensuring long-term success for Freeport’s historic preservation efforts. Such comprehensive training prepares the commission to confidently manage the complexities of preservation in a growing urban environment.

Initiative: Establish a local historic district. (A)

Section 157.105 of the Freeport Historic Preservation Ordinance (Zoning and Subdivision Ordinances, Chapter 157: Historic Preservation) empowers the Freeport Historical Commission to designate local historic districts (LHD) to preserve the historic character of downtown. Establishing an local historic district ensures that all

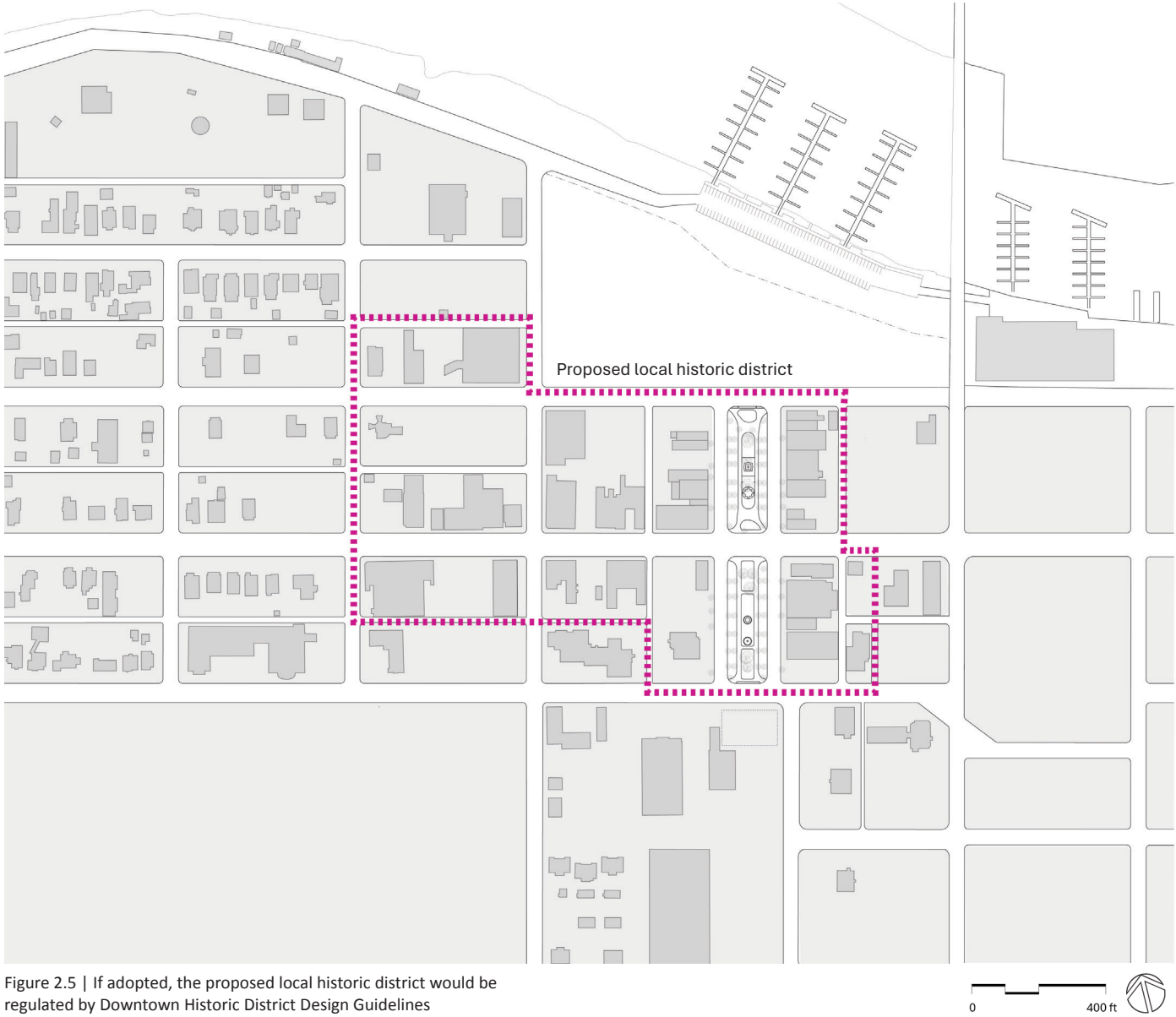


Figure 2.5 | If adopted, the proposed local historic district would be regulated by Downtown Historic District Design Guidelines

major alterations, including demolition, to contributing structures must undergo review by the Commission. This process helps maintain the architectural and cultural integrity of the district. After a survey of downtown Freeport in early 2024, this plan recommends defining the local historic district’s boundaries based on the area with the highest concentration of intact historic commercial buildings. This will allow the district to focus on protecting the most significant resources while encouraging effective preservation and development.

A local historic district is an overlay that is separate from any other existing zoning overlays, which have a different

purpose from historic preservation. A local historic district does not replace or supplant any existing base zoning or overlapping zoning overlays.

The proposed Freeport Downtown Historic District consists of 53 commercial buildings constructed between 1912 and 1970, 38 of which are of historic age and retain sufficient integrity to contribute to the district. Only buildings constructed initially as commercial or institutional buildings were included in the district; churches and single-family residences were intentionally excluded.

To adopt the proposed local historic district, the Freeport



Historical Commission must hold a public meeting, ensuring all property owners within the proposed district receive advance notice. During the meeting, the proposed district boundaries will be presented, followed by an opportunity for public comment. After considering the feedback, the Freeport Historical Commission will vote on whether to recommend the district boundaries. If approved, the recommendation is forwarded to the Freeport Planning Commission, which will also hold a public meeting to review the boundaries. If the Planning Commission approves, they will send their recommendation to the Freeport City Council for final approval and official adoption of the local historic district.

The timeline for adopting the local historic district depends on when the Freeport Historical Commission proposes the district boundaries. Once the Historical Commission makes its recommendation, the proposal must be submitted to the Planning Commission within 30 days. The Planning Commission is then required to hold a public hearing on the proposed district within 45 days of receiving it.

After the hearing, the Planning Commission has another 45 days to make its recommendation to the City Council. Once the City Council receives the recommendation, they must schedule and hold a public hearing within 45 days to make a final decision on adopting the local historic district.

Following the adoption of the local historic district by the Freeport City Council, owners of contributing properties within the Freeport Downtown Commercial District will be required to apply for a Certificate of Appropriateness (COA) for any major changes to the building.

The following changes require the Historic Commission to issue a COA:

- Construction of a new structure
- Addition to a structure
- Window replacement
- Storefront replacement
- Removal or demolition (in whole or in part) of a historic resource
- Applying a new exterior siding material
- Adding a new window, door, or dormer
- Awning/Canopy replacement or installation
- Creating a driveway or a parking area
- Adding a satellite dish (TV) or other mechanical equipment, solar panel, etc
- Building or enclosing a porch, carport, deck fence, or garage
- The alteration of any exterior features of commercial

structures, non-residential structures, bed and breakfasts, or residential structures used as or changing to non-residential or commercial use

The following changes require a COA and may be brought before city staff for approval (though Staff may request commission review):

- Replacement of materials or features in kind
- The construction of a new sign or changes to an existing sign
- Storefront modification
- Roof repair/replacement
- Lighting
- The following changes do NOT require a COA:
- Routine repairs and maintenance
- Painting and paint colors
- Landscaping
- Interior work
- A/C systems repair
- Temporary features, such as street furniture

**Initiative: Adopt Downtown Historic District Design Guidelines by Ordinance. (A)**

After the Freeport Downtown Historic District is adopted, the Freeport Historical Commission will present a set of proposed Downtown Historic District Design Guidelines at a publicly announced Commission meeting. These guidelines will guide property owners and Historical District Commissioners through the design review process. Following the presentation, the Planning Commission will review and approve the guidelines before forwarding them to the City Council for a final vote.

Once adopted, the Freeport Downtown Historic District Design Guidelines will become an essential tool for Commissioners in the design review process and serve as a valuable resource for property owners, helping them understand and follow the district’s preservation standards. These Guidelines supplement the United States Secretary of the Interior’s Standards for Rehabilitation cited in the historic preservation ordinance (Zoning and Subdivision Ordinances, Chapter 157, Section 108).

The general guidance in the ordinance applies to all locally designated landmarks or districts; however, each designated local historic district should have its own set of historic district design guidelines tailored to the unique character of its historic resources.

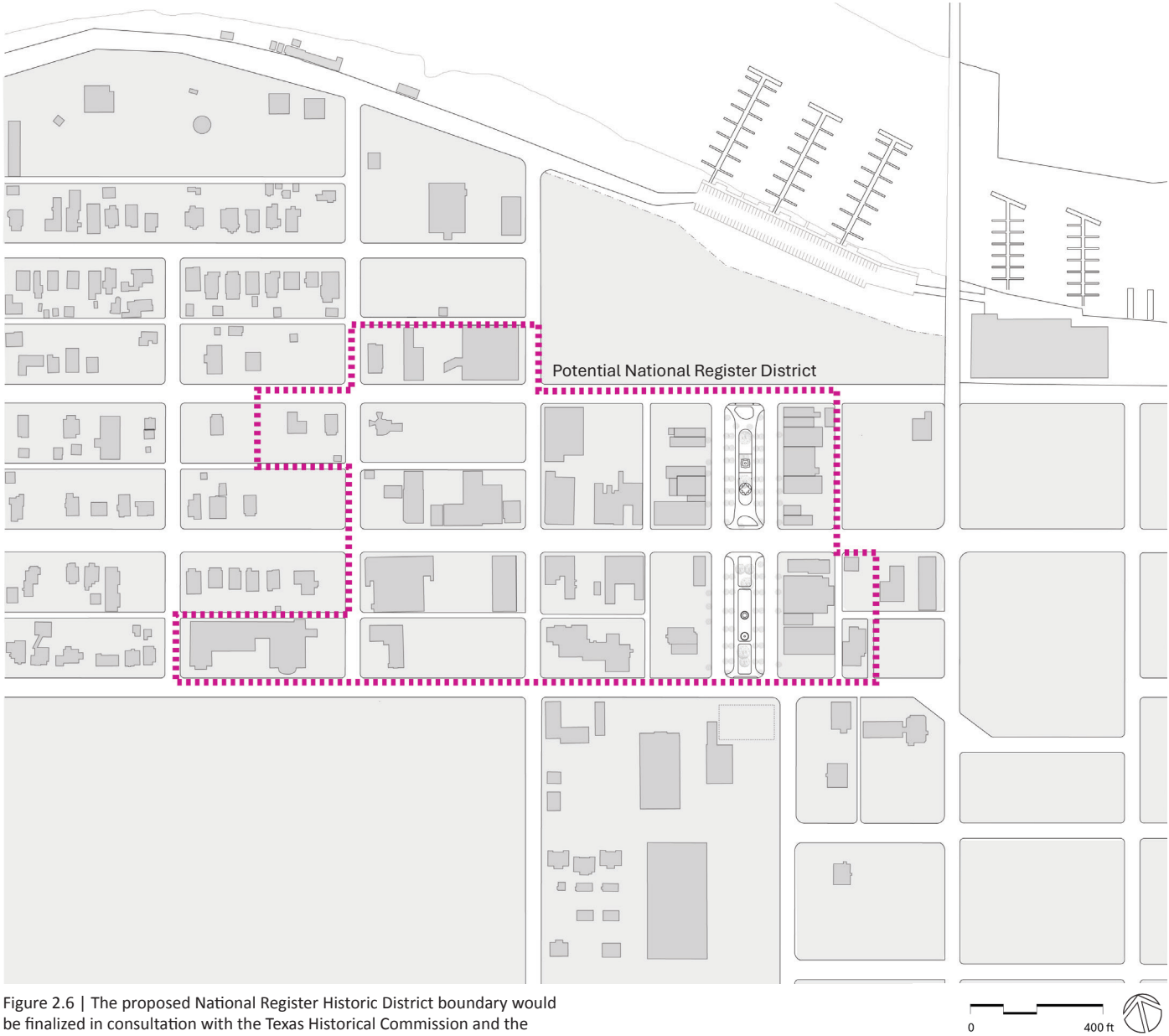


Figure 2.6 | The proposed National Register Historic District boundary would be finalized in consultation with the Texas Historical Commission and the National Park Service

**Initiative: Create a National Register of Historic Places Historic District. (A)**

The Freeport Economic Development Corporation (EDC) or Freeport Main Street Program is well-positioned to initiate the National Register listing process. Owners of National Register-listed buildings in the Downtown District could benefit from federal and state tax incentives, especially if their properties generate income or house non-profits. By spearheading the National Register

application, the EDC or Main Street Program could help property owners access these valuable tax credits. The City of Freeport, depending on its priorities, might choose to pursue a National Register Historic District before designating a local historic district. Whatever the City decides, it is best to designate the two districts separately to avoid confusion.

The National Register Historic District process begins with a formal inquiry to the Texas Historical Commission, which would also work with the City to establish the district’s boundaries. Since the National Register process

|     | <i>Applies to</i>                  | <i>Value</i> |     | <i>Eligible Uses</i>           | <i>Req'd Designation</i> | <i>Investment Threshold</i> | <i>Time limit</i> |
|-----|------------------------------------|--------------|-----|--------------------------------|--------------------------|-----------------------------|-------------------|
| TX  | Franchise OR Insurance premium tax | 25% QREs     | Yes | Income producing or non-profit | NR, RTHL, SAL            | \$5,000                     | None              |
| FED | Beach users                        | 20% QREs     | No  | Income producing               | NR                       | = to value of building      | 2 or 5 Years      |

is completely independent from the process to create a local historic district, the boundaries of the two districts can be different. This is a common outcome. The National Register Historic District may encompass a broader area than the local historic district because National designation does not impose any review requirements on property owners and provides financial incentives, making it less burdensome for them. Alternatively, the City may seek to align the National Register Historic District and local historic district for simplicity’s sake. Ultimately, the final boundaries of the National Register Historic District will be determined in consultation with the Texas Historical Commission and National Park Service.

**Summary of Benefits.** The National Register is an official federal list of sites, structures, objects, and districts that contain significant historical, architectural, archeological, and cultural value and are therefore deemed worthy of preservation. The National Park Service maintains the list, authorized by the National Historic Preservation Act of 1966. National Register listing confers multiple benefits to property owners, including increased prestige, an incentive to preserve the property, information about historic properties for local and statewide planning purposes, and increased opportunities for tourism and economic development. National Register listing

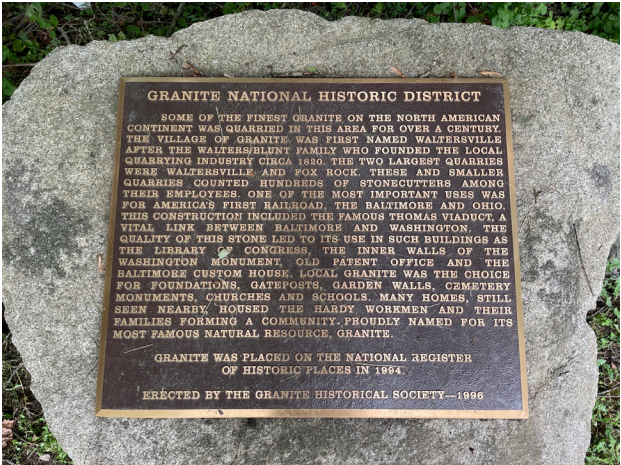


Figure 2.7 | National Register of Historic Places Plaque | JJonah CC 4.0

also incurs valuable financial incentives for owners of contributing properties in the form of State and Federal Rehabilitation tax credits (described below). National Register listing places no restrictions on what property owners can do with their buildings.

While National Register historic districts in Brazoria County largely consist of residential districts, nearby commercial historic districts are located in Wharton (West Milam Street Mercantile Historic District, Wharton County Courthouse Historic Commercial District), Houston (Main Street/Market Square Historic District) and Galveston (the Strand Historic District).

**Criteria for a National Register Historic District.** For districts, sites, buildings, structures, objects, and districts to qualify for the National Register, they must be at least 50 years old and be associated with significant historical events; associated with the lives of significant historical people; demonstrate distinctive design characteristics; or provide important information about prehistory or history. For Downtown Freeport to qualify as a historic district, it must consist of a geographically defined area and possess “...a significant concentration, linkage, or continuity of sites, buildings, structures, or objects united by past events or aesthetically by plan or physical development (National Archives, “Part 60 National Register of Historic Places”).”

**Process for listing a National Register Historic District.** To initiate the National Register listing process, one must contact the State Historic Preservation Office (SHPO), which in Texas is the Texas Historical Commission (THC). The first steps for potential historic districts include conducting a historic resources survey and submitting a Determination of Eligibility (DOE) to the THC. The DOE outlines preliminary information, including the district’s developmental history, areas of significance, proposed boundaries, and photographic documentation. Once the THC approves the DOE, they will provide the necessary forms to start the formal nomination process.

The nomination requires detailed documentation,

including a historic context that explains the district’s significance, a physical description of the area, maps, figures, and current photographs. THC staff review the nomination and typically request multiple rounds of revisions. After completing the final draft, the nomination is presented to the Texas State Board of Review (SBR), which meets three times annually. If approved, the nomination is forwarded to the National Park Service for final certification. The entire process generally takes at least one year, from project inception to certification by the National Park Service. More information is available on the Texas Historical Commission website.

To fund the creation of a National Register Historic District, the City of Freeport can apply for grant funding from a number of sources including the Texas Historical Commission, National Park Service, and National Trust for Historic Preservation.

**Obligations or Restrictions for Property Owners.** Listing a property or district on the National Register does not impose any restrictions on what owners can do with their property, including alterations or even demolition. While the National Park Service discourages demolishing National Register-listed properties, it does not have the authority to prevent it. In some cities, local ordinances may require a review of changes to National Register properties, but this is not the case in Freeport, where no such local regulations exist. Therefore, property owners in Freeport maintain full control over their buildings without mandatory historic preservation oversight from the city.

**Additional Protections for Property Owners.** Section 106 of the National Historic Preservation Act requires that any project involving federal funds or permits must assess the impact on properties listed on the National Register. This provides property owners with additional consideration when federal or state-funded projects might affect their property. However, listing on the National Register does not guarantee protection from demolition or other alterations during such projects. While federal agencies must consider the impact on historic properties, Section 106 only mandates a review process and does not necessarily prevent demolition or significant changes.

**Initiative: Apply to the Certified Local Government Program. (A)**

The Certified Local Government (CLG) program is a partnership between the local, state, and federal governments that supports local preservation programs through training, technical assistance, and grant funding.

To become a CLG, a city must complete the following tasks:

- Adopt a local historic preservation ordinance that meets Texas Historic Commission requirements, including criteria for the designation of historic properties and a minimum 60-day stay of demolition for local landmarks or properties contributing to a local historic district.
- Establish a preservation commission with design review authority.
- Appoint a local Historic Preservation Officer.
- Adopt a local preservation plan (i.e., a statement of goals and objectives for the Freeport preservation program).

Upon certification, Freeport would be eligible for CLG grants, which can be used for the following:

- Surveys
- National Register nominations
- Preservation Planning
- Amending a preservation ordinance
- Design Guidelines
- Research and development of local preservation incentive programs
- Travel and training expenses for hosting a regional preservation-related workshop

Upon certification, Freeport would also be eligible for commission training provided by the Texas Historic Commission at no cost.

**Initiative: Offer a Historic Preservation Tax Credit Education Program. (B)**

If the application to the National Register of Historic Places is approved, the Freeport Historic Commission, Freeport Main Street Program, and Freeport Economic Development Council can collaborate to host a Historic Preservation Tax Credit Education Program for downtown property owners. This program would be instrumental in helping property owners understand how to leverage available tax incentives for restoring and preserving their historic buildings. The Texas Historical Commission’s Tax Credit Program may also be able to provide a tax incentive workshop, either in person in Freeport or online, depending on their availability.

Alternatively, if the Texas Historical Commission is unavailable, the City could hire a historic preservation consulting firm specializing in tax credits to conduct training sessions for property owners. These sessions would provide detailed guidance on



how to maximize the benefits of state and federal preservation tax credits, offering property owners a clear understanding of the financial tools available to offset restoration costs. This education initiative would be a critical step in empowering local property owners to take full advantage of preservation incentives, ultimately contributing to the revitalization and economic growth of Freeport’s historic downtown.

**Initiative: Leverage and expand financial incentives for Historic Preservation. (B)**

Currently, Freeport offers limited financial incentives for historic preservation. Recorded Texas Historic Landmarks (RTHLs) are eligible for the Texas state historic preservation tax credit, which allows property owners to offset 25% of qualified rehabilitation expenses for both nonprofit and for-profit uses. At present, the Freeport Bank Building is the only RTHL in the downtown area.

While pursuing the other initiatives outlined in this document, the City of Freeport should consider creating new, targeted financial incentives for historic preservation. Many municipalities have creative incentives that could be effective in Freeport. Examples of successful preservation incentives from other municipalities include:

- Expanding a TIF (Tax Increment Financing) district to cover the historic district.
- Offering grants for signage or facade improvements on historic buildings.
- Relaxing certain zoning restrictions within the historic district to encourage preservation.
- Implementing local tax abatements or freezes for qualified rehabilitation projects.



Figure 2.8 | Local landmarks help preserve and celebrate history

These financial tools can support preservation efforts and encourage investment in the historic character of downtown Freeport.

**Initiative: Seek financial assistance from the National Trust Investment Corporation. (B)**

In order to procure investment funds for restoration work downtown, Main Street or the EDC can work with property owners to create an investment package to present to the National Historic Trust’s Investment Corporation (NTCIC). This organization supports architectural heritage, community development, and renewable energy initiatives by providing Federal and State Historic Preservation, Low-Income Housing, Renewable Energy, and New Markets Tax Credits. Since the year 2000 they have raised over \$909 million in equity for historic tax credit projects (National Trust Community Investment Corporation). For more information, please see [www.ntcic.com](http://www.ntcic.com).

**Initiative: Establish Local Landmarks. (C)**

Along with creating a local historic district, the Freeport Historical Commission can designate individual properties as local landmarks if they are considered highly significant but fall outside the district’s boundaries. For example, Girouard’s General Store was frequently highlighted as a key historic resource during Community Visioning Sessions.

Section 157.104 of the Freeport, Texas Code of Ordinances gives the Freeport Historical Commission the authority to designate local landmarks. To begin the process, the Commission must hold a public meeting, notifying the property owner of the proposed landmark beforehand. After presenting the proposed landmark and allowing for public comments, the Commission will vote on whether to recommend it as a local landmark. If approved, the recommendation is forwarded to the Freeport Planning Commission, which will also hold a public meeting to review the designation. Upon approval, the Planning Commission will send their recommendation to the Freeport City Council for final approval and adoption.

**Initiative: Create a Preservation Plan. (D)**

A preservation plan provides a framework for future historic preservation actions and helps a community identify its goals and priorities. It is required for Certified Local Government (CLG) status and must be updated



Figure 2.9 | Oral histories help preserve and celebrate history | J. West CC 2.0

every five years to remain in compliance with the CLG program. The CLG offers grants to fund the creation of a preservation plan. Preservation Plans include the following components:

- Current state of preservation in the community
- Mission and/or vision statement of the preservation program or preservation commission
- Goals or objectives to advance preservation in the community
- Action items describing how the community will achieve the goals outlined
- Timeline with target dates assigned to each action item
- Resources assigned to each action item — who will be responsible for making sure it gets done?

**Initiative: Document oral histories to reinforce Freeport’s living heritage. (D)**

The Freeport Historical Museum can help preserve cultural heritage by documenting the stories of local residents in audio recordings housed at the museum, a local library, university, or in a new digital online archive. StoryCorps, a national non-profit organization whose mission is to preserve and share stories, provides training, support, and recording services to help communities like Freeport preserve their heritage. Residents can use StoryCorps’ DIY program, which is available through a free trial.

The Museum can also ask StoryCorps for additional training or partner with them to collect, record, and preserve the community’s oral histories. “Recuerdos de mi Familia,” sponsored by TexasTejano.com, offers a similar

program to share and preserve the stories of Hispanic families, lives, and histories. For more information, please see [www.storycorps.org](http://www.storycorps.org) and [www.texastejano.com](http://www.texastejano.com).

**Initiative: Document Freeport’s physical heritage with a 3D Lidar Map. (D)**

Light Detection and Ranging (LIDAR) technology uses laser beams reflected off physical surfaces to create highly accurate and detailed surface maps of objects or spaces. This advanced technology is invaluable for documenting Freeport’s critical physical heritage sites, as it provides precise data to support preservation and future development efforts. By utilizing LIDAR, the Freeport Historical Museum can generate digital 3D models of local architectural heritage sites, preserving detailed records that can inform restoration and conservation work.

To fund such an initiative, several options are available. One approach is to apply for Historic Resource Survey Funding through the Texas Historical Commission’s Texas Preservation Trust Fund, which supports projects that document and preserve historical sites.

Another potential strategy is for the City to become a partner in the United States Geological Survey’s 3D Elevation Program, which provides funding for LIDAR data acquisition. This partnership would offer a sustainable source of funding for continued documentation efforts. Leveraging these resources will ensure that Freeport’s historic sites are well-documented and protected for future generations.

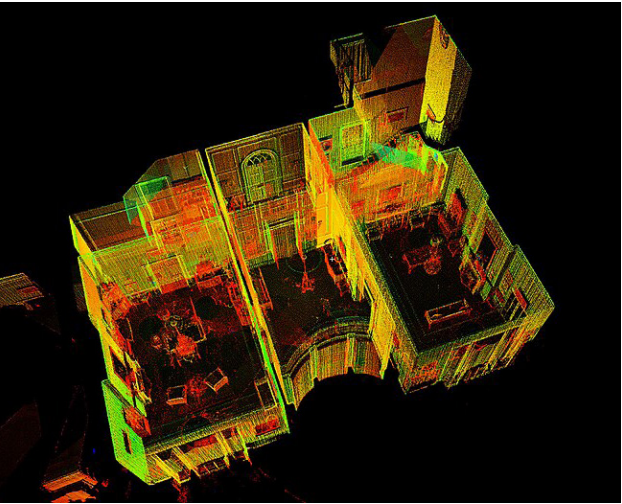


Figure 2.10 | 3D laser scan of a historic structure | CyArk CC 2.0

**03 Expand | Economics and Development**



### 03 Expand | Opportunities and Constraints

The following section summarizes critical economic opportunities and constraints downtown, identifying potential areas for development and challenges that may influence the area’s attractiveness for investment.

**Opportunities**

*Projected population growth.* According to the 2019 Strategic Community Plan, Freeport is expected to add 1,314 residents by 2040, reaching a total population of 13,467—an 11% increase from 2016. The projected growth presents a significant economic opportunity, requiring approximately 420 new housing units (Kendig Keast Collaborative 2019, 48). This growth will not only necessitate new housing but also create opportunities for broader economic expansion, expanded consumer markets, new businesses and services, an increased tax base, and the stimulation of overall economic activity within the community.

*Continued Economic growth.* The City of Freeport benefits from a strong and sustained growth trajectory at both regional and local levels. Brazoria County’s economy is robust, as indicated by a Leading Economic Index of 127 (February 2024), up 7.71% from last year. Notably, new single-family building permits surged by 54 %, reflecting a solid housing market, while the average home price increased by just over 6%. The Brazoria County Stock Index also rose by 9%, led by Phillips 66, although retail auto sales declined due to high interest rates. The Current Economic Index increased by more than 1% in February, with employment growing by 2.76% and hotel/motel tax receipts up almost 15%. Despite a 0.66% drop in sales tax receipts, the overall economic indicators suggest ongoing expansion. The Lagging Economic Index, up



Figure 3.2 | Vacant Storefront in downtown Freeport

2.67%, confirms this trend, despite a rise in foreclosure notices. Lower unemployment and steady economic activity highlight the county’s positive economic trajectory (Brazosport College Economic Forecasting Center 2024).

Locally, new employers are establishing new operations in Freeport. For example, Volkswagen recently developed a 120-acre site with two buildings totaling 170,000 square feet, creating 113 full-time jobs and adding 160 positions for laborers from the International Longshoremen’s Association. Additionally, Freeport Warehouse LLC developed a 15-acre facility with a 78,000-square-foot building, which will provide approximately 80 full-time jobs.

*Available buildings and land for lease and development.* Downtown Freeport, Texas, presents multiple opportunities for urban development, with numerous vacant storefronts ready for immediate occupancy and several large plots available for new construction. Key sites include the 5.66-acre Waterfront site near Freeport Marina, the former OA Fleming Elementary School site, the former Union Pacific railroad site, and potential residential infill locations along Broad St., 2nd St., and 4th St. These strategic sites offer a solid foundation for downtown revitalization, providing the potential to enhance the city’s attractiveness, draw in new investments, and expand both commercial and residential spaces. More details on these



Figure 3.3 | Many downtown building facades are in need of upgrades

opportunities can be found in the chapter Develop | Land Use and Housing.

Additional development presents Freeport with an opportunity to increase property tax revenues, which could reduce the municipal government’s reliance on revenue from industrial district agreements to fund its annual operating budget and essential public services. This shift would reinforce the city’s financial position, allowing for a more balanced and sustainable budget while ensuring continued funding for critical public services and infrastructure and resilience against economic fluctuations.

*Business Improvement Grant Program.* The Business Improvement Grant Program, administered by the Economic Development Corporation (EDC), is designed to promote the development and expansion of new and existing businesses in Freeport, Texas. The program’s overarching goal is to improve the economic well-being of the city’s residents by attracting and retaining businesses, fostering higher employment levels, and maintaining economic stability. The grants support various property improvements, including upgrades to façades, signage, landscaping, and fire suppression systems.

In a typical year, the EDC allocates \$150,000 in total grants. This includes a special “MEGA Grant” of \$30,000, awarded to a downtown business that commits to creating at least one new job with their grant application. However, for fiscal year 2024, the EDC doubled the total available funds to \$300,000 in response to the extensive damage caused by Hurricane Beryl, allowing for expanded support to local businesses.

*Best-case and worst-case scenarios for Downtown Freeport.* During Vision Session #1, residents were asked to envision the best possible future for Freeport. Many desired the city to evolve into a vibrant tourist destination like Galveston, Texas. They see potential in harnessing Freeport’s water-based assets, such as the Old Brazos River and Bryan Beach, to drive tourism and economic growth. By developing these waterfront areas and promoting recreational activities, Freeport could attract visitors and enhance its appeal, emulating Galveston’s success as a popular tourist spot.

*Residents express an existential fear for Freeport* Conversely, the most significant concern among residents was the risk of stagnation and decline. They feared Freeport could suffer from continued disinvestment without proactive development and investment, leading to deterioration and potential slum conditions. Multiple residents voiced concern about Port Freeport’s potential



Figure 3.1 | Volkswagen opens new facility in Freeport | Volkswagen Group



Figure 3.4 | Hotel in neighboring Surfside





Figure 3.5 | Boardwalk in neighboring Galveston Island | K. Bowen CC 2.0

to acquire more land via eminent domain, further undermining the city’s cultural and historical resources. The most extreme version of this fear envisions the Port acquiring all of downtown, effectively erasing Freeport from the map. These fears, whether well-founded or not, highlight the need for the City to develop an approach to redevelopment that safeguards Freeport’s physical and cultural heritage while pursuing growth opportunities.

*Programmatic futures for Downtown Freeport.* During Vision Session #1, UTSA facilitators asked residents what they wanted to see downtown. Respondents envisioned boutique shopping like antique shops and various bars and restaurants offering a respectable nightlife. They also want downtown to become a destination with a strong sense of place characterized by walkability, attractive building designs, and multiple spending opportunities. Respondents also wanted family-friendly elements like parks for kids, an indoor or outdoor theater for live entertainment, and amenities like benches, trash receptacles, and transit stops. Additional requests included waterfront-oriented businesses, including stores and restaurants, a tackle store, an ice cream parlor, a bodega, and a hotel.

Respondents expressed concerns about the potential influx of certain types of businesses in downtown Freeport. They specifically voiced apprehension about the arrival of liquor stores and pool halls, fearing that these could negatively impact the community atmosphere. Additionally, there were worries about more gas stations and industrial operations, which could detract from the area’s appeal and aesthetic. Finally, residents were concerned about the presence of national chain stores, preferring to maintain a unique, locally-oriented character rather than seeing it become dominated by larger, impersonal retail outlets.

*Downtown programming and events.* Downtown Freeport, Texas, features a vibrant lineup of annual festivals and events that foster community engagement and draw visitors. Key highlights include Kidfest, a family-friendly event with games, activities, and entertainment for children, and Día de Los Muertos, a cultural celebration honoring loved ones with traditional music, dance, and altar displays. The Cinco de Mayo Celebration features live music, food, and cultural performances. These events, primarily organized by Main Street Freeport, underscore the city’s community spirit and provide ample opportunities for residents and visitors to experience and enjoy the vibrancy of downtown Freeport.

**Constraints**

*Negative civic culture.* In recent years, the government of Freeport, Texas, has faced legal challenges, including civil and criminal cases involving public officials. These issues have involved allegations of corruption, misuse of public funds, and breaches of public trust. The legal troubles have contributed to a lack of confidence in local leadership, fairly or unfairly, which has complicated efforts to revitalize the downtown area. The situation has been further exacerbated by ongoing disputes and litigation related to governance, which have intensified the negative perceptions of the city and its leadership among residents and stakeholders. Stakeholder meetings conducted by the Texas Historical Commission in 2022 highlighted a negative public perception fueled by unfavorable coverage in local news and social media. These negative views persist today and resurfaced during Vision Session #1 in March 2024. Collectively, these issues are undermining public trust in city leadership and the prospects for downtown revitalization (Texas Historical Commission 2022, 38).

Another common negative perception of downtown stems from long-term disinvestment, vacancy, property neglect, and a perception of crime. These concerns are widespread across many downtown communities in the U.S., where aging infrastructure, economic downturns, and shifts in commercial patterns contribute to visible signs of decline. In Freeport, these challenges are particularly pronounced, with empty storefronts, deteriorating buildings, and a lack of vibrant street activity reinforcing the perception that the area is unsafe or uninviting. The convergence of these issues and the negative civic culture described above has created a complex and deeply ingrained pessimistic image that hinders efforts to attract investment and community engagement. Happily, Freeport also boasts a strong tradition of civic pride and highly engaged residents, providing a valuable foundation for reversing this trend



Figure 3.6 | The Pine St. Bridge is a primary access point for downtown

and revitalizing downtown.

*Socioeconomic profile.* Freeport, Texas, faces several challenges to achieving economic vitality in its downtown area. As a low-income community, limited resources are available to stimulate growth and investment. Small businesses, crucial for downtown revitalization, often cannot afford building improvements or meet code requirements.

This situation intensified during the continued fallout from Hurricane Beryl in the summer of 2024, as property owners scrambled to finance repairs and overcome lost revenue. Some business owners also contend that city regulations are overly restrictive, making it hard for new ventures to get off the ground. Collectively, these factors make it challenging to foster economic growth in Freeport’s downtown area. Not surprisingly, downtown struggles to define its market, making attracting and retaining businesses challenging (Texas Historical Commission 2022, 38).

*Lack of regional automobile access.* Access remains a significant challenge in downtown Freeport, Texas. The city lacks direct connections to major interstates, which limits accessibility by car and isolates it from the broader

regional economic network. This poor connectivity negatively affects local businesses and reduces visitor traffic, diminishing downtown’s potential as a vibrant economic and cultural hub. The issue is further compounded by inadequate wayfinding, which makes it difficult for visitors to navigate the area and locate key attractions.

The pending closure, demolition, and reconstruction of FM1495 and the Pine St. Bridge, primary links between downtown Freeport and Surfside Beach, will intensify these challenges (Texas Historical Commission 2022, 38). These routes not only connect residents and tourists to coastal attractions but also facilitate essential commercial activities. During the reconstruction period, disruptions in traffic flow are expected to strain downtown businesses further, making it even more challenging for visitors to reach the area.

Not surprisingly, the downtown area suffers from a lack of pedestrian traffic, undermining the vitality of local businesses. The commercial district struggles to sustain a vibrant atmosphere without sufficient foot traffic. Addressing automobile and pedestrian access and wayfinding issues is essential to improving downtown connectivity, attracting visitors, and fostering economic



Figure 3.7 | Downtown suffers from a lack of pedestrian activity



|                                                                                | 2023 Demand (\$) | 2023 Supply (\$) | Opportunity Gap/Surplus (\$) |
|--------------------------------------------------------------------------------|------------------|------------------|------------------------------|
| <b>Clothing and Clothing Accessories Stores</b>                                |                  |                  |                              |
| Clothing and clothing accessories stores (NAICS 448)                           | 5,269,083        | 18,455,294       | -13,186,212                  |
| Clothing stores (NAICS 4481)                                                   | 3,578,595        | 16,889,751       | -13,311,156                  |
| Men's clothing stores (NAICS 44811)                                            | 120,356          | 154,969          | -34,613                      |
| Women's clothing stores (NAICS 44812)                                          | 639,464          | 1,877,928        | -1,238,464                   |
| Children's and infants' clothing stores (NAICS 44813)                          | 259,168          | 282,543          | -23,375                      |
| Family clothing stores (NAICS 44814)                                           | 2,109,556        | 14,256,354       | -12,146,798                  |
| Clothing accessories stores (NAICS 44815)                                      | 162,717          | 103,095          | 59,622                       |
| Other clothing stores (NAICS 44819)                                            | 287,334          | 214,863          | 72,471                       |
| Shoe stores (NAICS 4482)                                                       | 634,788          | 255,523          | 379,265                      |
| Jewelry, luggage, and leather goods stores (NAICS 4483)                        | 1,055,700        | 1,310,020        | -254,320                     |
| Jewelry stores (NAICS 44831)                                                   | 715,389          | 1,104,136        | -388,746                     |
| Luggage and leather goods stores (NAICS 44832)                                 | 340,310          | 205,884          | 134,426                      |
| <b>Sporting Goods, Hobby, Musical Instrument, and Book Stores</b>              |                  |                  |                              |
| Sporting goods, hobby, musical instrument, and book stores (NAICS 451)         | 1,744,684        | 2,782,753        | -1,038,069                   |
| Sporting goods, hobby, and musical instrument stores (NAICS 4511)              | 1,493,820        | 2,782,753        | -1,288,933                   |
| Sporting goods stores (NAICS 45111)                                            | 907,428          | 2,373,419        | -1,465,991                   |
| Hobby, toy, and game stores (NAICS 45112)                                      | 448,782          | 409,334          | 39,448                       |
| Sewing, needlework, and piece goods stores (NAICS 45113)                       | 51,101           | 0                | 51,101                       |
| Musical instrument and supplies stores (NAICS 45114)                           | 86,509           | 0                | 86,509                       |
| Book stores and news dealers (NAICS 4512)                                      | 250,864          | 0                | 250,864                      |
| Book stores (NAICS 451211)                                                     | 233,763          | 0                | 233,763                      |
| News dealers and newsstands (NAICS 451212)                                     | 17,101           | 0                | 17,101                       |
| <b>General Merchandise Stores</b>                                              |                  |                  |                              |
| General merchandise stores (NAICS 452)                                         | 15,702,717       | 33,427,111       | -17,724,394                  |
| Department stores (NAICS 4522)                                                 | 1,848,866        | 3,539,208        | -1,690,343                   |
| Other general merchandise stores (NAICS 4523)                                  | 13,853,851       | 29,887,903       | -16,034,051                  |
| Warehouse clubs and supercenters (NAICS 452311)                                | 12,560,491       | 28,785,006       | -16,224,515                  |
| All other general merchandise stores (NAICS 452319)                            | 1,293,360        | 1,102,896        | 190,464                      |
| <b>Miscellaneous Store Retailers</b>                                           |                  |                  |                              |
| Miscellaneous store retailers (NAICS 453)                                      | 2,492,481        | 2,095,319        | 397,162                      |
| Florists (NAICS 4531)                                                          | 122,818          | 0                | 122,818                      |
| Office supplies, stationery, and gift stores (NAICS 4532)                      | 472,754          | 249,750          | 223,004                      |
| Office supplies and stationery stores (NAICS 45321)                            | 225,411          | 158,867          | 66,545                       |
| Gift, novelty, and souvenir stores (NAICS 45322)                               | 247,343          | 90,884           | 156,459                      |
| Used merchandise stores (NAICS 4533)                                           | 354,727          | 154,263          | 200,464                      |
| Other miscellaneous store retailers (NAICS 4539)                               | 1,542,182        | 1,691,306        | -149,124                     |
| Pet and pet supplies stores (NAICS 45391)                                      | 430,562          | 770,809          | -340,248                     |
| Art dealers (NAICS 45392)                                                      | 219,180          | 0                | 219,180                      |
| Manufactured (mobile) home dealers (NAICS 45393)                               | 121,708          | 346,680          | -224,972                     |
| All other miscellaneous store retailers (NAICS 45399)                          | 770,733          | 573,817          | 196,916                      |
| Tobacco stores (NAICS 453991)                                                  | 284,439          | 66,121           | 218,318                      |
| All other miscellaneous store retailers (except tobacco stores) (NAICS 453998) | 486,294          | 507,696          | -21,402                      |
| <b>Non-store Retailers</b>                                                     |                  |                  |                              |
| Non-store retailers (NAICS 454)                                                | 21,081,863       | 1,337,855        | 19,744,008                   |
| Electronic shopping and mail-order houses (NAICS 4541)                         | 20,188,328       | 992,334          | 19,195,995                   |
| Vending machine operators (NAICS 4542)                                         | 115,882          | 0                | 115,882                      |
| Direct selling establishments (NAICS 4543)                                     | 777,652          | 345,521          | 432,131                      |
| Fuel dealers (NAICS 45431)                                                     | 445,252          | 57,200           | 388,052                      |
| Other direct selling establishments (NAICS 45439)                              | 332,400          | 288,321          | 44,079                       |
| <b>Food Services and Drinking Places</b>                                       |                  |                  |                              |
| Food services and drinking places (NAICS 722)                                  | 14,750,553       | 32,375,578       | -17,625,025                  |
| Special food services (NAICS 7223)                                             | 1,094,735        | 688,744          | 405,991                      |
| Food service contractors (NAICS 72231)                                         | 852,598          | 646,775          | 205,824                      |
| Caterers (NAICS 72232)                                                         | 218,464          | 41,969           | 176,495                      |
| Mobile food services (NAICS 72233)                                             | 23,672           | 0                | 23,672                       |
| Drinking places (alcoholic beverages) (NAICS 7224)                             | 429,220          | 377,645          | 51,575                       |
| Restaurants and other eating places (NAICS 7225)                               | 13,226,598       | 31,309,189       | -18,082,591                  |
| Full-service restaurants (NAICS 722511)                                        | 6,485,227        | 15,457,347       | -8,972,120                   |
| Limited-service restaurants (NAICS 722513)                                     | 5,718,069        | 15,451,043       | -9,732,974                   |
| Cafeterias, grill buffets, and buffets (NAICS 722514)                          | 145,809          | 400,798          | -254,989                     |
| Snack and non-alcoholic beverage bars (NAICS 722515)                           | 877,493          | 0                | 877,493                      |

Figure 3.8 | Opportunity Gap by Retail Store Types: Freeport, Texas | SBDC Net | Claritas LLC

growth.

*Retail saturation.* Retail Gap Analysis is a tool used to identify discrepancies between the current retail landscape and the potential retail environment for a region. It compares retail sales data with market capacity to pinpoint areas where the market is either underserved or saturated. This analysis helps businesses and city planners understand where gaps exist in the retail market. It enables them to develop strategies to attract new retailers, enhance shopping options, and better meet consumer needs. Freeport’s Gap Analysis indicates

a saturation in the retail market, which aligns with a similar analysis completed in March 202 (Downtown Strategies 2020, 23). Collectively, this analysis suggests that residents are well-served by existing retail options. However, this saturation also points to a limited capacity for downtown to develop additional retail opportunities. To address this, future retailers must focus on expanding into niche markets, such as tourism-related segments, or target new housing and resident populations to capture additional market potential.

*Retail leakage.* Retail spending and sales tax revenue

|                                                                          | 2023 Demand (\$) | 2023 Supply (\$) | Opportunity Gap/Surplus (\$) |
|--------------------------------------------------------------------------|------------------|------------------|------------------------------|
| <b>Totals</b>                                                            |                  |                  |                              |
| Total retail trade including food and drink (NAICS 44, 45 and 722)       | 145,680,014      | 298,094,111      | -152,414,097                 |
| Total retail trade (NAICS 44 and 45)                                     | 130,929,461      | 265,718,533      | -134,789,072                 |
| <b>Motor Vehicle and Parts Dealers</b>                                   |                  |                  |                              |
| Motor vehicle and parts dealers (NAICS 441)                              | 33,765,246       | 58,543,883       | -24,778,636                  |
| Automobile dealers (NAICS 4411)                                          | 29,327,111       | 41,259,225       | -11,932,114                  |
| New car dealers (NAICS 44111)                                            | 26,112,023       | 33,879,319       | -7,767,296                   |
| Used car dealers (NAICS 44112)                                           | 3,215,088        | 7,379,906        | -4,164,818                   |
| Other motor vehicle dealers (NAICS 4412)                                 | 2,193,747        | 4,559,044        | -2,365,297                   |
| Recreational vehicle dealers (NAICS 44121)                               | 693,409          | 1,544,015        | -850,607                     |
| Motorcycle, boat, and other motor vehicle dealers (NAICS 44122)          | 1,500,338        | 3,015,029        | -1,514,690                   |
| Boat dealers (NAICS 441222)                                              | 439,523          | 1,242,314        | -802,790                     |
| Motorcycle, ATV, and all other motor vehicle dealers (NAICS 441228)      | 1,060,815        | 1,772,715        | -711,900                     |
| Automotive parts, accessories, and tire stores (NAICS 4413)              | 2,244,388        | 12,725,613       | -10,481,225                  |
| Automotive parts and accessories stores (NAICS 44131)                    | 1,421,179        | 7,481,956        | -6,060,777                   |
| Tire dealers (NAICS 44132)                                               | 823,209          | 5,243,657        | -4,420,448                   |
| <b>Furniture and Home Furnishings Stores</b>                             |                  |                  |                              |
| Furniture and home furnishings stores (NAICS 442)                        | 2,541,533        | 1,037,881        | 1,503,652                    |
| Furniture stores (NAICS 4421)                                            | 1,475,511        | 601,989          | 873,523                      |
| Home furnishings stores (NAICS 4422)                                     | 1,066,022        | 435,893          | 630,129                      |
| Floor covering stores (NAICS 44221)                                      | 514,454          | 107,538          | 406,916                      |
| Other home furnishings stores (NAICS 44229)                              | 551,568          | 328,355          | 223,213                      |
| Window treatment stores (NAICS 442291)                                   | 26,634           | 20,951           | 5,683                        |
| All other home furnishings stores (NAICS 442299)                         | 524,934          | 307,404          | 217,530                      |
| <b>Electronics and Appliance Stores</b>                                  |                  |                  |                              |
| Electronics and appliance stores (NAICS 443)                             | 1,995,239        | 1,512,139        | 483,100                      |
| Household appliance stores (NAICS 443141)                                | 432,709          | 387,926          | 44,783                       |
| Electronics stores (NAICS 443142)                                        | 1,562,529        | 1,124,213        | 438,317                      |
| <b>Building Material and Garden Equipment and Supplies Dealers</b>       |                  |                  |                              |
| Building material and garden equipment and supplies dealers (NAICS 444)  | 9,284,538        | 6,273,101        | 3,011,437                    |
| Building material and supplies dealers (NAICS 4441)                      | 8,223,398        | 6,245,755        | 1,977,644                    |
| Home centers (NAICS 44411)                                               | 4,606,998        | 4,070,362        | 536,636                      |
| Paint and wallpaper stores (NAICS 44412)                                 | 312,048          | 617,107          | -305,058                     |
| Hardware stores (NAICS 44413)                                            | 677,455          | 500,935          | 176,520                      |
| Other building material dealers (NAICS 44419)                            | 2,626,897        | 1,057,351        | 1,569,547                    |
| Lawn and garden equipment and supplies stores (NAICS 4442)               | 1,061,140        | 27,346           | 1,033,793                    |
| Outdoor power equipment stores (NAICS 44421)                             | 227,749          | 0                | 227,749                      |
| Nursery, garden center, and farm supply stores (NAICS 44422)             | 833,390          | 27,346           | 806,044                      |
| <b>Food and Beverage Stores</b>                                          |                  |                  |                              |
| Food and beverage stores (NAICS 445)                                     | 18,292,635       | 50,693,005       | -32,400,370                  |
| Grocery stores (NAICS 4451)                                              | 16,521,214       | 48,204,150       | -31,682,937                  |
| Supermarkets and other grocery (except convenience) stores (NAICS 44511) | 15,806,574       | 47,050,877       | -31,244,303                  |
| Convenience stores (NAICS 44512)                                         | 714,640          | 1,153,273        | -438,633                     |
| Specialty food stores (NAICS 4452)                                       | 475,801          | 1,477,364        | -1,001,563                   |
| Meat markets (NAICS 44521)                                               | 144,839          | 912,605          | -767,766                     |
| Fish and seafood markets (NAICS 44522)                                   | 57,073           | 295,531          | -238,457                     |
| Fruit and vegetable markets (NAICS 44523)                                | 100,369          | 232,334          | -131,965                     |
| Other specialty food stores (NAICS 44529)                                | 173,520          | 36,894           | 136,625                      |
| All other specialty food stores (NAICS 445299)                           | 80,691           | 12,930           | 67,761                       |
| Beer, wine, and liquor stores (NAICS 4453)                               | 1,295,620        | 1,011,491        | 284,130                      |
| <b>Health and Personal Care Stores</b>                                   |                  |                  |                              |
| Health and personal care stores (NAICS 446)                              | 7,741,573        | 32,085,766       | -24,344,193                  |
| Pharmacies and drug stores (NAICS 44611)                                 | 6,692,234        | 31,016,469       | -24,324,235                  |
| Cosmetics, beauty supplies, and perfume stores (NAICS 44612)             | 468,565          | 468,480          | 85                           |
| Optical goods stores (NAICS 44613)                                       | 155,591          | 258,720          | -103,129                     |
| Other health and personal care stores (NAICS 44619)                      | 425,183          | 342,098          | 83,085                       |
| Food (health) supplement stores (NAICS 446191)                           | 150,108          | 298,637          | -148,530                     |
| All other health and personal care stores (NAICS 446199)                 | 275,076          | 43,461           | 231,615                      |
| <b>Gasoline Stations</b>                                                 |                  |                  |                              |
| Gasoline stations (NAICS 447)                                            | 11,017,869       | 57,474,427       | -46,456,558                  |

Figure 3.9 | Opportunity Gap by Retail Store Types: Freeport, Texas | SBDC Net | Claritas LLC

are often “leaking” to Lake Jackson due to its well-established status as a regional center for shopping and services. This shift is compounded by Freeport’s market challenges, including its remote coastal location, smaller population, and lower median income, which limit its purchasing power and economic appeal. Lake Jackson’s more developed retail infrastructure and a broader range of services attract consumers away from Freeport, exacerbating Freeport’s difficulty in retaining and growing its own retail and service sectors (Kendig Keast Collaborative 2019, 62).

These results are consistent with an informal survey conducted during Vision Session #1, which revealed that residents frequently travel to nearby cities for various shopping and entertainment needs. Specifically, they visit Lake Jackson 3-7 times weekly for dining out, grocery shopping, and work. Houston is frequented 1-5 times a week for activities such as school, dining, shopping, recreation, and festivals. Similarly, Pearland is visited 1-5 times weekly for shopping, dining, cultural events, and festivals. In contrast, residents travel to Galveston only 1-2 times yearly, primarily for festivals and entertainment.

# 03 Expand | Vision, Goals, and Initiatives

| Expand   Economics and Development                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                             |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>Vision</b></p> <p>Develop a vibrant downtown identity that leverages local and experiential retail, water recreation, and ecotourism to fuel economic growth within a thoughtfully designed environment that welcomes residents and tourists.</p> <p><b>Goals</b></p> <p>A Support experiential retail and locally owned businesses.</p> <p>B Expand Freeport brand to include water recreation and ecotourism.</p> <p>C Enhance Downtown’s appeal to attract new residents and tourists.</p> <p>D Prioritize design and place-making to boost economic development.</p> |

The following Initiatives are specific actions the City can take towards advancing these Vision and Goals:

**Initiative: Streamline Business Development with One-Stop Permitting. (A)**

One-Stop Permitting can offer significant economic benefits to a downtown district by streamlining the business establishment process. By consolidating various permitting and licensing procedures into a single, efficient system, One-Stop Permitting reduces the administrative burden on entrepreneurs and accelerates the timeline for opening new businesses. This efficiency attracts more businesses to the downtown area, fostering a vibrant commercial environment. Additionally, it encourages investment by providing a predictable and transparent process, reducing uncertainties and costs associated with regulatory compliance. The increased business activity leads to job creation, higher property values, and enhanced tax revenues for the local government.

**Initiative: Pursue Pop-Up Retail Events. (A)**

Collaborate with property owners of vacant buildings to establish a pop-up season with short-term leases. This allows entrepreneurs to test the market, build a customer base, and evaluate the feasibility of starting a business. Pop-Up Retail Events are effective for multiple reasons:

*They are experiential.* Pop-up retail events are highly

effective due to their experiential nature. Experiential retail is a strategy that enhances engagement, interest, and traffic in physical retail locations. It provides brands with the opportunity to connect with customers through direct interactions in an environment where positive and memorable experiences are created. These interactions often include sensory, educational, and communal elements that evoke emotional connections, thereby associating the brand with powerful memories.

*They are Temporary.* The temporary nature of pop-up shops is integral to their model. Temporary opportunities are often seen as scarce, creating a sense of urgency among customers. This urgency drives customers to act quickly to avoid missing out, similar to the effect of limited-time sales. Pop-ups leverage this phenomenon by offering unique, time-sensitive experiences that prompt immediate customer engagement.

*They are Cost-Effective.* Pop-up shops are generally more affordable compared to traditional retail setups. They avoid long-term lease agreements, do not require extensive customization of spaces, and offer flexibility in location. Additionally, pop-ups often involve custom designs or DIY projects, allowing entrepreneurs and brands to experiment with design, materials, and layout in a cost-effective manner. This flexibility enables value engineering to fit within budget constraints (Downtown Strategies 2020, 65).

**Initiative: Encourage local and experiential retail and restaurants. (A)**

People enjoy a vibrant main street, but the dated appearance and incomplete tenant mix of many smaller downtowns and car-oriented streets hinder revitalization. Small-to-midsize downtowns present significant opportunities and challenges for urban retail in the coming decade. Up until the 1950s, most Americans shopped, sought services, and found entertainment in downtowns of all sizes. However, the rise of strip malls, indoor malls, and big box stores attracted the majority of customers. Many middle-class households relocated to the suburbs, and suburban malls benefited from coordinated tenant mixes and management those historic downtowns lacked. Consequently, main streets and downtowns lost up to 90 percent of their business during the latter half of the 20th century. With the current trend towards urban living, downtowns have the chance to regain some market share if strategically positioned.

*Existing Businesses within or near the Business District.*

Often, the best leads are close to home. These may include existing businesses seeking more space or a better location within the business district. Surveys of the district’s business owners, ongoing conversations, and personal contacts of the recruitment team, chamber of commerce, and other economic development professionals can help identify these leads.

*Emerging Entrepreneurs.* Downtowns and business districts are attractive to independent businesses. Leads may include home-based or garage-based businesses seeking more appropriate space and a convenient location for their customers. Potential leads might also include existing business managers looking to start their new ventures. Commercial lenders, business schools, Small Business Development Center (SBDC) counselors, Main Street program business specialists, the Service Corps of Retired Executives (SCORE), and other public or private small business professionals should be consulted to identify these leads.

*Existing Local or Regional Businesses.* Local or regional businesses are often excellent prospects, particularly those with branch stores looking to expand. These operators typically understand the market area well and may already have multiple stores. They are often interested in expansion to improve market penetration. During 2022 stakeholder meetings, several Surfside business owners expressed interest in opening a second location in Freeport (Texas Historical Commission 2022, 39).

These leads can be identified through the team’s knowledge of the business mix in other communities in the region and information from local consumer research. Additionally, realtors, commercial brokers, sales representatives, and suppliers working within the region can be helpful. Sometimes, advertisements in regional business, real estate, and lifestyle periodicals can generate leads.

*National Chains.* Larger national chains can be approached if local or regional businesses are not interested in expanding. It is essential to be realistic about the types of chains that might be interested in a small community, considering their market, store size, and parking requirements. Leads can be identified through directories and private databases listing chain site selection criteria and contacts. Additionally, leads can come from commercial brokers, trade shows, “deal-making forums,” and conferences offered by the International Council of Shopping Centers. (Downtown Strategies 2020, 58-59).

**Initiative: Establish a dedicated Downtown Façade Improvement Grant Program. (A)**

Revitalizing a neglected commercial district or residential neighborhood often starts with improvements to a single building or storefront. Simple actions, like removing non-historic materials, repairing damage, or adding a fresh coat of paint to highlight original architectural features, can signal positive change and inspire nearby property owners to make similar upgrades. While this process can happen organically, it can be accelerated through community-driven façade improvement programs.

Currently, Freeport’s EDC offers funding for façade improvements citywide through the Business Improvement Grant Program. However, with the creation of a Downtown Historic District and targeted program for downtown property owners would be more effective. Aligning financial incentives with Downtown Historic District Design Guidelines ensures that improvements respect the district’s architectural heritage.

Participants would receive a one-year grant with up to \$10,000 in reimbursement for project costs. More extensive projects could be funded on a case-by-case basis. No matching funds would be required, but all projects would have to receive a Certificate of Appropriateness from the Freeport Historical Commission.

The new program could be funded by existing TIRZ funds and provide financial incentives like matching grants, loans, tax benefits, or design assistance for properties within the historic district. Technical assistance could also help property owners access federal and state tax credits, especially if the Downtown District is listed on the National Register of Historic Places. Design assistance is crucial to ensure that modifications align with historic preservation guidelines, enhancing the aesthetic and historic value of downtown (Downtown Strategies 2022, 52).

**Initiative: Leverage the Brazosport Small Business Development Center to help local entrepreneurs. (A)**

The Brazosport Small Business Development Center (SBDC) offers personalized business consulting, helping owners develop strategic plans, enhance marketing efforts, and manage finances more effectively. The SBDC also facilitates access to funding opportunities, including loans and grants, and conducts classes and webinars on essential skills like digital marketing, customer



service, and business management. By leveraging these services, downtown businesses can boost their competitiveness, drive economic growth, and advance a vibrant commercial environment in Freeport. The Freeport Main Street can act as a portal to these services by directing local entrepreneurs to the Brazosport SBDC or convening regular focus group meetings. (Texas Historical Commission 2022, 18)

**Initiative: Maximize existing financial and administrative tools. (A)**

As the City of Freeport pursues the revitalization of Downtown, it might consider some of the following financial and administrative policy tools to guide strategic growth:

*Tax Increment Financing (TIF).* Chapter 311 of the Texas Tax Code allows local governments to create TIF Districts to fund infrastructural improvements in designated areas, such as historic downtowns. The City of Freeport could create a Downtown TIF District to promote existing businesses and attract new ones to the area. In this case, the tax revenues generated by improvements in the district could be used to cover the cost of infrastructure improvements and other revitalization projects in the district.

*TIRZ.* A Tax Increment Reinvestment Zone (TIRZ) is a designated area where property tax revenue increases resulting from new development are reinvested back into the zone to finance public improvements. Benefits of a TIRZ include stimulating economic growth, revitalizing blighted areas, and funding infrastructure projects without raising taxes. Operations involve setting a base tax value, and any future increases in property tax revenue (the increment) are allocated to the TIRZ fund.

These funds are used for approved projects such as roads, parks, and utilities, encouraging further development and enhancing the overall value and attractiveness of the area. The City of Freeport established a TIRZ in 2019 (please see Sustain | Infrastructure and Ecology for further discussion).

*Municipal Management District (MMD).* Local Government Code Chapter 375 allows for the creation of MMDs to coordinate development in areas like historic downtown districts. MMDs can collect property taxes, special assessments, and impact fees to develop and maintain facilities, infrastructure, services, commerce, housing, or tourism. The Texas Commission on Environmental Quality (TCEQ) must approve any MMD.

*Public Improvement District (PID).* Local Government Code Chapter 372 permits municipalities and counties to create PIDs to fund infrastructure and promote economic development. The City of Freeport can establish a PID to promote the redevelopment of Downtown. A PID can be initiated by either a city council or downtown property owners.

Clearly defined districts like historic downtowns are especially good targets for infrastructure improvements. Successful PIDs require a concise and realistic action plan as well as an assessment methodology that is agreeable to both property and business owners in the district.

*Financial Incentives.* Freeport can offer various incentives to attract new businesses to Downtown, such as special tax rebates, development fee reductions, expedited permitting, and targeted tax abatements for specific business types.

*Hotel Occupancy Tax (HOT).* Determine the amount of HOT collected in Freeport and petition to receive a portion for Main Street initiatives. HOT funds must directly promote tourism and the local hotel industry (Kendig Keast Collaborative 2019, 63). Allowable expenditures include funding historic preservation programs, installing signage for tourists, and promoting the arts (Texas Historical Commission 2022, 11).

*Event Sponsorship.* Seek additional sponsors for special events to reallocate city-allocated funds to other programming (Texas Historical Commission 2022, 11).

*Texas Downtown Association's Anice Read Fund.* Apply for grants to fund projects such as benches, lighting, signage, and other improvements (Texas Historical Commission 2022, 11).

*Texas Parks & Wildlife Grants.* Explore larger matching grants offered by Texas Parks & Wildlife for potential funding (Texas Historical Commission 2022, 11).

*National Park Service, U.S. Department of the Interior.* The Federal Historic Preservation Tax Incentives program encourages private sector investment in rehabilitating and re-using historic buildings. For more information, visit <https://www.nps.gov/tps/tax-incentives.htm> (Downtown Strategies 2020, 68).

*Boost property tax base.* Increase tax base by raising residential values, retail sales, industrial revenue, and hotel occupancy taxes to support investments that improve residents' quality of life.

**Initiative: Establish and promote a Shop Local Campaign. (A)**

During the public vision sessions, residents expressed concerns about the lack of high-quality shopping options downtown. While downtown Freeport currently doesn't have many businesses, a future Shop Local Campaign could significantly help fledgling businesses gain momentum. A successful campaign would include an easily accessible list of locally-owned businesses, economic incentives for consumers (such as discounts, coupons, and gifts), and a list of benefits for participants. Although national affiliates like citidirect.info run similar programs, a more effective and localized program could be initiated by the Freeport Economic Development Corporation or the Chamber of Commerce, which already has a significant membership directory.

**Initiative: Rebrand Downtown to emphasize water-based recreation. (B)**

Freeport, historically known for its industrial ties to Freeport Sulfur Company, Dow Chemical, and Port Freeport, has an opportunity to expand this brand and become more visitor-friendly. The branding process helps a community define how it sees and represents itself to the world. Branding benefits city leaders and residents, helping to clarify the type of place their community already is or aims to become and establishing policy priorities to help achieve that vision.

For an urban brand to succeed, it must distinguish a city from its neighbors while projecting a positive image to attract tourists and new residents. This is also true when branding a downtown district.

When developing a brand for the City of Freeport and its Downtown, city leaders must consider the type of experience that people will have there. What is it like to visit Freeport? An essential element of the Freeport experience is water-based recreation. To strengthen this identity, Freeport should actively promote its boating, beach, and fishing attractions, targeting visitors from the Houston area and beyond.

*Boating.* Boating is a major draw for Freeport. The Marina on the Old Brazos River offers convenient boat storage just minutes from the Gulf of Mexico, making it ideal for offshore fishing, water skiing, and sailing (Kendig Keast Collaborative 2019, 76). The Texas Main Street Program report recommends enhancing downtown Freeport's maritime identity with creative additions. One idea is to



Figure 3.10 | Boating is a major draw in the area



Figure 3.11 | Birdwatching is a major draw in the area | R. Woan CC 2.0



Figure 3.12 | Bryan Beach is a major draw in the area

install a sign similar to those found on Nantucket Island, featuring the names of common destinations for ships leaving the port. Such a sign could quickly become popular on Instagram, organically boosting Freeport's social media presence. A modern approach could include a public installation of a free online VesselFinder app (or a similar tool) that allows visitors to track ships entering and



leaving the port, further highlighting Freeport’s connection to maritime activities (Texas Historical Commission 2022, 13-14).

**Beaches.** Freeport’s beaches are another key asset. The city has three miles of natural, well-maintained shoreline perfect for camping, cookouts, jet skiing, windsurfing, and shore fishing. Bryan Beach is a quiet, undeveloped spot ideal for fishing, birdwatching, and beachcombing. Nearby Quintana Beach, located on Quintana Island, offers pavilions, picnic areas, and a fishing pier, making it popular for family outings. The EDC estimates that 100,000 visit these two beaches each summer (Texas Historical Commission 2022, 39). Neighboring Surfside Beach, with its restaurants, shops, and vacation rentals, is a favorite for swimming, surfing, and beach volleyball.

**Fishing.** Fishing is a central activity in Freeport, attracting locals and visitors with diverse options. Thanks to the area’s abundant fish species, anglers can enjoy pier fishing along the Old Brazos River or venture offshore for deep-sea catches. Freeport also celebrates its fishing heritage by hosting several annual tournaments for children and adults, fostering community spirit and enhancing the city’s reputation as a top fishing destination (Kendig Keast Collaborative, 76). Additionally, there are at least seven fishing charters in the area (Flower Garden).

To successfully rebrand Freeport, the city should highlight its water-based assets by enhancing visibility and access to key locations such as the Old Brazos River, Bryan Beach, Quintana Beach, and the Gulf of Mexico. The Economic Development Corporation’s Boardwalk plan aligns well with these efforts. Additionally, enhancing connectivity to Bryan Beach through better signage and reducing conflicts between beachgoers and freight traffic will be essential to strengthening and sustaining Freeport’s new image.

**Initiative: Upgrade user experience at Bryan Beach. (B)**

The City of Freeport should provide various public facilities at Bryan Beach to create a safe, comfortable, and enjoyable experience for visitors. As new features are added, it’s vital to maintain high design standards to preserve the beach’s visual appeal. Public facilities to consider include the following:

- **Clean and Accessible Bathrooms.** Provide clean, well-maintained restrooms with accessibility features for individuals with disabilities, including ramps, wide stalls, and handrails. Include family or unisex restrooms for convenience, especially for visitors with young



Figure 3.13 | The user experience at Bryan Beach

- children or caregivers.
- **Outdoor Showers.** Install outdoor showers for rinsing off sand and saltwater, ideally near beach exits and restrooms.
- **Changing Rooms.** Provide designated changing rooms or changing stalls for privacy.
- **Picnic and Seating Areas.** Provide picnic tables and shaded shelters for families and groups to gather and eat comfortably. Place benches along walkways and in shaded areas for resting and enjoying the view.
- **Shade Structures.** Install permanent shade structures or rentable umbrellas to provide relief from the sun.
- **Umbrella Rentals.** Consider offering umbrella and beach chair rentals for convenience.
- **Trash and Recycling Bins.** Place ample trash bins throughout the beach area, especially near entrances, restrooms, and high-traffic zones. Include recycling bins for plastic bottles, cans, and other recyclables to promote environmental responsibility.
- **Safety Signage.** Include clear signage about swimming conditions, beach rules, and safety information, such as rip current warnings.
- **Parking Area and Access.** Offer sufficient parking with spaces for cars, bikes, and accessible parking for visitors with disabilities. Ensure accessible pathways and ramps that connect parking areas to the beach, accommodating strollers and wheelchairs.

These facilities would enhance the user experience and help maintain a clean, safe, and welcoming environment for everyone visiting the public beach.

**Initiative: Rebrand Downtown to emphasize ecotourism. (B)**

So much of the reason people live in and visit the Gulf Coast involves warm weather, lush landscapes, birds, and fish. The economic opportunity here is difficult to overstate: people in the United States spend over \$800 billion on outdoor recreation yearly (Withrow 2019). The market for birdwatching has only grown during the COVID-19 pandemic, providing a total economic benefit of 41 billion dollars nationally, with 20 million Americans taking trips to go birdwatching (Fortin 2020; Withrow 2019).

**Birdwatching.** Freeport enjoys proximity to several excellent bird-watching areas, thanks to the region’s rich biodiversity and strategic location along migratory routes. These areas are renowned for their accessibility and the diverse range of bird species observable throughout the year, attracting casual birders and dedicated ornithologists:

- **Brazoria National Wildlife Refuge.** This refuge is located just north of Freeport and part of the larger Texas Mid-coast National Wildlife Refuge Complex. It covers over 45,000 acres of coastal prairies, marshes, and woodlands, making it ideal for viewing waterfowl, shorebirds, and a variety of migratory songbirds (U.S. Fish and Wildlife Service, “Brazoria National Wildlife Refuge”).
- **Quintana Neotropical Bird Sanctuary.** Situated on Quintana Island, just south of Freeport, this sanctuary is a prime location for observing migratory birds during the spring and fall. It features birding trails, viewing platforms, and areas where you can spot warblers, tanagers, and other species (Texas Parks and Wildlife Department).
- **San Bernard National Wildlife Refuge.** Located southwest of Freeport, this refuge offers diverse habitats, including freshwater marshes, coastal prairies, and hardwood forests. It’s an excellent spot for viewing wintering waterfowl, shorebirds, and raptors (U.S. Fish and Wildlife Service, “San Bernard National Wildlife Refuge”).

**Marine Life.** The Flower Garden Banks National Marine Sanctuary, located about 100 miles off the coast of Freeport, Texas, holds significant potential as an ecotourism destination. Renowned for its vibrant coral reefs and diverse marine life, including species like manta rays and whale sharks, the sanctuary offers unique opportunities for diving, snorkeling, and marine

education. Its focus on conservation aligns well with growing ecotourism trends, attracting visitors interested in sustainable, nature-based experiences. Although offshore, Freeport could serve as a gateway for eco-tours, enhancing the region’s appeal as a hub for marine tourism while supporting conservation efforts (National Oceanic and Atmospheric Administration).

**Additional ecotourism programming.** In addition to its natural attractions, the region around Freeport offers various ecotourism events at nearby parks, including Brazos Bend State Park and Galveston Island State Park, both located within a 30-mile radius. These parks host a range of activities such as guided nature walks, birding tours, stargazing nights, and wildlife photography workshops, all designed to enhance visitors’ connection with nature and promote environmental stewardship. These programs provide educational and recreational opportunities for visitors of all ages, making them a perfect complement to Freeport’s ecotourism offerings. For detailed event schedules and more information, visit the Texas Parks and Wildlife calendar at <https://tpwd.texas.gov/calendar/near-city/houston-events>.

Freeport can further embed ecotourism into the city’s brand by highlighting local ecologies and bird habitats within the downtown experience. By connecting to the San Bernard Loop, incorporating habitat gardens, tree plantings, native vegetation, and passive stormwater detention along downtown streets, Freeport can create a more immersive and environmentally responsible public realm. These sustainable landscape strategies will foreground the natural environment, support healthy ecosystems, and celebrate the city’s birdlife, ultimately enriching Freeport’s unique sense of place and identity.

**Initiative: Market the San Bernard Loop as an ecotourist destination. (B)**

The San Bernard Loop, part of the Upper Texas Coast – Great Texas Coastal Birding Trail managed by Texas Parks and Wildlife, passes through downtown Freeport along the Old Brazos River. Freeport can promote this loop, which features four key stops described below, as an ecotourist attraction. Additionally, marketing efforts can extend to the adjacent Matagorda/Rio Colorado Loop, Brazoria Loop, Coastal Plains Loop, and Bluewater Loop to enhance the region’s appeal to ecotourists. For more information, see <https://tpwd.texas.gov/huntwild/wildlife/wildlife-trails/utc/san-bernard-loop>.

**San Bernard NWR.** The 27,414-acre refuge in Brazoria and





Figure 3.14 | Great Texas Coastal Birding Trail | Linda Cobb CC 2.0

Matagorda counties, 12 miles west of Freeport, features coastal prairie, marshes, lakes, and woodlands. Key attractions include the 3-mile Moccasin Pond auto loop and Scissor-tail Trail, ideal for spotting waterfowl, herons, Sprague’s Pipits, and various sparrows. The Scissor-tail Trail woods host Ash-throated Flycatchers in winter. The Bobcat Woods Trail offers elevated views of Cocklebur Slough, attracting spring and fall migrants, Brown Creepers, and Barred Owls.

*Bryan Beach.* This undeveloped city beach boasts natural beauty, with flocks of waterbirds populating the sand flats at the river’s mouth. American Avocets, Piping, and Snowy Plovers frequent the area, with Merlins perched on driftwood. The unspoiled condition of Bryan Beach enhances its appeal, offering visitors a chance to observe a variety of bird species in a pristine setting.

*Quintana Beach County Park.* Migrant songbirds can be found among the salt cedars, while grassy fields host American Pipits and occasional Upland Sandpipers. The Quintana Jetty, accessed via Burnet St. and 2nd St., is a prime spot for observing large flocks of gulls and terns, including rare species. The jetty offers winter views of rare gulls and summer sightings of Magnificent Frigatebirds. Nearby, the pier on 8th St. provides another vantage point for Gulf views, leading to Bryan Beach and the Justin Hurst WMA.

*Justin Hurst Wildlife Management Area.* This 15,612-acre area features coastal prairie and marshes, with nature trails for public exploration. The Live Oak Loop (0.5-mile improved trail) and Jones Creek Trail (2.5-mile unimproved trail) offer access to oak/hackberry motte and grasslands. The Jones Creek Trail may flood, requiring rubber boots in wet times.

**Initiative: Develop a phased and seasonal approach to tourism. (C)**

Tourists visiting the Texas Gulf Coast are attracted to the region’s beaches, nature reserves, historic sites, and vibrant coastal cities. Popular destinations include Galveston, Corpus Christi, South Padre Island, Port Aransas, and smaller locales like Freeport, Rockport, and Matagorda. The economic impact of tourism in this region is substantial. In 2022, Galveston welcomed 8.1 million visitors, resulting in \$1.2 billion in tourist spending and \$228.5 million in tax revenue, supporting over 11,800 jobs (Visit Galveston). Similarly, Corpus Christi’s tourism industry generated \$98.6 million in tax revenues in 2021, emphasizing its importance among Texas coastal destinations (Visit Corpus Christi). Across the Gulf Coast region, travelers spent approximately \$25.3 billion in 2023, directly supporting 168,700 jobs and contributing \$2.3 billion in state and local taxes (Travel Texas).

These figures underscore the critical role tourism plays in driving economic growth and supporting Gulf Coast communities like Freeport. Tourism’s benefits extend across multiple scales, including direct spending, job creation, and tax revenue. The multiplier effect further enhances its impact as tourism spending circulates within the local economy, benefiting a wide range of businesses and services.

*A Phased Approach to Tourism.* To capitalize on this potential, Freeport should adopt a phased approach targeting specific populations (Texas Historical Commission 2022, 15):

- *Old Brazos River and visitors to Bryan Beach.* The initial focus should be on promoting businesses that meet the needs of two primary groups: local residents south of the Old Brazos River and visitors to Bryan Beach. Downtown Freeport can attract these groups by fostering small business development that caters to their needs, such as providing snacks, toys, sunscreen, and dining options.
- *Marina.* Next, Freeport can focus on Marina users,

| A Seasonal Approach to Tourism |               |                  |
|--------------------------------|---------------|------------------|
| Season                         | Population    | Activities       |
| Winter                         | Winter Texans | Ecotourism       |
| Summer                         | Beach users   | Swimming         |
| Year-Round                     | Marina users  | Boating, fishing |

initially day-trippers, and aim for longer stays with the eventual addition of hotel accommodations. The Freeport Marina is primarily used by boaters and anglers, both locals and tourists. It caters to a wide range of marina users, including recreational boaters, sport fishermen, and visitors seeking to explore the Texas Gulf Coast’s waterways.

- *Out-of-town tourists.* Finally, once a solid local and regional presence is established, Freeport can expand its marketing efforts to attract out-of-town tourists, focusing on niche markets such as eco-tourism, fishing, and cultural heritage tourism. One important tourist market in Freeport involves Winter Texans, who visit from the northern United States and Canada. These visitors, often retirees, stay for extended periods and contribute to the local economy through spending on lodging, dining, and leisure activities. Nearby Galveston offers a range of activities and exclusive events tailored for Winter Texans, including discounted stays at RV parks, beachfront vacation rentals, and various cultural and outdoor experiences. While many visitors come for birdwatching and nature tourism, they also need places to shop and eat. Downtown Freeport could become a day trip or longer-term destination for these visitors.

*A Seasonal Approach to Tourism.* A seasonal tourism strategy for Freeport can leverage different visitor groups year-round, ensuring continuous economic activity. Winter Texans, summer beachgoers, and year-round marina users each have distinct seasonal preferences that complement one another. By gradually enhancing its reputation as a diverse, year-round destination along the Texas Gulf Coast, Freeport can compete with larger coastal cities while retaining its local character. This approach fosters steady, sustainable growth, benefiting residents and visitors, and contributes to long-term economic vitality for the city.

**Initiative: Maximize the resources and impact of the Texas Main Street Program (TMSP). (C)**

Freeport is fortunate to belong to the TMSP, a network of 88 local communities, including Laredo, Rio Grande City, Harlingen, Brownsville, and Kingsville. The TMSP’s mission is to provide technical expertise, resources, and support to Texas Main Street communities, following the National Main Street Four Point Approach® of organization, economic vitality, design, and promotion. The TMSP aims to preserve historic resources to enhance a community’s economic, social, and cultural vitality. This approach focuses on Organization, Promotion, Design, and

Economic Vitality to drive Downtown Revitalization (Texas Historical Commission 2024, “Current Participants”). These efforts are described in more detail in the chapter Leverage | Historic Preservation and Construction.

**Initiative: Provide charging stations and Public Wifi throughout Downtown. (C)**

Implementing free charging stations and WiFi is an excellent method to draw people to your community’s public areas. WiFi access supports social interaction during solitary activities, aids communities during emergencies, promotes tourism throughout the town, and allows users to easily research Main Street destinations and access online services at any time (Downtown Strategies 2020, 48).

**Initiative: Leverage design and place-making to drive economic growth. (D)**

Design and place-making are crucial for the economic development of Freeport’s downtown district. Thoughtful design enhances the visual appeal and functionality of public spaces, making them attractive to residents, businesses, and tourists. City leaders should view decisions about signage, streetscapes, parks, and buildings through a design lens to create a welcoming environment and a strong sense of place. Although this may require higher upfront design fees, it will yield long-term benefits through improved experiences, higher foot traffic, and increased local spending.

Place-making goes beyond aesthetics to create vibrant,



Figure 3.15 | Small acts of place-making | Mich. Municipal League CC 2.0



inclusive spaces that foster community engagement and local identity. Incorporating elements that reflect the district’s unique culture and history strengthens community pride and cohesion. These strategies not only improve quality of life but also drive economic growth. Well-designed, well-used public spaces increase property values, stimulate investment, attract visitors, support local businesses, generate tax revenue, and create jobs.

**Initiative: Implement a municipal wayfinding system. (D)**

Wayfinding in downtown areas is essential for more than just basic navigation. Elements such as monuments, directional systems, directories, and interpretive and regulatory signs enhance our interactions with downtown environments. In Freeport, wayfinding signage should be strategically placed to guide visitors to and from parks, beaches, boating opportunities, the Downtown Historic District, and other community attractions and amenities. Critical routes for signage include FM 1495, State Highway 288, W. 2nd St., and N Velasco Blvd. Even in the age of smartphones and GPS, physical wayfinding elements and systems bolster brand identity by improving the legibility, navigation, understanding, and accessibility of the environment.

Effective wayfinding signage systems:

- Reinforce an area’s unique history, architecture, and landmarks



Figure 3.16 | Effective wayfinding map | Erica Fischer CC 2.0



Figure 3.17 | Trucks and construction mark the drive to Bryan Beach

- Boost the visibility and attractiveness of less prominent districts and destinations
- Assist the public in locating parking, improve traffic flow, and ease the transition between car, pedestrian, and transit use
- Reduce visual clutter with clear, consolidated, and on-brand information and identity (Downtown Strategies 2020, 57)

**Initiative: Work with TXDOT to improve the drive from downtown to Bryan Beach. (D)**

As Freeport actively expands its brand by promoting its connection to water-based recreation, it will be critical to ease and maximize access to Bryan Beach, a prime area for swimming, fishing, birdwatching, and beachcombing. Currently, the three-mile drive along FM 1495 (Pine St.) from downtown Freeport to Bryan Beach poses significant challenges for beach-goers who must navigate heavy truck traffic heading to Port Freeport. The stretch of road between E. 8th St. and Old Quintana Rd is particularly difficult, with frequent road construction, overhead power lines, truck congestion, and limited signage making the route feel unwelcoming for residents and tourists.

Although FM 1495 is managed by TxDOT and is a vital route for port traffic, the City should work closely with TxDOT to address these conflicts and enhance the overall user experience. Here are some potential remediation strategies:

- Green Buffers. Use green buffers, such as planted medians or bioswales, to visually separate industrial areas from road and soften the visual impact of industrial buildings.
- Sound Barriers and Fencing. Install attractive sound barriers or artistic fencing to shield drivers, bikers, and

- pedestrians from noise and the sight of heavy trucks.
- Improved Lighting. Install adequate lighting to make the area safer and more inviting at night for both drivers and pedestrians.
- Wayfinding Signage. Add clear, visually appealing wayfinding signs to help guide both pedestrians and drivers, making the area feel more organized and accessible.
- Bike Lanes. Add dedicated bike lanes so people can bike to the beach, separated from both traffic and pedestrian paths where possible.
- Facade Improvements. Work with industrial property owners to enhance building facades with murals, greenery, or improved lighting.
- Public Art. Incorporate public art installations that reflect the area’s character or history, making the environment more engaging.
- Organized Truck Parking. Designate specific zones for truck parking and loading to reduce interference with pedestrian and regular vehicle traffic.
- Stormwater Management. Integrate green infrastructure, such as rain gardens and permeable pavements, to manage stormwater, reduce runoff, and add greenery.
- Pollution Mitigation. Use vegetation barriers or innovative materials that help reduce noise and air pollution from trucks.

Implementing these strategies will help transform a utilitarian industrial road into a more pleasant, safe, and functional space for residents and beach users, enhancing the overall urban environment.

**Initiative: Initiate Art in Public Places Program. (D)**

Cities gain cultural, social, and economic value through public art. This form of art is a defining element of our public history and evolving culture, reflecting and revealing our society. It adds significance to our cities and distinctiveness to our communities. Public art humanizes the built environment and revitalizes public spaces, creating connections between past, present, and future, as well as across disciplines and ideas. Public art is accessible to everyone.

*Cultural Value and Community Identity.* American cities and towns aim to be places where people want to live and visit. Having a unique community identity, particularly in terms of the visual appearance of our towns, is increasingly essential in a world where places often look alike. Communities with vibrant public art expressions counteract this trend of uniformity, providing a stronger



Figure 3.18 | Small acts of place-making | Jeremy Bolwell CC 2.0

sense of place and identity. Memorable places are often associated with their iconic landmarks, such as the St. Louis Arch, the totem poles of Vancouver, or the Easter Island heads. These works, created by imaginative individuals, capture the essence of their cultural context. Without public art, our human identities would be diminished.

*Social Value and Placemaking.* Public art stimulates imagination and encourages deeper engagement with the environment. It fosters learning and contemplation about art, society, our interconnected lives, and the broader social sphere. Public art’s unique accessibility allows people to experience it as part of their daily routines, outside traditional venues like museums or cultural institutions (Downtown Strategies 2020, 54).



Figure 3.19 | Public Art adds character to Downtown Freeport



**04 Sustain | Infrastructure and Ecology**

## 04 Sustain | Opportunities and Constraints

The following chapter highlights essential opportunities and constraints related to civil infrastructure and ecology, focusing on critical areas where the city can invest to modernize infrastructure, such as stormwater management, utilities, and street infrastructure. These improvements not only support downtown life but also have the potential to attract private investment. Additionally, the chapter emphasizes the importance of enhancing ecological performance through sustainable practices like improving water management, increasing shade, and reducing the urban heat island effect, all of which will contribute to a more resilient and environmentally friendly downtown.

### Opportunities

*Historic street grid and building stock.* Downtown Freeport benefits from a robust infrastructural framework that provides a strong foundation for revitalization efforts. The city’s finely-grained, intact historic street grid is a significant asset, promoting walkability with its well-scaled streets and sidewalks. This walkable layout encourages foot traffic, which is crucial for supporting the expansion of local businesses and the creation of a vibrant downtown atmosphere. This street grid also provides ample parallel and angled street parking, making downtown convenient for locals and visitors who drive, further supporting future economic activity.

Freeport’s remaining stock of historic buildings adds a unique sense of character and charm, setting it apart from neighboring towns that lack a similar historic urban fabric. These downtown buildings offer opportunities for adaptive reuse, where historic structures can be transformed into modern shops, restaurants, or cultural spaces while retaining their architectural heritage. This preservation of historical elements not only enhances the downtown’s aesthetic appeal but also promotes heritage tourism, attracting visitors who appreciate historic districts. Overall, Freeport’s well-maintained street grid and rich building stock can form the backbone of a revitalized downtown, providing both cultural value and an economic foundation for future development.

*Park Ave. and Memorial Park.* Memorial Park, flanked by E. Park Ave. and W. Park Ave., is an organizing central axis, connecting the downtown core with the Freeport Marina and the Old Brazos River. The park offers a significant public space downtown and a beautiful venue for public events. It features established trees, a fountain, and a splash pad that attracts families and enhances the downtown experience. With these assets in place, Freeport is well-positioned for revitalization, blending

historical charm with practical infrastructure. Investing in further development will allow the city to maximize these strengths and create a vibrant, economically thriving downtown.

*Downtown Tax Increment Reinvestment Zone (TIRZ) Project & Financing Plan.* This plan aims to revitalize downtown by supporting public infrastructure investments such as a renovation of Memorial Park, streetscape enhancements, a pedestrian boardwalk, and infill development. Some of these investments can be supported with funds from Downtown Tax Increment Reinvestment Zone (TIRZ) #1. Established in December 2019, TIRZ #1 spans 560 acres, including historic downtown Freeport, the Marina, and the Old Brazos River’s southern bank. Over its 30-year duration, TIRZ funding will support \$21.15 million in public improvements, including \$10 million for infrastructure, \$100,000 for parks, and \$750,000 for economic development.

### Constraints

*Aging downtown infrastructure.* Aging infrastructure in the downtown area poses a significant challenge to the area’s functionality and future appeal. While downtown sidewalks, curbs, and streets are currently in passable condition, they show signs of wear and will require upgrades soon. Downtown alleys, most of which are unpaved, are in particularly poor condition, hindering accessibility. Additionally, these unpaved alleys contribute to drainage problems during heavy rain, worsening localized flooding. Addressing these infrastructure issues is essential for improving accessibility, reducing flood risks, and enhancing the overall appeal of the downtown area.

The City has completed a Pavement Condition Assessment, fulfilling a recommendation in the 2019 Freeport Strategic Community Plan. The City should continue to assess and repair pavement defects, failures, and deteriorating sidewalks (Kendig Keast Collaborative 2019, 50). This plan provides schematic guidance for streetscape improvements in the downtown area. For roads outside the City’s jurisdiction, coordination with entities such as Brazoria County or TxDOT will be required.

Vision Session #1 participants additionally voiced concerns about unreliable trash pick-up and poor lighting. Unreliable trash service can lead to waste buildup and unsanitary conditions in these alleys. Poor lighting further compounds safety and aesthetic concerns, making the area less inviting for pedestrians and businesses after dark. If left unaddressed, these infrastructure issues could deter new businesses, reduce property values,

and negatively impact the overall economic vitality of downtown Freeport. This plan proposes multiple initiatives to upgrade these critical infrastructural systems, essential for promoting long-term development and creating a vibrant downtown environment.

*Downtown Flooding.* Fortunately, the Freeport Hurricane Flood Protection Project (HFPP) effectively shields downtown from catastrophic flooding. The HFPP includes approximately 43 miles of levees and wave barriers, one vertical lift gate, eight pump stations, and various drainage structures and gates. This system has been crucial in mitigating flooding risks caused by coastal storms. Currently under evaluation for repairs and upgrades, the recommended improvements include raising twelve miles of levees, constructing six miles of floodwall, and installing navigable gates in the Dow Barge Canal to limit storm surge (U.S. Army Corps of Engineers).

Despite this robust protection from the existential threat of flooding, small-scale, localized issues persist. Streets and alleys in the downtown area regularly pool with water, especially during heavy rainfalls. This situation has multiple adverse impacts:

- *Damage to Infrastructure and Property.* Flooding damages streets, sidewalks, buildings, and utilities, leading to costly repairs and disrupting the flow of traffic and commerce.
- *Health and Safety Hazards.* Standing water can create



Figure 4.1 | Unpaved alleys create a maintenance issue downtown



Figure 4.2 | Localized flooding on downtown streets

- hazardous conditions for pedestrians and contribute to the growth of mold, mildew, and other pathogens.
- *Increased Maintenance Costs.* Frequent flooding can degrade public infrastructure, requiring more frequent repairs and maintenance, straining the municipal budget.
- *Decreased Property Values.* Repeated flooding can reduce property values as areas prone to water damage become less attractive to businesses, investors, and residents.
- *Drainage System Overload.* Localized flooding can overwhelm drainage systems, leading to backups, further exacerbating flooding and water damage.

To address localized flooding, this plan proposes site-specific strategies such as stormwater detention, biofiltration, permeable pavements, and rain gardens that enhance water absorption. It also reinforces administrative recommendations from the 2019 Freeport Strategic Community Plan. These localized solutions are critical to preventing flooding in neighborhoods and streets and complement the Army Corps’ broader coastal flood control efforts.



## 04 Sustain | Vision, Goals, and Initiatives

| Sustain   Infrastructure and Ecology                                                                                                                                                                                                                                                                                                                                                                              |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>Vision</b><br><br>Downtown will provide a pedestrian-friendly environment that supports mixed-use development, reestablishes Park Ave. and Memorial Park as a civic spine, leverages public infrastructure to attract private investment, and enhances environmental performance by highlighting local ecosystems.                                                                                             |
| <b>Goals</b><br><br>A Develop pedestrian-friendly, walkable infrastructure that encourages mixed-use programming.<br><br>B Reestablish Park Ave., Memorial Park as the north-south civic spine for Downtown.<br><br>C Invest public funds in downtown infrastructure to attract private development.<br><br>D Leverage public infrastructure to improve environmental performance and highlight local ecosystems. |

The following Initiatives are specific actions the City can take towards advancing these Vision and Goals:

### Initiative: Implement a wayfinding system within the historic downtown. (A)

Wayfinding is an indispensable component of downtown infrastructure, providing three primary benefits: navigation, place-making, and economic vitality.

*Navigation.* Wayfinding simplifies navigation for the public, making it easier for visitors to explore Freeport. Clear and strategically placed signage efficiently guides people to their destinations. At the downtown scale, the wayfinding system should help visitors navigate between key attractions such as the Marina, the proposed Boardwalk, and Memorial Park while highlighting significant destinations like the Freeport Historical Museum.

This system should also operate at the municipal scale, creating visual portals on downtown’s eastern, southern, and western edges. These portals can be street signage or banners. The wayfinding system would also facilitate movement between downtown and Bryan Beach along Pine St.

*Place-making.* Effective wayfinding fosters a sense of place, creating a welcoming environment that gives

visitors the impression of being in a unique, well-defined area. This sense of identity encourages exploration and enhances the overall visitor experience.

*Economic Vitality.* Wayfinding supports local businesses by attracting and retaining visitors. Increased foot traffic and exploration boost economic activity, benefiting shops, restaurants, and other local enterprises.

To fully capitalize on these benefits and transform downtown Freeport into a vibrant, easily navigable space, the City of Freeport should hire an environmental or urban design firm to design and install a system of unique signage, kiosks, and seasonal or event banners. Leading firms often employ architects, graphic designers, urban planners, and environmental psychologists to ensure the wayfinding system is functional and aesthetically pleasing. The goal is to enhance the visual appeal of downtown and strengthen Freeport’s brand identity (see Texas Historical Commission 2022, 22).

### Initiative: Pursue a Complete Streets Program downtown. (A)

For Freeport to truly enhance the downtown experience, the City must embark on a comprehensive streetscape improvement program. Currently, Downtown Freeport enjoys intact streets and sidewalks, though the overall level of maintenance remains uneven. The following initiatives focus on improving the primary north-south thoroughfare, Park Ave., and the three main east-west thoroughfares: 2nd St., Broad St., and 4th St. These improvements will include the addition of shade trees, lighting, seating, wayfinding, parklets, curb extensions, and stormwater detention and infiltration.

Complete Streets maximize accessibility, mobility, safety, and connectivity for people of all ages and abilities. They recognize that roadways are for pedestrians, bicyclists, drivers, and transit users and aim to reduce motor vehicle-related crashes while improving pedestrian and bicyclist safety (Reynolds et al., 2009). A Complete Streets network incorporates a wide range of elements, including sidewalks, bicycle lanes, bus lanes, public transportation stops, crossing opportunities, median islands, accessible pedestrian signals, curb extensions, modified vehicle travel lanes, and streetscape and landscape treatments (U.S. Department of Transportation, “Complete Streets”).

*Benefits of Complete Streets.* Implementing a Complete Streets program in Freeport will yield numerous benefits, including enhanced safety for pedestrians and cyclists,

increased aesthetic appeal for residents and tourists, a stronger community identity, promotion of active lifestyles, and improved access to local businesses. The program’s ambition and scope must align with the community’s values and available resources. Freeport should hire a firm specializing in public realm infrastructure to ensure success, typically led by an architect, landscape architect, or urban designer with a consulting civil engineer. The City of Freeport should use this opportunity to upgrade sanitary, sewer, and additional underground utilities downtown.

To ensure a cohesive, inviting, and easily navigable downtown, the Complete Streets package should establish baseline design standards for the following user groups:

*Automobiles.* In Freeport, as in most communities, the design standards for streets primarily cater to the functional needs of automobiles. However, the best streets ensure safe passage for users of all modes and abilities. Automobiles, being the dominant mode of transportation, often crowd out the needs of alternative transportation modes and pose significant dangers to pedestrians, bicyclists, and transit users. This plan recommends several strategies to enhance street effectiveness for all users, including reducing the number of driving lanes, overall street widths, and speed limits along downtown streets (Washington State DOT 2011, 15).

*Pedestrians.* Sidewalks are a crucial component of Freeport’s downtown pedestrian system, providing access for tourists and shoppers to businesses, residents to their homes, families to Memorial Park, and everyone to the Old Brazos River. While largely continuous, the condition of the downtown sidewalks is uneven. This plan establishes schematic sidewalk design standards along the primary north-south and east-west downtown streets, recommending pedestrian-friendly strategies such as shade trees, curb bulb-outs, reduced speed limits, accessible crosswalks, and buffer spaces between sidewalks and streets (Washington State DOT 2011, 9). The City can maximize pedestrian mobility and connectivity by applying these design standards in all new street construction and retrofits, as permitted by right-of-way widths.

*Bicyclists.* Freeport’s compact size, warm weather, and flat topography make it an excellent candidate for cycling. This Plan prioritizes design standards for downtown streets, which are relatively narrow and do not easily accommodate dedicated bike lanes. However, in the City’s next comprehensive plan, Freeport should focus

on adding one- and two-way bike lanes where possible on arterial and collector streets. The City should also incorporate support infrastructure such as bike racks, wayfinding signage, and a bike share program. Initial targets for bike share infrastructure should include schools and parks.

*Transit-users.* Effective public transit systems provide numerous community benefits, such as reducing automobile accidents, cutting vehicle emissions, improving public health, and expanding accessibility. The Gulf Coast Transit District (GCTD) currently operates demand-response service in rural Brazoria and Galveston Counties, fixed-route service in Southern Brazoria County, and ADA complementary paratransit service within the city limits of Lake Jackson, Angleton, Freeport, and Clute (Gulf Coast Transit District 2024).

Due to the limited transit options in Freeport, it is recommended that the City collaborates with GCTD to expand the number of routes along major roads, increase the directness of routes to key destinations (for example, employment, medical care, and education), and extend service hours into the evening. As the transit network grows, the City should integrate transit access into the design of streets, provide buffered and shaded waiting areas, maintain crosswalks near transit stops, equip transit stops with bicycle racks, explore bicycle on buses options, and consider park-and-ride facilities to encourage transit use and carpooling (Washington State DOT 2011, 13; see also Kendig Keast Collaborative 2019, 38).

### Initiative: Implement a Complete Streets and Green Streets Toolkit. (A)

The following toolkit outlines how adopting a Complete Streets and Green Streets approach would guide the redesign of Park Ave., 2nd St., Broad St., and 4th St. in downtown Freeport.

#### Park Ave.

*Location.* Park Ave. between 2nd St. and 4th St.  
*Primary Function.* While Park Ave. is currently underutilized, it has the potential to function as a “main street,” attracting residents and tourists with a diverse mix of activities. Since Park Ave. does not accommodate direct “through” traffic, it can accommodate medium-vehicle capacity and slow speed while providing access to adjacent commercial programs. It must also prioritize pedestrian safety and experience. Park Ave.’s future

success will emerge from its character and ability to elevate the user experience of Downtown.

*Strategies.*

- Maintain angled parking.
- Add biofiltration strips between the sidewalk and the street.
- Replace existing palm trees with shade trees to maximize pedestrian comfort. Do this on the sidewalk side only, leaving the palm trees in Memorial Park unaltered.
- Add curb bulb-outs and rain gardens at intersections to slow traffic and detain stormwater.
- Maximize pedestrian experience with generous sidewalks, seating, shade trees, short crosswalks, and lighting.
- Leverage native plantings throughout to minimize required landscape maintenance and watering.

**2nd St.**

*Location.* Between Oak St. and Pine St.

*Primary Function.* This east-west street provides primary access to downtown, the old city hall building, and the Waterfront Site. For this reason, 2nd St. must accommodate medium-vehicle capacity and medium speed while supporting adjacent commercial programs and prioritizing pedestrian safety and experience. 2nd St.'s future success will emerge from its character and ability to elevate the user experience of Downtown.

*Strategies.*

- Maintain angled parking on the south side of the street. Add biofiltration strips between the sidewalk and street to filter stormwater and improve the quality of stormwater runoff.
- Supplement existing street trees with shade trees to maximize pedestrian comfort. Add tree pits as needed.
- Maximize pedestrian experience with well-marked crosswalks, well-maintained sidewalks, shade trees, and lighting.
- Add curb bulb-outs and rain gardens at intersections to slow traffic and detain stormwater.
- Leverage native plantings throughout to minimize required landscape maintenance and watering.

**Broad St.**

*Location.* Between Oak St. and Pine St.

*Primary Function.* This east-west street provides primary access to downtown and supports significant historical commercial building fabric, especially west of Memorial Park. For this reason, 2nd St. must accommodate

medium-vehicle capacity and medium speed while supporting adjacent commercial programs and prioritizing pedestrian safety and experience. 2nd St.'s future success will emerge from its character and ability to elevate the user experience of Downtown. This chapter proposes to create a raised intersection at Broad Street and Memorial Park. The purpose of this traffic-calming measure is to reduce the speed of vehicles, especially freight trucks accessing the Pine St. Bridge. By doing so, it would discourage truck drivers from passing through downtown, encouraging them to use Highway 288 as a more appropriate bypass route, thereby reducing heavy vehicle traffic in the downtown area.

*Strategies.*

- Maintain angled parking on the north and south sides of the street.
- Add detention ponds at the intersections to hold stormwater and improve the quality of stormwater runoff.
- Supplement existing palm trees with shade trees to maximize pedestrian comfort. Add tree pits as needed.
- Maximize pedestrian experience with well-marked crosswalks, well-maintained sidewalks, shade trees, and lighting.
- Add curb bulb-outs and rain gardens at intersections to slow traffic and detain stormwater.
- Leverage native plantings throughout to minimize required landscape maintenance and watering.

**4th St.**

*Location.* Between Oak St. and Pine St.

*Primary Function.* This east-west street provides primary access to downtown and the former OE Fleming site, which is a potential site for mixed-use housing.

For this reason, 4th St. must accommodate medium-vehicle capacity and medium speed while supporting adjacent commercial programs and prioritizing pedestrian safety and experience. 4th St.'s future success will emerge from its character and ability to elevate the user experience of Downtown.

*Strategies.*

- Maintain parallel parking on the north and south sides of the street.
- Add biofiltration strips between the sidewalk and street to filter stormwater and improve the quality of stormwater runoff
- Add new shade trees to maximize pedestrian comfort. Add tree pits as needed.
- Maximize pedestrian experience with well-marked



Figure 4.3 | View of Park Ave. with upgraded streetscape design

- crosswalks, well-maintained sidewalks, shade trees, and lighting.
- Add curb bulb-outs and rain gardens at intersections to slow traffic and detain stormwater.
  - Leverage native plantings throughout to minimize required landscape maintenance and watering.

**Initiative: Maximize LID principles to improve stormwater management. (A)**

Successful Green Streets programs use Low Impact Development (LID) principles to manage rainfall on-site or as close to its source as possible. LID leverages natural hydrologic processes such as infiltration (moving water from the surface into the soil), detention (temporarily storing water before downstream conveyance), retention (storing water on-site until it evaporates or infiltrates), interception (capturing precipitation with vegetation or buildings), and evapotranspiration (plants absorbing and releasing water into the atmosphere) (EPA 2021, 1-5). Implementing LID principles in downtown Freeport can mitigate the negative impacts of stormwater, reducing adverse effects locally and within the watershed (EPA, “Urban Runoff: Low Impact Development”).

To advance LID principles, this chapter proposes the following strategies for downtown streets, alleys, and parking lots:

*Bioretention Areas.* Sometimes called “rain gardens,” bioretention areas are shallow depressions filled with soil, mulch, and dense vegetation that absorb stormwater. These areas use phytoremediation to treat stormwater before it infiltrates the ground or discharges off-site. As stormwater flows into the bioretention area, pollutants are filtered by the soil and absorbed by the plants.

During storms, bioretention areas can also function as detention areas. In regions with low soil permeability or high flood risk, a perforated underdrain can help direct excess water to a storm drain system. Bioretention areas require minimal maintenance (Massachusetts Department of Environmental Protection). Using native plants and soils minimizes the need for fertilizers and chemicals.

*Bioswales.* Bioswales are open, linear, vegetated channels designed to infiltrate, retain, treat, and convey stormwater. Unlike bioretention areas, which focus on infiltration, bioswales use conveyance to treat stormwater and typically feature a trench depth of 12 to 24 inches. They



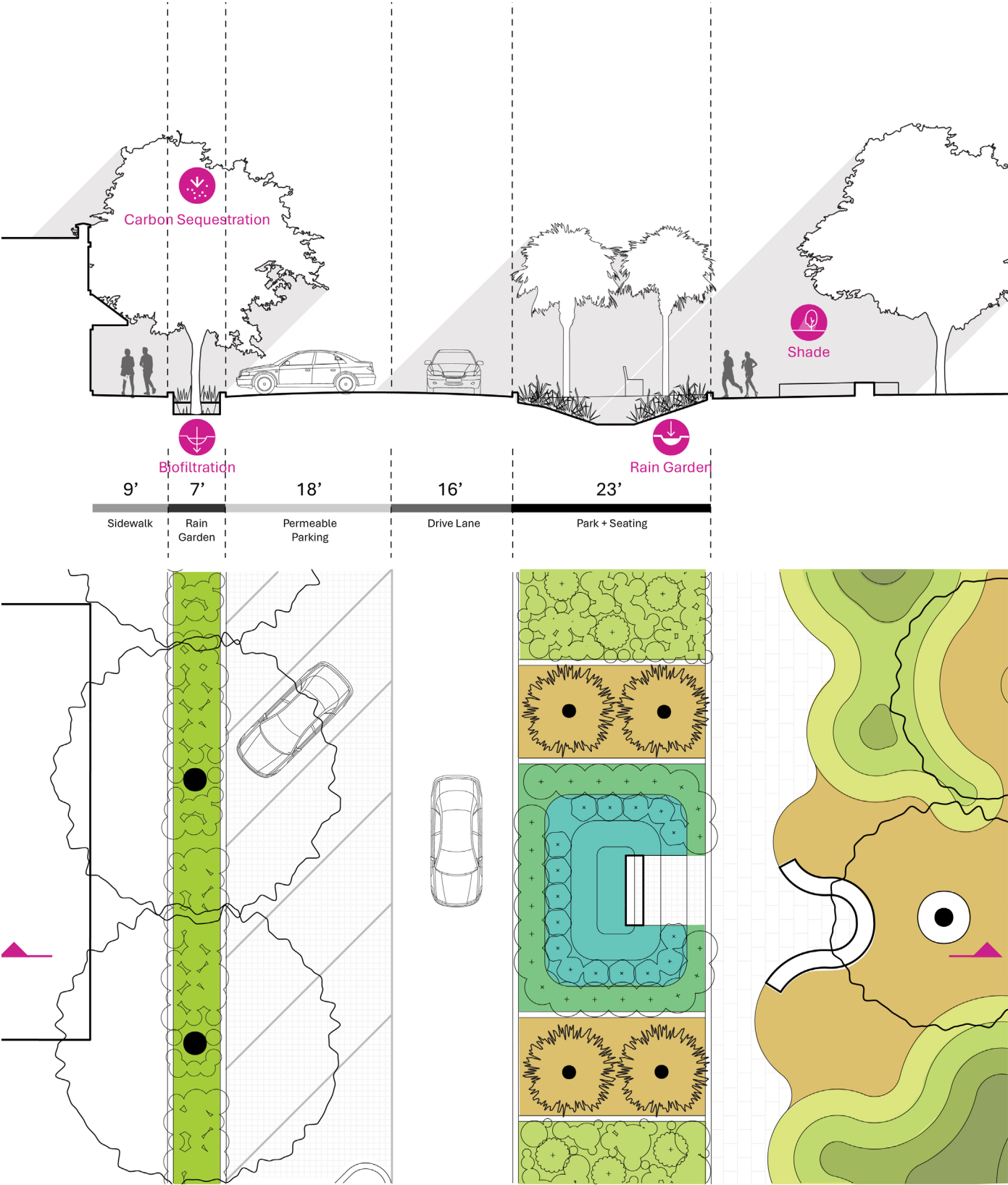


Figure 4.4 | Typical Plan and Section at Park Ave.

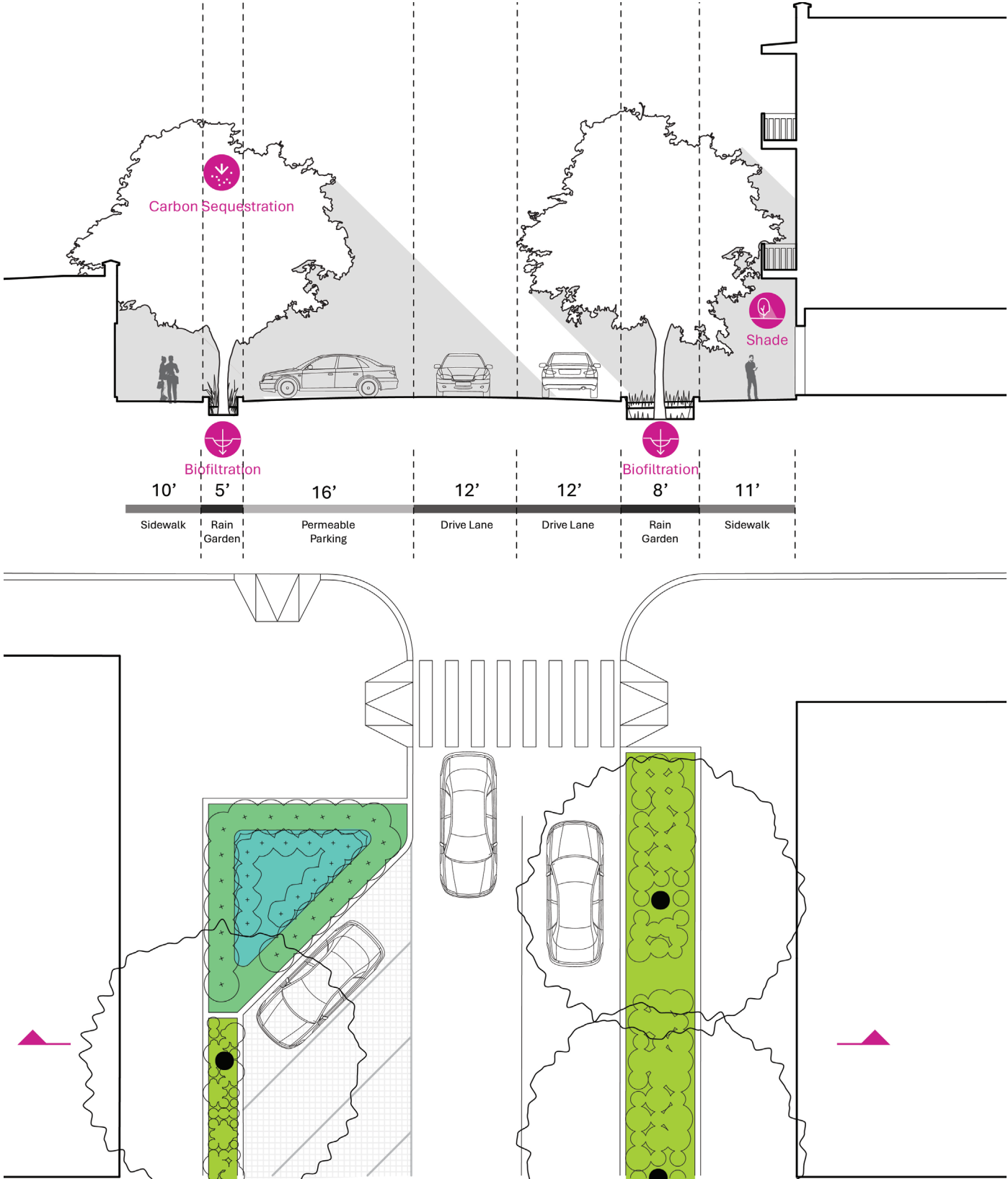


Figure 4.5 | Typical Plan and Section at 2nd St.

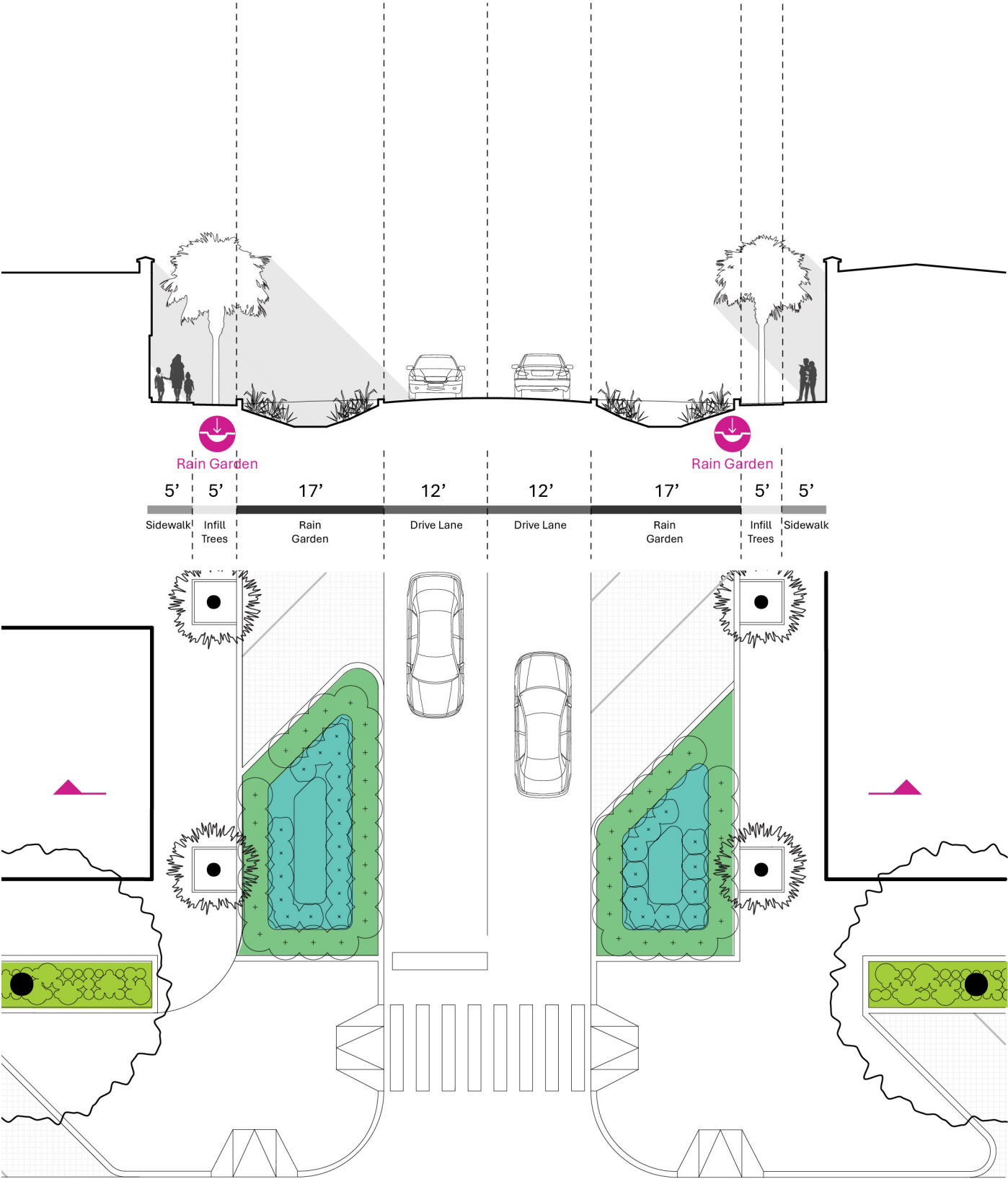


Figure 4.6 | Typical Plan and Section at Broad St.

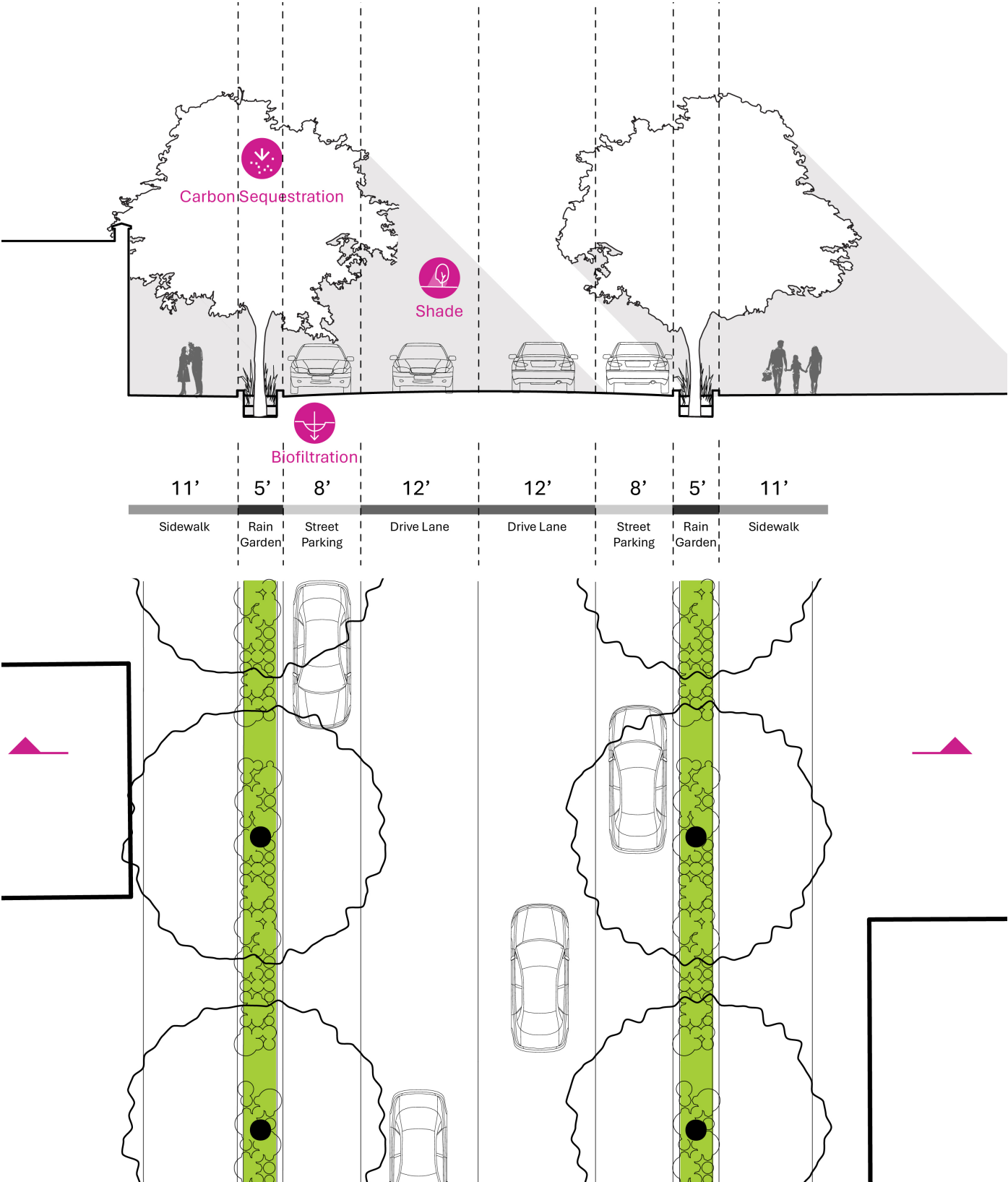


Figure 4.7 | Typical Plan and Section at 4th St.



are effective when placed adjacent to streets, driveways, or parking lots. To receive runoff from these impervious surfaces, bioswales need curb cuts, gutters, or similar mechanisms to direct stormwater. In areas with low soil permeability, bioswales may also require underground detention systems (UACDC 2010, 182-183; EPA 2021, 6-2).

**Stormwater Curb Extension.** Stormwater curb extensions, also known as bulb-outs, are typically installed at street intersections to shorten crosswalks, reduce turning radii for cars, and slow down traffic. They can also be placed midblock to slow traffic further. The curb extensions typically incorporate bioretention strategies—absorbing, filtering, and detaining stormwater on site before it reaches gray infrastructure (NACTO, Stormwater Curb Extension). Vegetation, such as shrubs or trees, can be incorporated into the design, depending on location, budget, and visibility requirements.

**Stormwater Planters.** Stormwater planters are small, walled planted areas designed to collect and treat stormwater through bioretention. They filter stormwater using layers of mulch, soil, and plant roots, which absorb surface pollutants such as bacteria, heavy metals, oil, and grease. The treated water then infiltrates the ground. Stormwater planters require less space than bioswales, making them ideal for sidewalk zones or narrow rights-of-way. Additionally, they offer significant aesthetic benefits by supporting native flowers, grasses, shrubs, trees, and wildlife habitats (NACTO, Stormwater Planter).

**Street Tree Systems.** Street tree systems consist of a coordinated arrangement of trees or shrubs, bioretention soil, and an underground gravel reservoir designed to intercept and detain stormwater. Common types include tree pits and tree trenches. These systems typically use curb cuts to receive stormwater and catch basins to detain it. They improve water quality by filtering and absorbing stormwater, reduce peak runoff through subsurface storage, and decrease overall stormwater volume through uptake and evapotranspiration (EPA 2021, 6.5).

**Infiltration Trenches.** Infiltration trenches are linear ditches designed to collect local stormwater runoff and allow it to infiltrate the ground. These trenches improve stormwater quality by capturing surface pollutants that would otherwise flow across impervious surfaces and into local streams and rivers. They are a relatively low-cost solution and work well when placed parallel to streets or at the perimeter of parking lots.

**Curb alternatives.** Standard curb designs collect and channel stormwater to catchment areas, where untreated



Figure 4.8 | Bulb-outs reduce runoff and slow traffic | CBP CC 2.0



Figure 4.9 | Biofiltration reduces and cleans runoff | A. Volkening CC 2.0



Figure 4.10 | Permeable pavers reduce storm runoff | City of Warrenville



Figure 4.11 | Rain Gardens reduce runoff and add color | Wilsonius CC 2.0

water is held and conveyed off-site. However, Low Impact Development (LID) projects use curb cuts, flush curbs, or no curbs to redirect water to adjacent bioswales, rain gardens, or similar on-site detention areas. This LID approach reduces runoff, increases on-site detention, and provides opportunities for water treatment (UACDC 2010, 94-97).

**Permeable pavement.** Permeable pavement systems allow stormwater to infiltrate rather than run off. They are particularly effective for parking lanes, driveways, parking lots, biking lanes, sidewalks, and road shoulders. Once stormwater passes through the permeable pavement surface, it enters an underground detention basin before infiltrating into the ground. Permeable pavement can improve water quality by absorbing and filtering pollutants, and it can also reduce overall stormwater volume and peak discharge (EPc 2021, 6.8). Permeable surface materials can provide void spaces ranging from 15% to 90%. Typical systems include porous asphalt, permeable concrete, interlocking pavers, gravel, and “grasscrete” (UACDC 2010, 78-79).

**Initiative: Upgrade utilities in parallel with street infrastructure. (A)**

When upgrading streets, municipalities should take the opportunity to improve essential utilities beneath the roadway to prevent future disruptions and enhance overall infrastructure efficiency. Key utility improvements include:

- **Water and Sewer Lines.** Upgrading aging or undersized water and sewer pipes can prevent leaks, breaks, and backups, ensuring reliable service and better drainage.
- **Stormwater Management.** Installing or upgrading stormwater drainage systems, such as larger pipes,

- permeable surfaces, and retention systems, helps reduce localized flooding and water management.
- **Gas Lines.** Replacing or repairing outdated gas lines enhances safety, reduces the risk of leaks, and meets modern demand for service reliability.
- **Electrical and Telecommunications.** Burying power lines or upgrading existing underground electrical and fiber-optic cables can improve service reliability, reduce outages, and prepare for future technological needs.
- **Smart City Infrastructure.** Installing fiber-optic networks, sensors, and smart traffic systems can improve connectivity and traffic management, supporting modern urban initiatives.
- **Grease traps.** Installing or upgrading grease traps might be a smart investment when upgrading streets, especially in areas targeted for future commercial development, such as restaurants. Grease traps help prevent fats, oils, and grease from entering the municipal sewer system, reducing the risk of blockages, backups, and costly maintenance issues.

**Initiative: Align codes with Complete Streets and Green Streets programs. (A)**

As Freeport undertakes Complete Streets and Green Streets programs, it will be critical for city leaders to make sure that local codes and enforcement support program implementation (UACDC, 2010, 194). This will require a comprehensive review of the Code of Ordinances and water district policies. Some of the more common administrative obstacles to LID and Green Streets programs include (UACDC 2010, 196-203):

- excessive building setbacks, which require longer driveways and increase impervious surfaces
- prohibitions on permeable parking surfaces, which can increase storm runoff
- excessive parking requirements, which increases impermeable surfaces and storm runoff
- inadequate requirements to detain stormwater on-site
- lack of tree protection, especially “heritage” trees
- lack of a wetland protection policy
- restrictions on sidewalk materials, which can specify concrete sidewalks only
- prohibition of vegetation near an intersection, which can prevent curb bulb-outs
- prohibition of LID facilities in the public right-of-way
- prohibition of pervious materials in the public right-of-way
- prohibition of stormwater conveyance in the public right-of-way





Figure 4.12 | Aerial view of Memorial Park with upgrades



Figure 4.13 | The Stringfellow Fountain in Memorial Park

- minimum street widths, which increases storm runoff
- zoning requirements for low-density land use, which increases infrastructure costs, maintenance, and storm runoff
- requirements for street curbs, which prevents alternative strategies for stormwater conveyance
- state highway statutes that prohibit landscaping, trees, and overall ecological functioning
- lack of requirements for street trees

The City of Freeport should identify, assess, and consider revising or eliminating policy impediments to Complete Streets and Green Streets programs.

**Initiative: Restore the North block of Memorial Park. (B)**

Memorial Park is a programmatic and cultural anchor for Freeport’s historic downtown. It provides a central space for community events and gatherings, fostering social interaction and civic pride. As a critical north-south axis, the park enhances pedestrian connectivity and offers potential access to the Old Brazos River. Its green space not only boosts the area’s aesthetic appeal but also encourages foot traffic that supports nearby businesses. The following proposals envision a revitalized and reprogrammed park that continues to contribute to the physical and mental well-being of Freeport’s residents and visitors.

Historically, the north block of the park was more ornate and thoughtfully landscaped, mainly due to its proximity to the Tarpon Inn. Paved sidewalks curved toward each of the park’s four corners, guiding pedestrians to the main downtown intersections. Circular concrete planters were positioned along the pathways at each corner, with a central, quatrefoil-shaped planter at the park’s center. The

landscaping featured flat grassy areas, formal flower beds, low shrubs, and palmettos, creating open, unobstructed views across the park until the 1970s.

Elements to be maintained and restored:

- Restore historic pathway configurations
- Renovate circular planters in the park’s north section
- Reburish the quatrefoil-shaped centerpiece, which initially served as a planter and now functions as the base of the fountain
- Preserve the Stringfellow Fountain, dedicated in 1962 during Freeport’s Golden Anniversary in honor of local citizens R.E.L. Stringfellow and Alice Delaney
- Recondition marble pedestal and bronze plaque recognizing the role of the Freeport Sulphur Company in the city’s creation (also dedicated in 1962)
- Maintain existing palm trees within the park, with infill of new palm trees where gaps exist
- Preserve existing drainage and topography, which crowns from the park’s center to the street edge
- Install rain gardens along the park’s outer edge to improve stormwater management
- Add mid-block crosswalks



Figure 4.14 | The historic hurricane warning pole can be restored



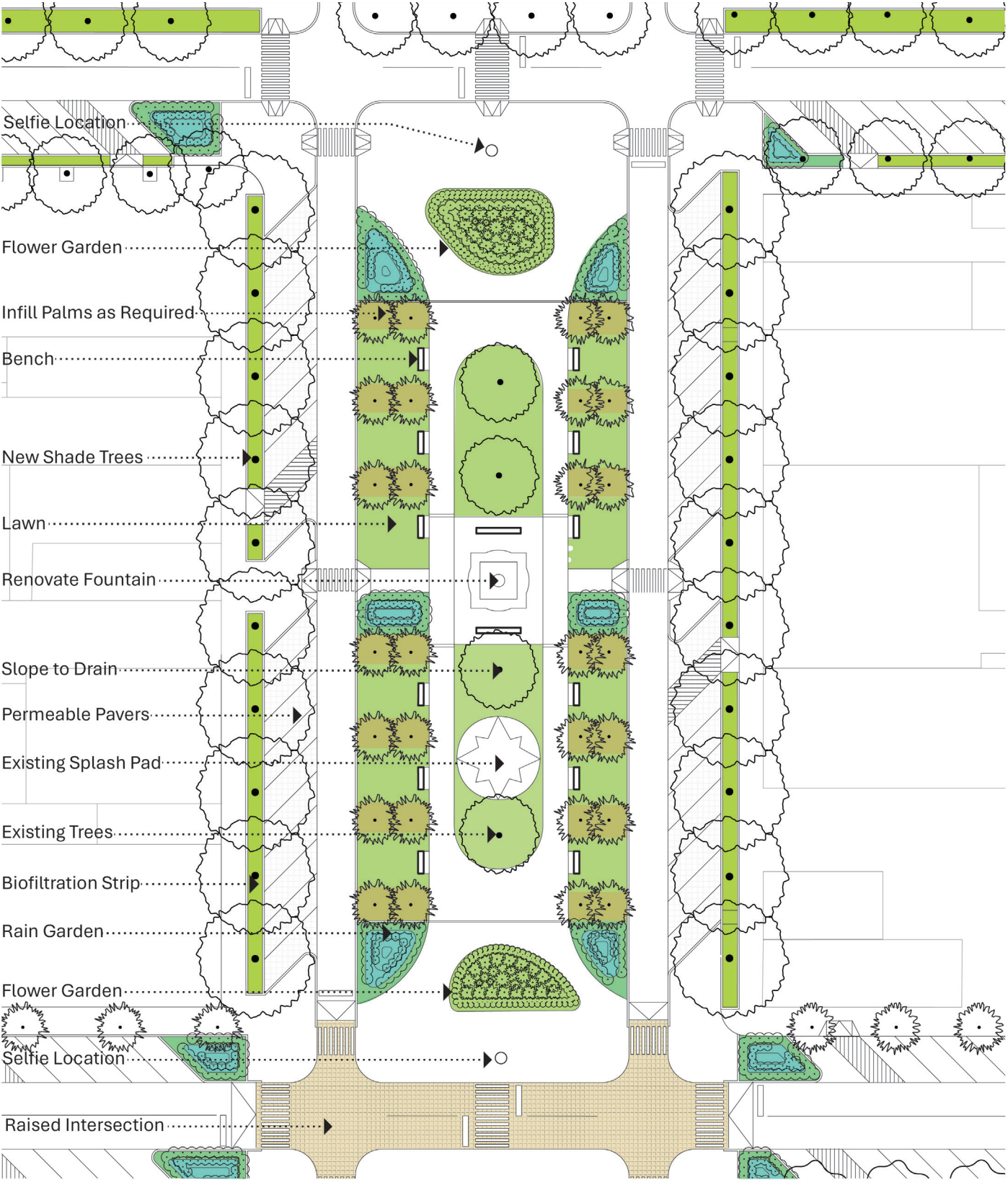


Figure 4.15 | Proposed restoration for the north block of Memorial Park

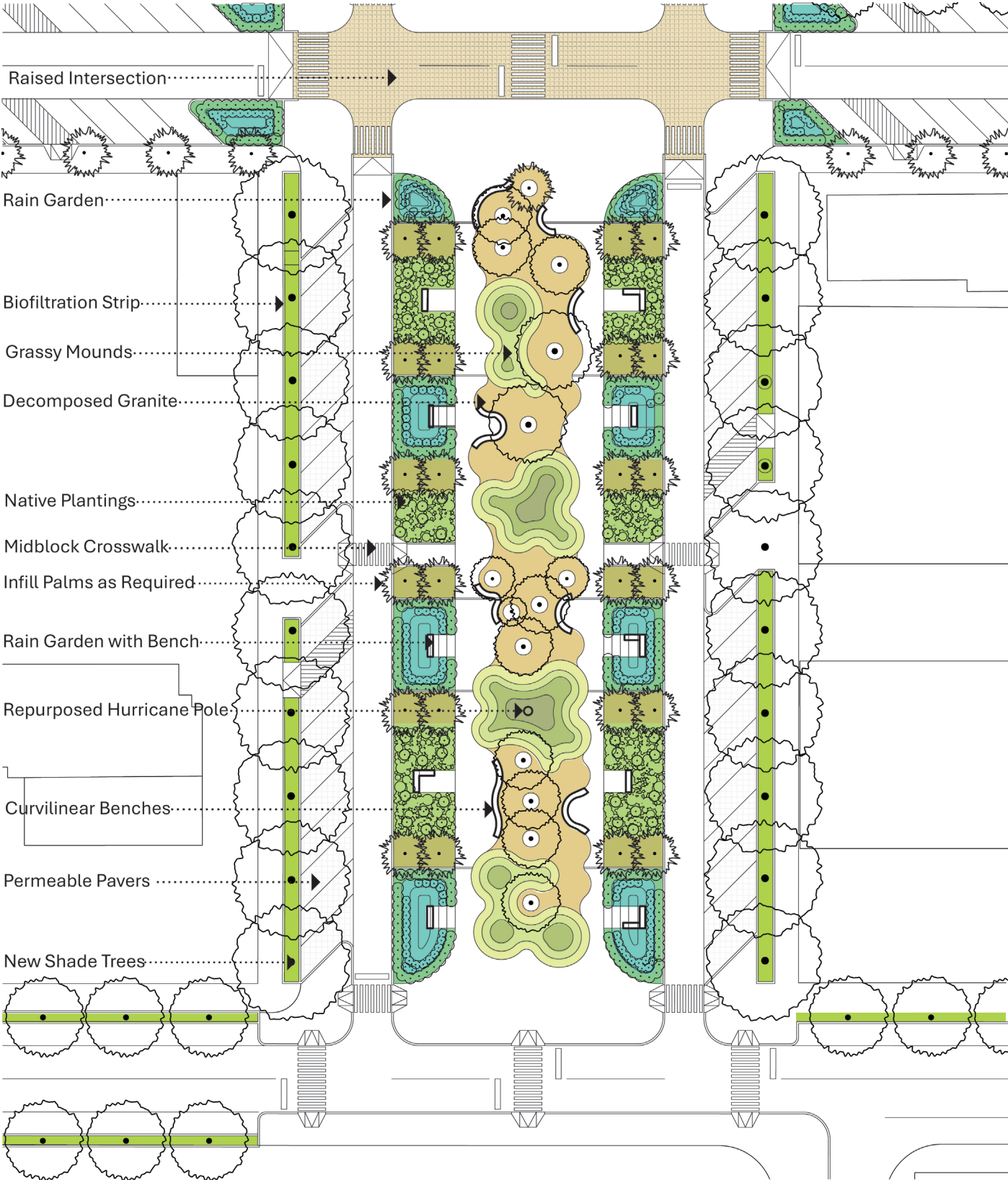


Figure 4.16 | Proposed redesign for the south block of Memorial Park





Figure 4.17 | View of a reimagined south block at Memorial Park

**Initiative: Reimagine the South block of Memorial Park. (B)**

Historically, the south section of Memorial Park was simpler in design, featuring large open grassy areas and straight pathways. Despite its minimal design, it played a critical role in the community. A tall flagpole near the southern end served as Freeport’s hurricane warning system, with flags flown to alert residents when evacuation was necessary as hurricanes approached.

Elements to be Restored and Reimagined for the South Block:

- Preserve the existing shade trees at the center of the block
- Maintain the palm trees along the outer edge, infilling new palms where needed
- Retain the existing drainage system, which crowns from the center of the park to the street
- Install rain gardens along the block’s perimeter to improve stormwater management
- Add bench seating along the outer edge of the block
- Restore the historic hurricane warning pole with an artist commissioned to create an interpretive public landmark

- Incorporate native plantings throughout the park
- Introduce curvilinear bench seating for added comfort and aesthetics
- Create grassy mounds to serve as a natural playscape
- Add mid-block crosswalks for improved pedestrian access

**Initiative: Raise the grade at the intersection of Broad St. and Memorial Park. (B)**

During Vision Session #2, residents raised concerns about trucks speeding through downtown along Broad St. to access FM1495. This situation creates hazards for pedestrians using Memorial Park and future downtown shoppers. One potential solution is to raise the grade at Broad St. between E. Park Ave. and W. Park Ave. This traffic-calming measure would slow or deter truck traffic by encouraging drivers to use Highway 288 as a bypass, diverting heavy vehicles from downtown. Slower truck speeds would make the area safer for pedestrians while creating a more welcoming environment for future visitors and residents, enhancing overall walkability and the appeal of downtown spaces.

Raising the street grade would establish an at-grade pedestrian connection between the north and south



Figure 4.18 | Raised intersections and crosswalks support walkability and pedestrian safety | Northeastern Delft CC 2.0

sections of Memorial Park, creating a seamless and more cohesive park experience. This improvement would enhance the park’s usability and walkability, making it easier and safer for pedestrians to navigate the space. As a traffic-calming and pedestrian-friendly solution, it would not only improve public safety but also contribute to a more vibrant downtown environment, supporting future commercial development and attracting visitors.

**Initiative: Leverage TIRZ #1 to fund future streetscape and park improvements. (C)**

Established in December 2019, the Downtown Tax Increment Reinvestment Zone (TIRZ) #1 allows TIRZ funding to support public streetscape and infrastructure improvements. The TIRZ #1 covers approximately 560 acres comprising the historic downtown, the Freeport Marina, and the southern bank of the Old Brazos River west of downtown. The TIRZ has a 30-year duration, anticipating significant investments in infrastructure to catalyze redevelopment.

The projected spending includes \$10 million for infrastructure improvements, \$100,000 for parks and streetscape enhancements, and \$750,000 for economic development grants, among other allocations, totaling \$21.15 million. The City of Freeport, Brazoria County, and Brazosport College contribute 50%, 40%, and 40% of their incremental tax revenues, respectively. These contributions will finance public improvements like water, sewer, stormwater, roadway enhancements, and public transportation. The plan’s economic feasibility is based on revenue forecasts assuming a 2.5% annual inflation rate for construction costs and a conservative estimate of \$500,000 in new taxable property value per year (TXP Inc. 2022).

**Initiative: Work with Brazoria County, TxDOT, and MPO to improve FM 1495. (D)**

The future quality and efficiency of FM 1495 will be crucial to the successful redevelopment of downtown Freeport. FM 1495 provides access to downtown Freeport from both directions: from the north via the Pine St. Bridge and from the south to Bryan Beach and Quintana Beach. While the road also provides access to Port Freeport, the percentage of truck traffic remains relatively low at 8% (Statesman Journal). The City of Freeport is interested in making FM 1495 comfortable for automobiles, pedestrians, and bicyclists while maintaining the road’s efficiency for trucks. This will require significant coordination with TxDOT and the Houston-Galveston Area Council Metropolitan Planning Organization (MPO).

In Texas, road improvements are typically funded through city and county budgets, local government bonds, and state and federal funds via the MPO). Freeport can leverage state funding to improve roads like FM 1495 through the Transportation Improvement Program, managed by the Houston-Galveston Area Council MPO (see Kendig Keast 2019, 38 for more discussion). These funds usually require a 20% contribution from state and local sources and can be applied to construction and related transportation projects but not to land purchase and design fees.

Additional MPO programs can help municipal governments fund street improvements. For example, the Green Ribbon Landscape Improvements Program funds landscaping in areas with air quality issues (RGVMPO, 13). Grapevine, TX (2019 population 53,317) received \$500,000 to plant over 350 trees and enhance medians with shrubs, grasses, irrigation, and pavers. (Grapevine Parks & Rec 2019). Similarly, the Transportation Alternatives Program supports pedestrian, bicyclists, and non-motorized transportation projects. Texarkana, TX (2019 population 36,688) received \$2.31 million for the Kennedy Lane Bicycle & Pedestrian Improvements (TXK Today 2021).

Finally, federal-aid highway funds help states construct and improve highways and bridges on eligible routes. These funds also support special-purpose programs and projects through the Federal Lands Highway Program, which aims to improve access to National Forests, National Parks, Indian Lands, and other public lands. A guide is available to help stakeholders understand the scope of Federal-Aid programs and projects (U.S. Dept. of Transportation 2018).



## 05 Develop | Land Use and Housing

## 05 Develop | Opportunities and Constraints

The following section outlines critical development opportunities and constraints related to land use and housing, focusing on areas with potential for revitalization. It identifies key sites suitable for infill development, where vacant or underutilized parcels can be transformed into vibrant residential or mixed-use projects. It also highlights opportunities for the adaptive reuse of existing buildings, preserving historical structures while repurposing them for modern needs such as housing, retail, or office space.

## Opportunities

*Available land for development.* One of the most efficient and cost-effective ways for cities to grow is by maximizing underutilized urban infrastructure. Infilling empty lots embodies this strategic approach by capitalizing on existing resources, promoting sustainability, and enhancing the economic and social vitality of communities. Instead of expanding into undeveloped areas at the urban periphery, the City of Freeport should focus on intensifying mixed-use redevelopment along existing streets and utility networks that have already been established and funded by taxpayers.

The Freeport Strategic Community Plan estimates that nearly 40 percent of land in Freeport is owned by either the City, Brazosport ISD, or Brazoria County (excluding additional land owned by Port Freeport). (Kendig Keast Collaborative 2019, 49). This suggests a tremendous opportunity for strategic land development in the downtown area.

Downtown Freeport, Texas, offers numerous opportunities for urban development, including several large plots of land available for new projects. Key sites include the 5.66-acre waterfront site adjacent to the Freeport Marina; the 32-acre, nine-block site, home of the former OA Fleming Elementary School; the former Union Pacific railroad site, and numerous potential residential infill sites along Broad St. These locations provide a strategic foundation for revitalizing the downtown area, offering the chance to enhance the city's appeal, attract new investments, and support the growth of both commercial and residential spaces. These projects are discussed in more detail in the initiatives below.

The City's Strategic Community Plan recommends creating an infill development program to actively market and potentially incentivize developers to build on city-owned vacant lots. It advises adopting design standards for infill development to ensure high-quality, compatible outcomes (Kendig Keast Collaborative 2019, 52). The proposed Downtown Historic District Design Guidelines will accomplish this goal, ensuring that infill development



Figure 5.1 | The Waterfront site has potential to connect DT to the Marina

advances larger urban design goals for downtown.

Successful infill development offers significant economic and urban planning benefits that can contribute to the vitality and resilience of Freeport’s downtown area:

- *Increased Tax Revenue.* Infill development will increase property tax revenues, reducing Freeport's reliance on revenue from industrial district agreements to fund its annual operating budget and essential public services. This shift would help stabilize the city's financial position, allowing for a more balanced and sustainable budget while ensuring continued funding for critical public services and infrastructure and resilience against economic fluctuations.
- *Increased Property Values.* Developing vacant lots raises nearby property values by making neighborhoods more attractive and in demand.
- *Boost to Local Economy.* Infill development can stimulate the local economy by attracting new businesses, creating jobs, and increasing tax revenues. It also supports existing businesses by bringing more residents and customers into the area.
- *Efficient Use of Infrastructure.* Building out vacant lots allows cities to leverage existing infrastructure, such as roads, utilities, and public services, more effectively. This reduces the financial burden on municipalities and developers.
- *Sustainable Land Use.* Higher density, infill development minimizes land consumption, aligning with sustainable planning practices.
- *Reduced Urban Sprawl.* Infill development helps to contain urban sprawl by focusing growth within existing urban areas. This promotes more compact, sustainable communities and preserves open space



Figure 5.2 | Vacant downtown land presents development opportunities



- and agricultural land on the urban periphery.
- **Improved Walkability and Connectivity.** Filling vacant lots enhances walkability and connectivity, encouraging pedestrian activity.
- **Revitalization of Underutilized Areas.** Infill projects can revitalize neglected or underutilized areas, transforming them into vibrant, active neighborhoods. This can lead to reduced crime rates, improved public safety, and a stronger sense of community.

**Downtown Land Use.** The character of Park Ave. is primarily defined by commercial use, with occasional civic uses like the Freeport Historical Museum providing variety. Memorial Park bisects the historic downtown, forming a central axis lined with retail functions, although most of the storefronts are empty. A light industrial zone lies south of downtown. The zone is anchored by the former rail depot, whose redevelopment will play a crucial role in shaping downtown’s future. The plan recommends that the City encourage civic use for the northern part of this lot. The Port of Freeport has acquired the entire east end of downtown, which will likely transition from residential to industrial use. The area west of downtown consists mostly of single-family residences. This plan proposes a medium-density, mixed-use redevelopment for the former OA Fleming Elementary School site.

**Downtown Zoning.** Most of downtown is zoned DT, allowing a variety of institutional, commercial, and light industrial uses, with residential use limited to lofts and short-term rentals. Northern lots along the Old Brazos River are zoned W-1, permitting hotels, restaurants, entertainment, and waterfront activities but prohibiting residential development. The City may consider rezoning some W-1 properties to support future residential projects. West of downtown, the OA Fleming site is zoned R-2 for single-family and duplex housing. This plan suggests rezoning part of it to MF for multifamily development, particularly on the eastern side near downtown and adjacent to existing MF zones.

**Adaptive reuse opportunities.** Adaptive reuse involves repurposing existing buildings for new functions, offering cities multiple advantages. By utilizing older structures, cities can economically revitalize neighborhoods, reduce environmental impact, and enhance community cohesion. Freeport has several promising adaptive reuse opportunities. One is the old city hall building at 200 W. 2nd St. This three-story building, approximately 41,000 sf building, is a “contributing structure” in the proposed local historic district and enjoys excellent proximity to the historic downtown, Freeport Marina, waterfront, and proposed boardwalk. Another historically notable



Figure 5.3 | The former Ora Theater presents an adaptive reuse opportunity

structure is 215 E. Park Ave., an Art Deco building constructed in 1940 as the Ora Theater. Post Oak Preservation Solutions completed a Resource Inventory, which revealed at least thirty additional vacant structures in the proposed Downtown Historic District. This data is available as an appendix to the 2024 Downtown Historic District Design Guidelines.

While adaptive reuse can involve significant upfront costs for property owners, listing the downtown district on the National Register of Historic Places would provide financial incentives, such as State and Federal Rehabilitation tax credits, for owners of contributing properties. These tax credits can offset renovation expenses, making adaptive reuse more financially feasible. Additionally, the successful reuse or reoccupation of these structures can boost property values, attract investment, increase tourism, and enhance the overall economic vitality of the downtown area, creating a more vibrant and sustainable community. These benefits are detailed below:

- **Access to federal and state tax credits.** Adaptive reuse can allow property owners to leverage tax credits to renovate vacant or underutilized buildings.
- **Economic Revitalization of Underutilized Areas.** Adaptive reuse breathes new life into vacant or underused properties, attracting businesses and residents. This process can stimulate local economies by creating jobs and increasing tax revenues.
- **Cost Savings Compared to New Construction.** Reusing existing buildings often cost less than constructing new ones from scratch. It reduces the need for extensive site preparation, foundations, and infrastructure, resulting in significant financial savings.
- **Environmental Sustainability Through Waste Reduction.**



Figure 5.4 | Existing Downtown Land Use



Adaptive reuse minimizes construction waste by preserving existing structures and materials. It also reduces the demand for new resources, lowering the environmental impact associated with producing and transporting building materials.

- **Lower Carbon Footprint from Reduced Construction Activities.** By reusing existing buildings, cities can significantly reduce the carbon emissions associated with demolition and new construction. This approach supports cities' sustainability goals and helps combat climate change.
- **Preservation of Historical and Cultural Heritage.** Repurposing historic buildings maintains the city's architectural legacy and cultural identity. This preservation enhances community pride and can attract tourism, providing social and economic benefits.
- **Creation of Vibrant, Mixed-Use Neighborhoods.** Adaptive reuse projects often incorporate mixed-use elements like housing, retail, and community spaces, fostering dynamic neighborhoods. This integration promotes walkability, social interaction, and a lively urban atmosphere.
- **Enhanced Community Engagement and Identity.** Repurposing familiar buildings can strengthen community ties by preserving landmarks that hold historical and emotional significance. This approach encourages community engagement and helps foster a shared sense of place.

**Ample public parking.** A parking study conducted by the City of Freeport found that downtown has abundant parking, with 548 total spaces and the potential to expand to 634 (City of Freeport 2023). The majority of the parking is concentrated in the central downtown area bounded by Cherry St., 4th St., Pine St., and 2nd St. This count includes marked City and public parking spots, street



Figure 5.6 | Downtown has large amounts of available street parking

parking, and potential City-owned surface lots. These findings suggest that downtown Freeport has ample parking to support future commercial and institutional growth. Therefore, for the foreseeable future, the city can focus on promoting a walkable, mixed-use downtown environment that prioritizes pedestrians over cars.

**Freeport Boardwalk Project.** In recent years, the Freeport Economic Development Corporation (FEDC) secured 8.8 acres of land adjacent to the Old Brazos River, northwest of the Freeport Marina. This acquisition provides the city with a valuable opportunity to capitalize on this waterfront asset, ensuring continued public access to the river while enabling the pursuit of new civic and economic ventures. The FEDC is collaborating with Gensler Houston to develop a pedestrian boardwalk concept for this linear site. This project builds on earlier master planning efforts



Figure 5.7 | Preliminary images of proposed Boardwalk | Gensler Houston

and aims to establish Freeport as a prime destination for water-related attractions. By capitalizing on the proximity of Bryan Beach, it seeks to boost tourism and enhance the city's appeal (Kendig Keast Collaborative 2019, 59).

The proposed Boardwalk, which runs along W. Brazos St. and is bound by Hickory St. to the west and Cherry St. to the east, represents an essential element in the downtown network of spaces and programs. It provides a western counterpart to the civic space of Memorial Park, with the Waterfront Site serving as a potential linchpin in the overall design. Programmatically, the boardwalk extends the Old Brazos River promenade, which begins at the Freeport Marina, an additional four blocks to the west. As the boardwalk and Waterfront Site projects move forward, it will be essential to coordinate public spaces, circulation routes, and programming, ensuring that vital public features such as amphitheatres and markets are not duplicated unnecessarily.



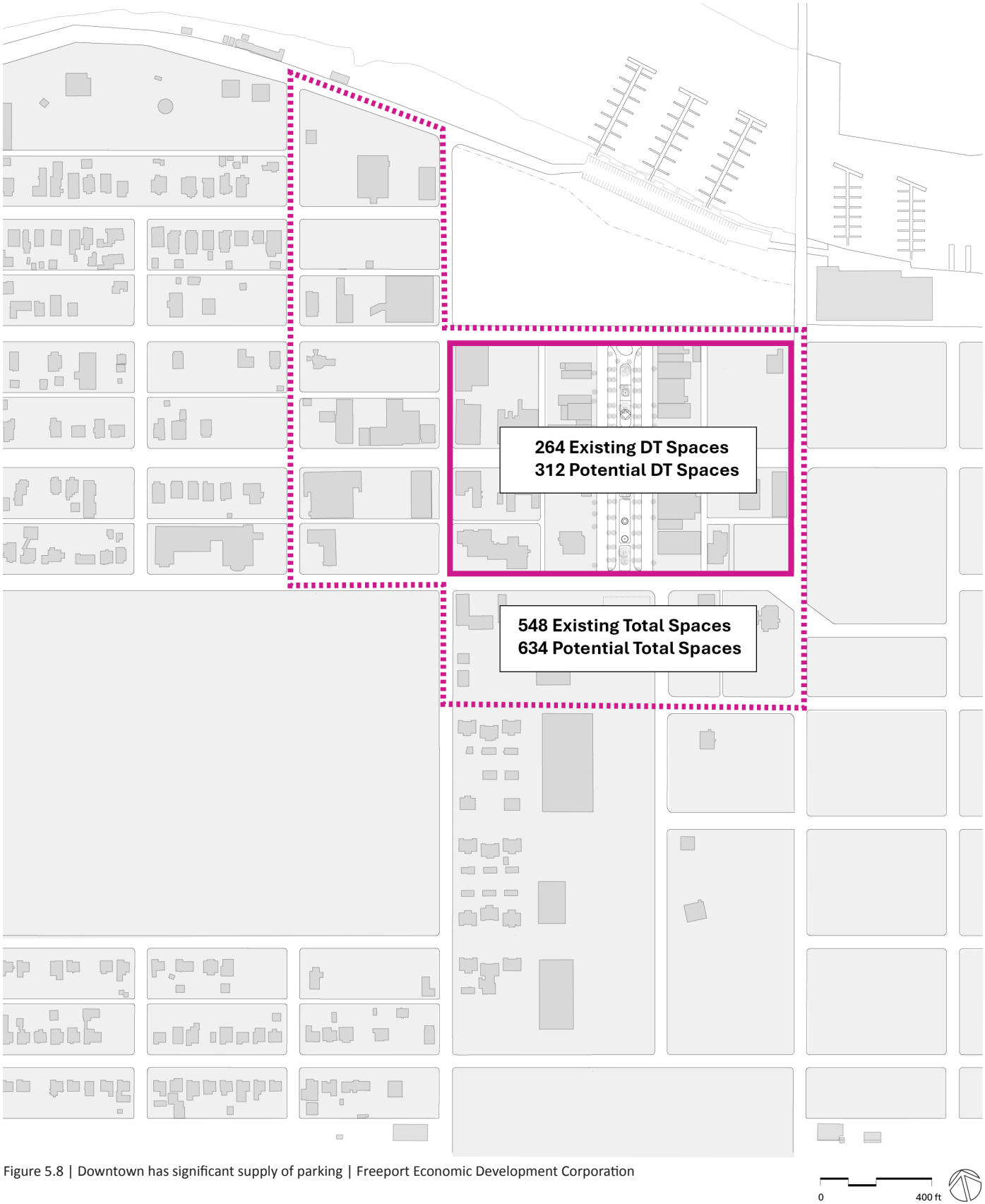


Figure 5.8 | Downtown has significant supply of parking | Freeport Economic Development Corporation

Constraints

*Negative feedback loop for investors.* Continued disinvestment, loss of historic buildings, and high vacancy rates in downtown Freeport, Texas, are creating a negative feedback loop that discourages private investment. As historic structures are demolished or neglected, the area’s unique character and appeal diminish, making it less attractive for developers seeking to capitalize on the charm and authenticity that often drive successful downtown revitalizations. Increasing vacancies further exacerbate the issue, signaling declining economic activity and reducing foot traffic, which are critical for sustaining local businesses and drawing new investment. Without a vibrant, preserved downtown core, developers face uncertainty about demand and returns on investment. This environment of economic decline and neglect also raises concerns about long-term stability, increasing the risk for investors. To foster future development, Freeport must prioritize stabilizing its historic assets, encourage infill projects, and create an inviting environment that re-establishes confidence among private developers looking for growth opportunities.

*Lack of multifamily housing options.* Prior to the 1940s, communities across the United States regularly built multifamily housing—such as duplexes, fourplexes, cottage courts, and courtyard buildings—within traditional neighborhoods, even in areas primarily composed of single-family homes. These small-scale multifamily structures blended well with the surrounding neighborhood fabric, and today, most passersby likely wouldn’t distinguish them from single-family homes except for additional front doors, mailboxes, or gas meters (Parolek 2020, 1).

Since the 1940s, however, communities like Freeport have



Figure 5.9 | Freeport needs more Middle Density Housing | Opticos CC 2.0



Figure 5.10 | Freeport needs more Middle Density Housing | Sightline CC 2.0

zoned small-scale multifamily housing out of existence. The shift toward neighborhoods exclusively zoned for single-family homes has reduced housing choices and increased prices by limiting the overall housing supply. In 1968, 70% of all U.S. households were married couples with at least one child; by 2018, that number had dropped to less than 30%. Today, fewer than half of U.S. children live in households with two married parents in their first marriage. Additionally, as the population ages, households headed by individuals over 65 are projected to increase from 26% in 2018 to 34% by 2038. Surveys show that three in four Americans over 50 prefer to age in place (Loh 2020).

These shifting demographics should shape Freeport’s future housing strategies. During Vision Session #1, residents revealed a desire for more urban housing prototypes. Currently, households in Freeport that seek alternatives to single-family homes have limited options. To support a diverse population with varying family sizes, incomes, ages, and lifestyles, Freeport must promote the development of housing types that cater to all stages of life. For Downtown Freeport to thrive, it needs to attract more residents, which means increasing housing options, such as multifamily and rental units, alongside existing commercial uses. A key challenge is promoting infill housing while preventing residential displacement.

The following initiatives aim to expand housing options while minimizing the risk of displacing current residents. Together, these efforts present a strategic opportunity to add new residential units, diversify Freeport’s housing stock, and align with the city’s long-term goals for downtown revitalization.



# 05 Develop | Vision, Goals, and Initiatives

**Develop | Land Use and Development**

**Vision**

Downtown will thrive as a dynamic community where Smart Growth principles, strategic regulations, and incentives drive development, maximize infill opportunities, and ensure diverse housing options for current and future residents.

**Goals**

A Prioritize and pursue key downtown infill and development opportunities.

B Promote Smart Growth principles throughout downtown.

C Codify regulations and incentives that reflect desired land use and design outcomes.

D Encourage diverse housing options and prevent displacement.

The following Initiatives are specific actions the City can take towards advancing these Vision and Goals:

**Initiative: Encourage a mixed-use program for the Waterfront Site. (A)**

The Waterfront site is a privately owned 5.66-acre area anchoring downtown’s north side. Historically, between 1912 and 1956, it housed the Tarpon Inn, a hotel operated by the Freeport Sulphur Company for its executives. From the 1960s to the early 2000s, it served as a medical equipment manufacturing business. The site has been abandoned since the early 2000s and is currently part of a brownfield remediation grant application to the Environmental Protection Agency. As one of the largest and most prominent sites in downtown, its development is key to the overall success of the area’s revitalization efforts. The site also presents an opportunity to enhance connectivity with the Freeport Marina and the planned boardwalk along the Old Brazos River, making it a pivotal element in creating a cohesive and vibrant waterfront district.

The City of Freeport should encourage mixed-use development for this site to maximize its potential benefits, including improved walkability, diverse activities, and support for small businesses. By integrating residential, commercial, and civic spaces nearby, the development would reduce reliance on cars, promote walkability, and create a lively street environment that

strengthens the community. A mixed-use development will also support small local retailers, providing opportunities for local entrepreneurs to benefit from steady customer flow and community support. This blend of larger and smaller enterprises will help create a resilient and dynamic downtown district.

*Strategic Re-Zoning.* The site is currently zoned W-1, which permits hotels, restaurants, entertainment, and waterfront-related activities but prohibits residential development (City of Freeport 2024). While this zoning limitation restricts specific development options, most notably residential, it also presents a strategic opportunity for the city. By incorporating rezoning into site development negotiations with potential developers, the city can leverage its position to shape the area’s future. This strategy allows the Planning Commission and City Council to articulate their vision for integrating civic functions and mixed-use programming, ensuring that proposals reflect community priorities. By strategically aligning the rezoning process with negotiations, the city can balance developer needs with long-term city goals, fostering a development outcome that benefits both investors and the community.

**Initiative: Reimagine Waterfront site as a connector between Downtown and River. (A)**

The City of Freeport should promote the inclusion of a civic landscape and public programming on the Waterfront site to enhance its overall viability. Although these civic elements may not directly increase the developer’s bottom line, they can attract tourists, increase foot traffic for retailers, and establish an accessible pedestrian connection between downtown and the Marina. The following two schematic design options explore ways the Waterfront site can integrate a civic landscape within a private development, thereby promoting economic growth, community engagement, and sustained growth for downtown Freeport.

*Scenario A: Multifamily housing, Event Space, and Public Lawn.*

This option envisions a four-story mixed-use development on the west side of the site, featuring three levels of residential units above first-floor retail. The development would include over 200 housing units, 20,000 square feet of retail space, and structured parking for both retail and residential use. At the center of the site, a Public Lawn aligns with Memorial Park. This lawn would be large enough to host festival events on weekends and

# Catalytic and Connecting Projects

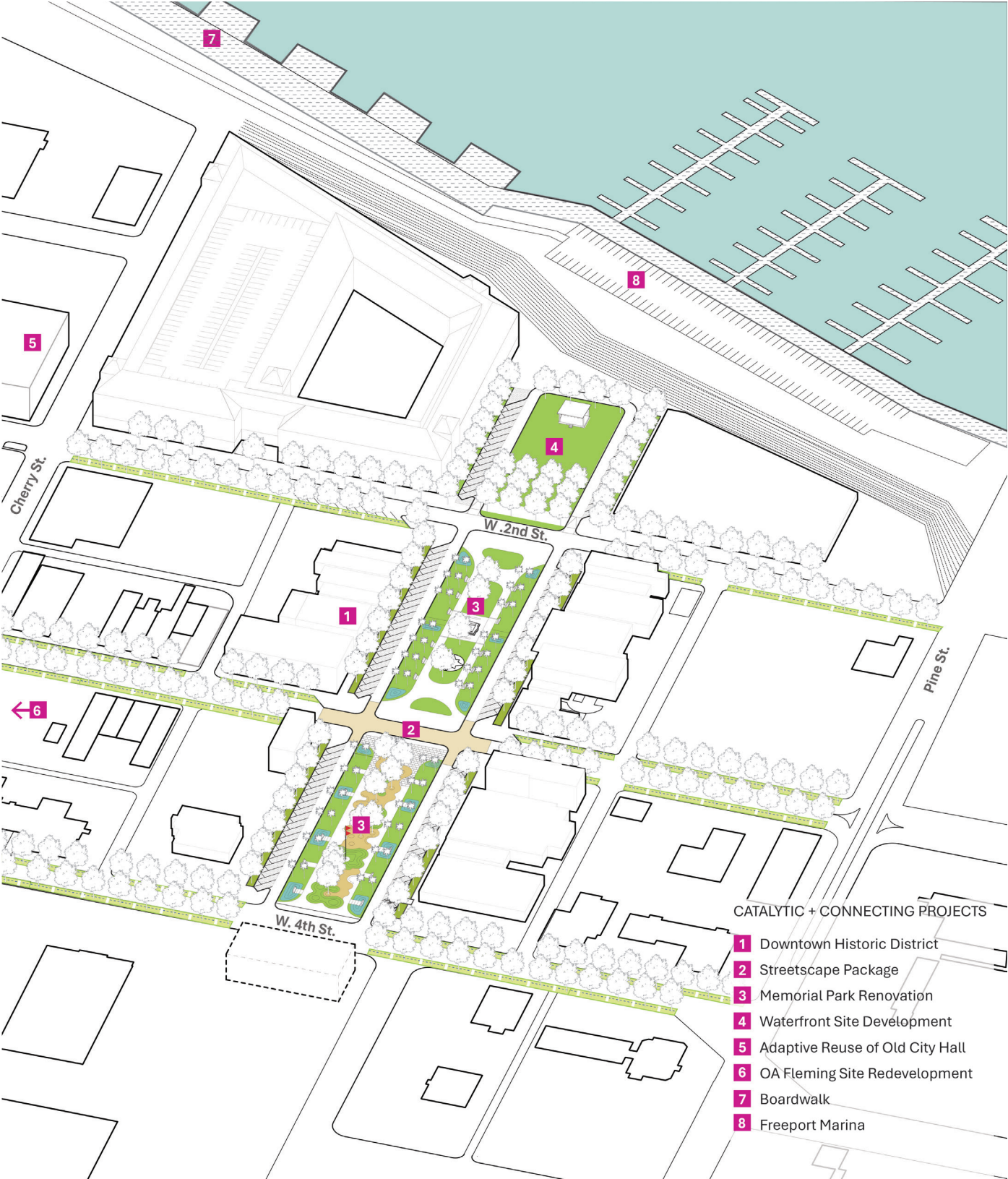


Figure 5.11 | Catalytic and Connecting Projects in Downtown Freeport



Scenario A: Public Lawn



Multifamily housing can deliver a significant number of units without compromising the scale of the street, as long as required parking is buried on the interior of the block.



The public lawn at the Pearl in San Antonio provides a 75x100 sf public lawn that hosts festivals, outdoor markets, and passive recreation. A similar space fits the Waterfront site.



A 30k sf restaurant, event space, or food hall would be a great addition to the public lawn and nearby housing, while also catering to visitors and users of the Freeport Marina.

Figure 5.12 | Scenario A: Public Lawn (with Multifamily Housing and Event Space)

Scenario B: New Tarpon Inn



Multifamily housing can deliver a significant number of units without compromising the scale of the street, as long as required parking is buried on the interior of the block.



Programmatic comparisons include the Gage Hotel in Marathon (20k sf), Paisano and (40k sf) and Hotel Saint George in Marfa (74k sf), and Cotton Court in Lubbock (90k sf).



Grass terraced seating built on the old levee would serve as a venue overlooking the Old Brazos River, offering space for informal recreation as well as organized concerts.

Figure 5.13 | Scenario B: Hotel (with Multifamily Housing and Terraced Seating)





Figure 5.14 | The old levee could accomodate terraced seating at the Marina

holidays and provide space for passive recreation year-round, creating a programmatic connection to downtown and a visual link to the Marina. The site’s east side can accommodate a 30,000-square-foot event space or restaurant, which would front onto the Public Lawn.

*Scenario B: Multifamily Housing, Hotel, Restaurant, and Redesigned Levee.*

This option envisions a four-story mixed-use development on the west side of the site, featuring three levels of residential units above first-floor retail. The development includes over 200 housing units, 20,000 square feet of retail space, and structured parking for both retail and residential use. At the center of the site, a new hotel rises on the footprint of the former Tarpon Inn. The new hotel is flanked by two allées providing pedestrian passage from downtown to the Marina. The former levee is reimagined as a stepped viewing platform overlooking the Marina, offering river access via stairs and ramps. This platform can also accommodate small performances with the Old Brazos River as a backdrop. The east side of the site can accommodate a 30,000-square-foot event space or restaurant.

**Initiative: Repurpose Old City Hall as a Downtown Civic Anchor. (A)**

*Scenario A: Freeport Historical Museum, City Hall, and Community Event Space.*

*The Old City Hall building today.* The Old City Hall building at 200 W. 2nd St. is a New Formalist masonry structure constructed by Freeport First National Bank in 1970. This three-story building, approximately 41,000 sf, features 117 x 117 ft floor plates, each offering 13,667 sf. It served as Freeport City Hall until spring 2024 and is now vacant. Located within the proposed local historic district, the building is listed as a “contributing structure,” indicating significant historical value. It also falls within the proposed boundary for the National Register of Historic Places.

While the building is in poor repair on the inside, its high-quality masonry construction, central location, historical significance, large size, and clear structural spans make it a prime candidate for adaptive reuse, particularly for civic programs requiring large spaces. The City has hired iAD Architects to develop a scope of work and provide preliminary pricing for a full renovation of the building (Hanson 2024). The following adaptive reuse plan proposes repurposing the building, placing the Freeport

Historical Museum on the first floor, City Hall on the second floor, and a rentable community space on the third floor.

*Ground Floor: Freeport Historical Museum.* The Freeport Historical Museum, established in 2009, is downtown Freeport’s key physical, cultural, and economic anchor. The museum, which hosts approximately 4,000 visitors annually, presents over 300 years of Freeport’s history through original artifacts and models. It highlights key periods, from the Spanish colonial era to the city’s founding in 1912 to Freeport’s rise as the Shrimping Capital of Texas. The exhibits provide a comprehensive look at the city’s rich cultural and economic past, offering visitors a deep understanding of its historical significance.

Currently, the Museum occupies approximately 13,000 sf in a triple storefront on E. Park Ave. Relocating it to the ground floor of the former City Hall would provide larger floor plates and taller ceiling heights, significantly enhancing curatorial and economic potential. Administrative functions could move upstairs to maximize exhibition space on the ground floor. This move would enable the museum to display a broader range of exhibits, including large-scale and interactive installations, boosting visitor engagement and repeat visits. The additional space would support special events, educational programs, and temporary exhibitions, increasing attendance and revenue. A more extensive gift shop or café would further enhance income, while improved storage and workspace would optimize artifact preservation and operational efficiency, transforming the museum into a dynamic cultural hub for Freeport.

*Second Floor: Freeport City Hall.* Before its relocation to N Avenue H, the City of Freeport occupied both the first and second floors of this building, sharing space on the second floor with the EDC and Hispanic Chamber of Commerce. Air quality issues following Hurricane Nicholas forced all offices to move to the third floor.

Returning City Hall to the second floor would restore its historic role and serve as a strong symbol of the City’s commitment to revitalizing the downtown area. This move would signal a renewed focus on supporting the economic and civic vitality of the district, attracting investment, and fostering downtown as a center of activity. Increased foot traffic from city employees and visitors would boost local businesses, while the central location would improve public access to government services, reinforcing the community’s connection to its historic core.

*Third Floor: Community Event Space.* Offering some of the best views in Freeport, the third floor could be

repurposed into spillover space for the city and an ample, rentable event space. This versatile venue would host public events, private functions, and community gatherings, attracting local and out-of-town groups. Its proximity to City Hall would enhance civic engagement and accessibility while driving foot traffic and supporting local businesses. The space could generate steady rental income, boost downtown vibrancy, and catalyze further economic development and investment in Freeport’s historic downtown.

*Scenario B: Downtown Conference Center*

An alternative adaptive reuse scenario envisions transforming all three floors of the old city hall building into a Downtown Conference Center, expanding Freeport’s capacity to host conferences and public and private events and attract tourists. This would provide a total of 41,000 sq. ft., enabling the venue to compete with other medium-sized event centers across Texas. The building’s central location, adjacent to the historic downtown, Marina, Waterfront site, and proposed Boardwalk site, makes it an ideal spot for a conference center, turning these facilities into essential economic and cultural assets for Freeport.

Conference centers typically cater to business events, such as annual meetings, trade shows, seminars, and small business conventions. They offer large meeting and banquet areas and smaller rooms with dedicated audiovisual capacity. Conference centers differ from event centers, which host smaller events like weddings, parties, bridal showers or larger gatherings such as concerts, depending on their size. Currently, the premier local venue is Freeport RiverPlace, which provides about 8,000 sq. ft. of space and can accommodate up to 400 people.



Figure 5.15 | The old city hall building can again become a civic anchor



| Conference Center Comparison |            |                                  |           |
|------------------------------|------------|----------------------------------|-----------|
| City                         | Population | Venue                            | Size (sf) |
| Mission                      | 83,567     | Mission Event Center             | 40,000    |
| New Braunfels                | 57,740     | New Braunfels Civic Conv. Center | 50,000    |
| Cleburne                     | 29,337     | Cleburne Conference Center       | 17,856    |
| Paris                        | 25,171     | Love Civic Center                | 13,000    |
| Eagle Pass                   | 26,248     | International Center for Trade   | 20,000    |
| Coriscana                    | 23,770     | IOOF Event Center                | 20,000    |
| Palestine                    | 18,712     | Palestine Civic Center           | 25,000    |
| Freeport                     | 10,560     | Proposed Conference Center       | 41,000    |

The proposed Downtown Conference Center would likely require a new hotel nearby to support its operations and attract regional business events, allowing it to extend beyond serving just local programs. Freeport currently has four small hotels, all rated three stars or less. One initiative in this plan proposes a hotel for the Waterfront site directly adjacent to the proposed Downtown Conference Center. The synergies between these two potential developments are substantial, with the hotel serving both conference attendees and tourists looking to stay in the Downtown area.

Figure: Regional Conference Center Comparisons

**Initiative: Redevelop OA Fleming Site as residential, mixed-use neighborhood. (A)**

The 32-acre, nine-block site of the former OA Fleming Elementary School offers a prime opportunity to expand downtown Freeport with a walkable, mixed-use development. Its proximity to the historic downtown makes it suitable for a blend of medium-density housing with the potential for integrated civic and recreational programs. This may involve rezoning a portion of the site from R-2 to MF to allow for multifamily redevelopment to occur. This would be especially appropriate on the

eastern edge of the site adjacent to existing MF zones and to historic downtown. Regardless of the eventual decision regarding zoning, the City of Freeport should pursue development that advances the following urban design principles and elements:

*Medium-density housing typologies.* To grow Freeport, it will be critical to expand downtown housing stock beyond single-family homes. The former school site can support medium-density housing at 15-20 units per acre, introducing townhomes, duplexes, triplexes, courtyard apartments, and small multifamily buildings. These options respect the neighborhood’s existing scale urban character while offering the market a greater variety of options. The homes will target diverse demographics, including young professionals, families, and seniors, fostering a mixed-income community. Expanding housing choices will add residents, increase activity, and create a vibrant, lively downtown that supports local businesses and community life.

*Mixed-use programming.* Land use restrictions in Freeport’s current Code of Ordinances make mixed-used developments difficult to achieve in residential areas. Still, a mixed-use development that combines housing with commercial, civic, and recreational elements will help create a vibrant, functional neighborhood just west of downtown. A reimagined OA Fleming Elementary School and athletic field could support various mixed-use options. The 2019 Strategic Community Plan suggests developing a multi-purpose sports complex on the former Fleming Elementary School campus superblock (Kendig Keast Collaborative 2019). This plan imagines baseball, soccer, football fields, concessions, restrooms, and other ancillary improvements. Additionally, the proposal explores repurposing existing school buildings for municipal functions, such as a relocated library, community center, or youth center, to maximize the site’s community benefit.



Figure 5.16 | The OA Fleming site can accommodate multifamily a residential and mixed-use development

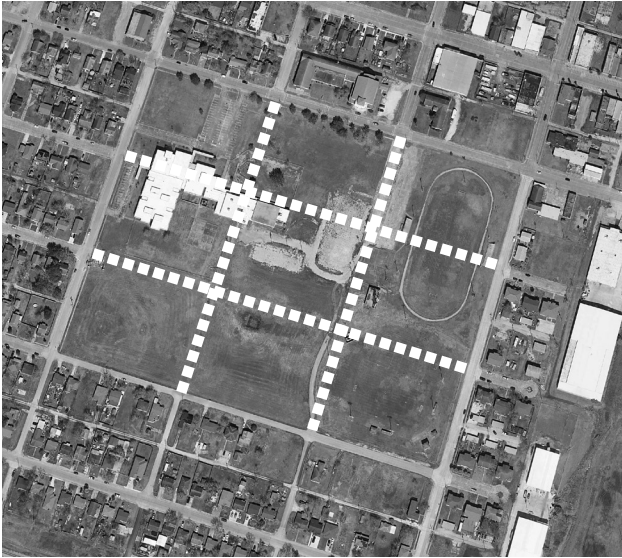


Figure 5.17 | The former OA Fleming Elementary site can support a future mixed-use neighborhood that integrates with the surrounding street grid

*Street infrastructure.* New street infrastructure should align with the adjacent street grid and block structure to ensure a harmonious transition between the old and new. Incorporating green infrastructure elements like bioswales, rain gardens, and permeable pavement will help manage stormwater, improve environmental resilience, and enhance the quality of life for residents.

*Green Infrastructure and Public Spaces.* If the existing school building and ballfields are removed, the design can intersperse pocket parks, communal gardens, and green space throughout the housing. These areas would provide residents with accessible outdoor spaces for recreation, relaxation, and social interaction, enhancing the overall quality of life and fostering community connections.

*Walkability and Human-Scale Design.* Designing the site with a strong emphasis on walkability is crucial. Streets should feature wide, shaded sidewalks, pedestrian crossings, and traffic-calming measures to ensure a safe and inviting environment for walking. Housing should be oriented towards the street with minimal setbacks, promoting an engaging streetscape where front porches and stoops encourage neighborly interactions. Integrating pedestrian paths and bike lanes will connect residents to the historic downtown, local parks, and other amenities, reducing reliance on cars and enhancing overall connectivity.

*Contextual Architecture and Urban Design.* New buildings should respect the architectural character of the adjacent neighborhood while integrating contemporary and

sustainable design elements. Medium-density housing should be designed to complement, not replicate, existing structures, allowing for increased height and density that fulfills urban growth objectives. The use of materials should reflect the local context to maintain visual continuity. This approach ensures that new developments enhance the neighborhood’s aesthetic and cultural values while introducing innovative design solutions that meet contemporary needs and sustainability goals.

*Economic and Social Impact.* Developing medium-density housing at 15 units per acre efficiently uses land and can significantly contribute to the local economy. By attracting a diverse mix of residents and supporting local businesses, the development can catalyze broader downtown revitalization. The increased residential presence will support downtown shops, restaurants, and services, creating a self-sustaining cycle of growth and investment.

**Initiative: Repurpose the Old Rail Depot site for a civic function. (A)**

The former Union Pacific site is an 11-acre property lies along the southern edge of Memorial Park, spanning from 4th to 8th St. Abandoned since 2002, the site now houses old railroad tracks, a building slab, a warehouse, and trailers. The exact ownership of the site remains unresolved. It is currently zoned in the Downtown District.

This northern portion of the site holds significant symbolic value due to its location at the southern end of Memorial Park, forming a natural linear axis with the Waterfront Site. Together, these two sites bookend the Downtown Historic

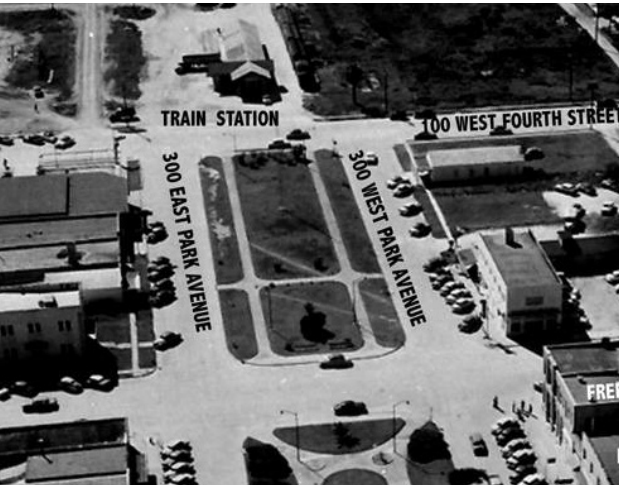


Figure 5.18 | View of historical train depot in 1960 | Nat Hickey



District. As such, redeveloping the Old Rail Depot site as a civic program would represent the highest and best use, reinforcing this key axis while enhancing downtown’s public realm. A civic function—such as a library, museum, community center, government office, or school—would provide long-term value, fostering public engagement and anchoring the downtown core.

By contrast, commercial or office development would be less impactful, though acceptable. The city should resist industrial use, storage, or continued abandonment, as all will diminish the site’s symbolic and civic potential. Redeveloping this site as a civic hub would not only honor its historical significance but also strengthen the downtown area as a center for community life.

**Initiative: Support people before cars. (B)**

Downtown Freeport has the potential to evolve into a dynamic metropolitan center that supports a broad spectrum of urban functions, including retail, employment, housing, entertainment, and services. Achieving this vision requires strategic land use and infrastructure initiatives that enhance the intensity of use. Downtown is in a good position to support intensified use because the area already has an abundance of public parking, with 548 total spaces and the potential to expand to 634 (City of Freeport 2023).

For the foreseeable future, Freeport can prioritize promoting a walkable, mixed-use downtown that favors pedestrians over cars. This involves enhancing walkability, developing mixed-use spaces, and increasing housing diversity. The aim is not to overcrowd downtown but to make better use of it by attracting a more comprehensive range of activities and visitors. A dynamic urban



Figure 5.19 | Streets are for people and cars | Urban Design Forum CC 4.0

environment that supports various functions will naturally draw more people, creating a lively and economically resilient downtown without compromising its sense of space. To pursue these goals, the City of Freeport should adopt the following urban planning strategies:

*Enhance Walkability.* Downtown Freeport must improve the pedestrian experience for residents, workers, and tourists. Preserving the original block structure and the existing network of sidewalks helps maintain an extensive and connected pedestrian experience. By implementing streetscape improvements, as outlined in the Sustain | Infrastructure and Ecology chapter, Freeport can create a more inviting and functional public realm for pedestrians. Enhancing walkability not only benefits pedestrians but also stimulates business development, generating a positive feedback loop of public and private investment.

*Prioritize people before cars.* To increase downtown’s vitality, it is essential to ensure that unbuilt land is developed to its highest and best use. Surface parking lots, while sometimes necessary, should not dominate the urban landscape. Instead, downtown Freeport should prioritize developments that support human activity, economic productivity, and programmatic diversity over car storage. While convenient parking remains important, the focus should shift toward designing pedestrian-friendly spaces that encourage visitors to park once and stay longer. High-density, mixed-use developments help achieve this by clustering amenities close together, making it easier for people to explore the area on foot. This approach enhances the pedestrian experience and supports small-scale retail, which are essential for creating a lively and thriving downtown.

*Minimize the impact of structured parking on the street.* To support downtown Freeport’s growth and revitalization, integrating structured parking facilities might eventually become necessary, particularly in areas with significant new developments such as the Waterfront site or the former OA Fleming Elementary School. However, it is crucial that these parking structures are thoughtfully designed and located to minimize their impact on the pedestrian experience at the street level.

From an urban planning perspective, structured parking should be situated on the interior of blocks rather than adjacent to the street. This approach ensures that the first-floor level of adjacent buildings remains active, vibrant, and pedestrian-friendly, enhancing the overall urban environment. The design of these parking structures should avoid blank facades and ideally integrate commercial or other active uses on the ground floor

adjacent to the street. This strategy helps maintain a continuous and engaging urban fabric that supports the pedestrian experience and promotes a lively street life, essential for a thriving downtown area.

*Preserve downtown’s historic street grid.* Preserving and restoring the downtown street grid is crucial for maintaining Freeport’s historic character and enhancing urban functionality. The historic block structure embodies original design principles prioritizing walkability, connectivity, and pedestrian scale while contributing to a unique sense of place. By reinforcing and expanding the historic street grid, the city can foster a pedestrian-friendly environment, reduce car dependence, and support vibrant mixed-use development.

Preserving the street grid and avoiding block consolidation or street removal keeps neighborhoods connected, ensures accessibility, and strengthens economic vitality. The grid structure enhances land use efficiency, facilitates easy navigation, and promotes active transportation. Maintaining the historic street grid is vital to creating a dynamic, livable, and economically resilient downtown that honors Freeport’s past while supporting future growth.

**Initiative: Maximize the efficiency of future parking infrastructure. (B)**

If it becomes necessary to add parking infrastructure in the future, here are some additional urban design strategies that will minimize the negative impacts on the character of downtown:

*Implement Shared Parking Agreements.* This land use and development strategy reduces parking requirements for adjacent tenants that generate their highest parking demands at different times. For example, an office building and a comedy club rarely experience peak parking loads simultaneously. By allowing developments to pursue shared parking agreements, cities can help reduce parking redundancies, lowering construction and maintenance costs (Smith 2020).

*Consolidate Downtown parking options to maximize redevelopment opportunities.* While cars are necessary in contemporary cities, excessive parking requirements and surface lots can hinder the creation of compact, mixed-use, and walkable environments. As Downtown Freeport fills in, adding people, programs, and infrastructure, it will need to increase parking capacity. However, the community must prioritize supporting people and programs over cars. This balance promotes both business

development and quality of life. The following policies have helped other communities achieve this balance:

*Meter on-street parking.* As demand increases, meter street parking in desirable areas. This approach allows the market to prioritize users who value the parking infrastructure most. The highest-and-best use of a public street parking space is rarely the employee who parks all day but rather the tourist who visits downtown to spend money. The ideal price for parking is the lowest one, which leaves one or two spaces open on each block. Demand and supply can reliably establish this dynamic (Schoup 2011).

*Spend parking revenue from meters on public services.* Allocate parking meter revenue to public services. This demonstrates to the community that parking fees positively impact the area, making demand-based parking fees more popular (Schoup 2011).

*Reduce or remove off-street parking requirements.* Allow a market to emerge for surface and structured parking, enabling developers and businesses to determine how many parking spaces to provide for customers and at what cost (Schoup 2011).

*Allow on-street parking to fulfill parking requirements.* This strategy works well in areas with high-intensity mixed-use, as peak parking times rarely align (Tachieva 2010, 230).

*Reserve the best parking spaces for the intended users.* Prioritize short-term shoppers, people attending doctor’s appointments, and business professionals for the best parking spots. In parking garages, reserve the lower level for customers while employees park above.

*Promote high design standards for parking infrastructure.* Encourage the use of permeable concrete or pavers for surface lots and screen them with trees or buildings. Consider these lots for civic events. As structured parking becomes necessary, require street-level retail and design floor plates and heights to accommodate future inhabitable programs as transportation technologies evolve (Tachieva 2010, 230).

*Designate locations for future parking infrastructure.* Recognize parking infrastructure as an essential part of the civic landscape. Designate future infrastructure locations in planning documents and fund them similarly to streets and utilities (Tachieva 2010, 230).

**Initiative: Address absentee ownership. (C)**

Redeveloping vacant urban sites is often challenging, particularly when absentee property owners hold the



land. These challenges intensify when a single absentee owner controls a key property or when multiple absentee owners hold adjacent properties. Such owners may be unresponsive, difficult to locate, or unwilling to sell, creating a fragmented landscape that disrupts cohesive development and impedes revitalization efforts.

The City can play a vital role in addressing these challenges by facilitating site assembly, which involves consolidating contiguous parcels of land under a single ownership or coordinated development plan. By helping private developers contact and negotiate with property owners, whether they own single properties or multiple adjacent parcels, the City can streamline the process, making it easier to assemble larger, more viable development sites. This support may include legal, financial, or logistical assistance, as well as mediating negotiations between property owners and developers.

Through strategic site assembly, the City can unlock



Figure 5.20 | The City should continue to acquire and assemble vacant or underutilized properties for development | Gary Knight CC 4.0

the potential of vacant and underutilized land, paving the way for projects that bring significant community benefits, attract investment, and foster sustainable growth. By proactively addressing the challenges posed by absentee property owners, the City can turn obstacles into opportunities for coordinated redevelopment that drives urban revitalization and enhances the quality of life for residents.

**Initiative: Clean up and develop brownfield sites. (C)**

A brownfield is a property where redevelopment may be complicated by the presence or potential presence of hazardous substances, pollutants, or contaminants. The Environmental Protection Agency (EPA) estimates



Figure 5.21 | The City should continue to pursue funding to clean up and develop brownfield sites | Thomas Nugent CC 4.0

there are more than 450,000 brownfield sites in the U.S. Redeveloping these sites can grow the local tax base, create jobs, leverage existing infrastructure, slow the consumption of open land, and protect the environment (EPA, Overview of EPA's Brownfield Program).

Brownfield and greyfield sites often present different challenges than greenfield sites, requiring significant cooperation between city officials and private developers. The City of Freeport can support brownfield redevelopment by helping developers access significant federal funding for environmental assessment, cleanup, and job training. When addressing brownfield sites, policymakers must create conditions that are sufficiently positive to attract private investment. The Economic Development Corporation (EDC) is already making grant applications, positioning the City to utilize these resources effectively. By facilitating the cleanup and reinvestment in brownfield sites, Freeport can turn environmental challenges into opportunities for growth and revitalization.

**Initiative: Use strategic code enforcement to preserve existing buildings. (C)**

Proactive and consistent code enforcement is essential for supporting urban development and redevelopment, but it should be viewed as a preservation tool, not a punishment. Neglected and unattractive buildings can lower surrounding property values, reduce an area's appeal, and deter new investment. Left unaddressed, these conditions can trigger a cycle of decline, where disinvestment leads to further neglect, making redevelopment even more challenging to achieve.

To break this cycle, the City should adopt a proactive code

enforcement approach that upholds property standards while aligning with broader urban planning goals such as stabilizing vulnerable buildings, preserving historic fabric, promoting sustainable development, and enhancing community aesthetics. By focusing on preservation, the city can create a more cohesive and appealing environment that attracts investment and revitalization.

This approach should prioritize helping property owners repair and stabilize their buildings to prevent blight. Code enforcement should serve as a tool to support revitalization, not punishment. Regular monitoring and outreach can encourage maintenance, while legal action should be reserved for severe cases. Demolition should only be considered when life-safety issues cannot be resolved through repair. By prioritizing stabilization and preservation, the City can protect its urban fabric, foster reinvestment, and promote a cohesive, vibrant community.

**Initiative: Convert second-story spaces into Downtown Lofts. (D)**

Freeport's location next to the Port, Dow Chemical, and proximity to Mexico continues to position the community for strong demographic and economic growth. The recent additions of companies like Volkswagen, Del Monte, and Freeport Warehouse LLC will only increase Freeport's economic prospects. To capture the benefits of these circumstances, the City of Freeport must continue to add, reinforce, and diversify housing options throughout the city, including downtown.

Historically, one way that downtowns increase housing supply is by placing apartments, condominiums, and offices to second stories above street-level storefronts.



Figure 5.22 | Second story loft conversions can increase housing options for residents who want to live downtown | Eric Petschek CC 4.0

The Code of Ordinance allows property owners to locate Downtown Lofts on the second floor of buildings while prohibiting ground-floor residential (City of Freeport 2024). The compromise makes sense, allowing property owners to utilize the upper levels for residential use while maintaining the lower floor for institutional or commercial programs, which is a higher and better use of the street level. Several downtown property owners have already begun the second-story conversions, a trend that should continue.

**Initiative: Reinforce existing residential fabric adjacent to Downtown. (D)**

Most buildings along Park Ave., 2nd St., Broad St., and 4th St. are single-story, limiting the potential for upper-level apartments or condominium developments in the downtown area. Therefore, reinforcing the existing residential fabric adjacent to downtown is essential. The Freeport Strategic Community Plan highlights various neighborhood revitalization strategies focused on improving housing, beautification, safety, and promoting homeownership (Kendig Keast 2019, 69):

- *Homeowner rehabilitation programs.* These programs offer no- or low-interest loans, historic preservation efforts, home improvement loans, emergency repair assistance, and energy efficiency upgrades.
- *Beautification.* These efforts include Adopt-A-Block and Adopt-A-Street programs, lawn mowing assistance for seniors, street tree planting initiatives, public art projects, and community gardens.
- *Safety and enforcement strategies.* Promote Neighborhood Watch programs, crime prevention through environmental design (CPTED), and stricter building and property maintenance codes.
- *Infill.* These programs focus on demolishing unsafe buildings, registering and managing vacant properties, and land banking for redevelopment.
- *Homebuyer and developer financing.* These programs provide first-time homebuyer assistance and resources for new homeowners, fostering long-term community investment and growth.

**Initiative: Pilot an ADU Program in the area west of Downtown. (D)**

Accessory dwelling units (ADU) are small, auxiliary residential dwelling units that exist as converted zones of existing homes, additions to existing homes, or as new detached structures on the same lot, typically behind





Figure 5.23 | ADU's increase housing choices for residents | Snap ADU CC 4.0

the primary residence. Some of the more common arrangements include (BuildinganADU):

- Detached new construction ADUs, sometimes called granny flats or casitas
- Garage conversion ADUs
- ADUs above garages or workshops, sometimes called garage apartments or carriage houses
- ADUs that are attached to a primary residence
- Basement conversion ADUs, sometimes called basement apartments or mother-in-law units
- Internal ADUs, which occur when part of the primary house is zoned separately for an ADU

Whether ADUs are internal, attached, or detached, the addition of ADUs to Freeport would offer multiple benefits to residents (AARP). ADUs generate rental income, helping homeowners, especially seniors on fixed incomes, cover mortgages and avoid displacement. ADUs also provide affordable rental options in single-family neighborhoods and allow live-in landlords to offer stable or discounted rent, especially for family members. In terms of housing choices, ADUs accommodate various household types and life stages, offering affordable spaces for young people, expanding options for growing families, and allowing seniors to downsize while staying close to family. Environmentally and financially, ADUs are cost-effective to build, maintain, and heat, while utilizing existing infrastructure and minimizing urban sprawl. Their incremental addition to neighborhoods also avoids the

- need for large, less popular developments like multistory apartments.
- Currently, the City of Freeport permits Accessory Dwelling Units as “Limited Use” in R1, R2, MH, and W-R (City of Freeport 2024). This ordinance imposes the following minimal parameters:
- either the principal or accessory unit must be occupied by the property owner
  - the accessory dwelling must have a floor area of at least 400 square feet but not exceed 50 percent of the gross floor area of the principal dwelling
  - the ADU meet all setback requirements for the zoning district where it is located
- The area between S Velasco Blvd and Cherry St., just west of Downtown, has residential lots typically 150 x 50 feet—large enough to comfortably accommodate Accessory Dwelling Units (ADUs). Additionally, these blocks have alleys, which provide convenient access for ADUs. This area is within a one-mile walk or drive of Downtown, and similar conditions exist between S Velasco Blvd and Dix Drive. While some homes seem to have ADUs, the area as a whole is underutilized for this purpose. This presents a missed opportunity to expand housing options for renters and generate additional tax revenue for the city. To encourage homeowners to build ADUs, the City of Freeport could consider the following strategies:
- *Streamlined Permitting Process.* Simplify and speed up the application and permitting process for ADUs, reducing bureaucratic delays and costs for homeowners. Offering online permit applications can also make the process more accessible.
  - *Waiving or Reducing Fees.* Cities can reduce or eliminate certain fees, such as impact fees, utility connection fees, or building permit fees, to lower the cost of constructing ADUs.
  - *Financial Incentives.* Provide financial incentives such as grants, low-interest loans, or tax rebates for homeowners to build ADUs. These programs could target homeowners in areas with high housing demand or offer funds for energy-efficient or affordable ADU construction.
  - *Educational Campaigns.* Launch public outreach efforts to educate homeowners about the benefits of ADUs, the process for building them, and available financial resources. This can include workshops, online resources, or partnerships with local builders.
  - *Pre-Approved ADU Plans.* Offer a set of pre-approved ADU designs that meet local building codes. This can lower design and approval costs for homeowners and

## Aerial View of Downtown



Figure 5.24 | Aerial view looking south over a restored Downtown Freeport

- *accelerate construction.*
- *Tax Abatements or Exemptions.* Provide tax incentives to homeowners who construct ADUs, such as property tax reductions for a certain number of years after the ADU is completed, especially if the unit is rented affordably.
- *Incentivizing Affordable ADUs.* Offer additional incentives, such as higher subsidies or bonus allowances, for homeowners who commit to renting their ADU at affordable rates for low- or moderate-income tenants.
- *Technical Assistance.* Provide direct support for homeowners interested in building ADUs, such as design consultations, assistance navigating local building codes, or guidance through the construction process.



**Initiative: Encourage short-term rentals west of Downtown. (D)**

As Freeport aims to boost Downtown tourism, it must also expand convenient lodging options for visitors. Currently, Freeport has four small hotels, all rated three stars or less, none within walking distance of Downtown Freeport. One proposed initiative envisions a hotel at the Waterfront site adjacent to the planned Downtown Conference Center. However, to increase tourism revenue, Freeport must offer more attractive lodging within walking distance of Downtown, allowing visitors to extend day trips into overnight stays and weekend getaways.

Given Downtown’s significant residential housing stock and limited buildable land, short-term rentals (STRs) offer a practical solution. According to Freeport’s Code of Ordinances, an STR is any residence rented for fewer than 28 days, excluding motels or hotels. STRs are allowed in R-1, R-2, W-R, and DT zones, subject to minimal Limited Use Standards (City of Freeport 2024).

Airbnb typically lists 5-8 STRs in Freeport on a given night, with only a few located downtown. This represents a missed opportunity, both in terms of lost tax revenue from visitors who usually stay in bed-and-breakfasts and the underutilization of the housing stock west of Downtown, particularly the area between S Velasco Blvd and Cherry St., which is within a one-mile walk or drive from Downtown. To encourage homeowners to add short-term rental units, the City of Freeport could consider the following strategies:

- **Streamlined Permit Process.** Streamline the procedure to obtain a City’s Short-Term Rental Permit Ordinance.

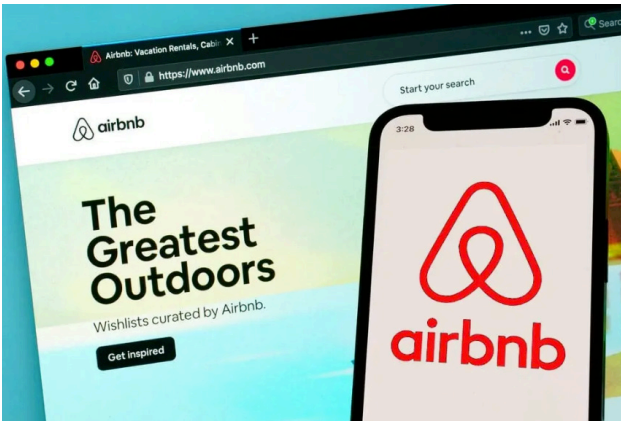


Figure 5.25 | Short Term Rentals can provide more housing options for visitors and support ecotourism | FMT CC 4.0

Clear guidelines and easy registration can attract more property owners to participate.

- **Tax Incentives.** Offer tax breaks or reduced fees for property owners who list their properties for short-term rentals, especially in targeted areas the city wants to revitalize or develop.
- **Marketing Support.** Collaborate with platforms like Airbnb to promote the city as a desirable destination, highlighting the potential earnings for property owners who offer short-term rentals.
- **Education and Support Programs.** Provide workshops or online resources for property owners on how to manage short-term rentals effectively, including information on local regulations, taxes, and best practices.
- **Financial Incentives for Upgrades.** Offer grants or low-interest loans for property improvements, encouraging owners to upgrade their homes for short-term rental use, which can enhance property value and appeal.
- **Pilot Programs.** Start a pilot program that offers additional benefits, like reduced utility rates or city-sponsored advertising, for property owners who opt into offering short-term rentals in designated areas.

**Initiative: Pursue public policies that combat residential displacement. (D)**

The City of Freeport is considering several initiatives to advance Downtown development, including improving pedestrian infrastructure, expanding multifamily housing options, adding a boardwalk, and applying to list Downtown on the National Register of Historic Places. While increased development can improve the quality of life and financial prospects for residents, tourists, and business/property owners, it may also have unintended negative effects, such as residential displacement. Displacement occurs when rising real estate values, county appraisals, and property taxes force residents to sell or vacate their homes. To mitigate this, Freeport must pursue parallel strategies that preserve and expand affordable housing while fostering development. This dual approach is essential for maintaining the cultural and physical character of Downtown for both current and future residents. Three types of displacement typically occur in redeveloping neighborhoods (Kay 2019, 5):

**Direct displacement.** This refers to situations where rising housing costs force residents to leave their homes. Causes include non-renewal of leases, evictions, eminent domain, or deteriorating conditions that make homes uninhabitable. These factors often lead to redevelopment, attracting higher-income residents.



Figure 5.26 | As the City grows, it can pursue policies that minize residential displacement | Images Money CC 4.0

**Indirect displacement.** This occurs gradually as rents and property prices rise, causing low-income residents to move out and be replaced by higher-income individuals. Discriminatory policies, such as restrictions on housing vouchers, can accelerate this process.

**Cultural displacement.** This occurs when retail and services shift to cater to wealthier new residents, altering the neighborhood’s character. Long-time residents may feel disconnected even if they remain in the area.

City officials have several policy options to combat direct, indirect, and cultural displacement. Common strategies include:

**Freezing or capping property tax increases on residents who are vulnerable to displacement.** U.S. cities are exploring tax programs to help retain low-income, senior, or disabled homeowners in gentrifying neighborhoods. Texas offers homestead exemptions for seniors and disabled residents, which can apply to school district or county taxes (Comptroller.Texas.Gov, Taxes).

The City of Freeport could further reduce tax burdens for low-income or senior residents by funding senior home repair programs, particularly in gentrifying neighborhoods. For example, San Antonio’s Under 1 Roof Program replaces damaged roofs with energy-efficient ones for qualifying homeowners who meet income requirements (City of San Antonio).

**Building more affordable housing.** The most effective way to increase access to affordable housing is by building more of it. To meet demand and prevent displacement, Freeport can simplify the process for developers to construct various housing types across the city, including Downtown.

The Comprehensive Plan outlines several initiatives to support this goal, such as identifying locations suitable for new multifamily housing. The City can consider additional strategies to prioritize developers committed to building middle-income and affordable housing, including initiating Public Improvement Districts and/or Tax Incremental Reinvestment Zones. More information about both mechanisms is available in Expand | Economics and Development.

**Leverage Brazoria County resources.** The Brazoria County Department of Housing and Urban Development manages multiple housing programs targeting low-income families. For example, the Brazoria County Community Development Home Program offers financial assistance for home rehabilitation or reconstruction through a forgivable loan, available to homeowners who have lived on the property for five years, have current property taxes, and meet income limits. The loan is forgiven after 5 to 20 years, based on the amount. Additional programs, including a list of housing complexes with assisted rents, are available on Brazoria County’s website.

Additionally, Freeport’s designation as an Opportunity Zone, specifically Census Tract 6643, provides tax incentives to attract private investment in affordable housing. These incentives encourage long-term investments, helping developers reduce costs while increasing housing options for 5,700 residents in the tract. Covering 3.1 square miles, this tract is one of six Opportunity Zones in Brazoria County, offering a unique opportunity to address housing needs and promote economic growth in Freeport.



## 06 Implement | Roles and Tracking



## 06 Implement | Roles and Tracking

### How to use the Comprehensive Plan

The Comprehensive Downtown Plan is not a final destination but a dynamic tool to help Freeport achieve its vision for downtown. By following the initiatives outlined in this Plan, the community can make coordinated and strategic progress in economic development, land use, zoning and development, historic preservation, infrastructure, and public realm improvements. To remain effective, the Plan must adapt to changing circumstances. This requires regular modifications and updates as the community evolves. The City should commit to revising the Downtown Plan every five years, ensuring that the objectives outlined in the Plan provide consistent guidelines and policy direction over time.

City leaders must engage citizens and key stakeholders to implement the plan, fostering widespread participation and support. This includes keeping the community informed about the City of Freeport's progress and actively involving them in the ongoing development and enhancement of the downtown area. Adaptability and community involvement are crucial to ensure the Plan continues to guide Freeport's growth and development effectively.

### Roles and Responsibilities

**City Council.** The City Council, as the community's elected officials, should take the lead role in implementing the plan. Their key responsibilities include establishing priorities, setting timelines for actions, and determining the budget for implementation. They must work with the City Manager to ensure effective coordination among various groups responsible for executing the plan's strategies.

The Council's specific tasks involve adopting and amending the plan based on recommendations from the Planning Commission, championing the plan, setting implementation priorities and timelines, approving necessary funding, adopting or amending land development regulations, approving intergovernmental and development agreements, and providing final approval of projects and their costs during the annual budget process. Additionally, they provide policy direction to the Planning Commission, other appointed boards and commissions, and City staff.

**City Staff.** City staff should manage the day-to-day implementation of the plan and support capital improvement planning efforts. They are responsible for drafting new or amended land development regulations, conducting studies, and developing special-purpose or

area plans. They review land development applications for consistency with the Strategic Community Plan, negotiate intergovernmental and development agreements, and administer collaborative programs. Additionally, they ensure open communication with various implementation partners, maintain an inventory of potential plan amendments for periodic review, and generate an annual report on implementation progress for the Planning Commission and City Council.

**Planning and Zoning Commission.** The Planning Commission should ensure that recommendations to the City Council align with the plan's goals, priorities, and action strategies. They should prepare and present annual reports to the City Commission. The report should identify the past year's accomplishments and new goals for the coming year. City leaders should use the annual report to help identify priorities in the City of Freeport's yearly budget. This process will translate goals into accomplishments.

**Economic Development Corporation.** The Freeport Economic Development Corporation should coordinate with city staff to host the education initiative, periodically obtaining public input to keep the plan current through various community outreach methods. They assist city staff in implementing plan elements related to economic and, occasionally, housing development. Additionally, they help generate and present the annual report on plan implementation progress and serve on the City's interdepartmental plan implementation committee.

**Historical Commission.** This to-be-established commission will be responsible for preserving, protecting, and promoting the historical and architectural integrity of the Downtown Historic District. Commission members will bring relevant expertise and experience in architecture, construction, development, and history. All commissioners should receive commission training from an organization like The National Alliance of Preservation Commissions, which offers this training and extensive free materials on their website. The commission's duties will include:

- Reviewing and Approving Changes: Evaluating and approving Certificates of Appropriateness for buildings, structures, and sites within the historic district to ensure they are in keeping with the area's historical and architectural character. This includes renovations, demolitions, and new constructions.
- Guiding Preservation Efforts: Providing guidelines and recommendations for preserving, restoring, and rehabilitating historic properties. They may offer

technical assistance and resources to help property owners maintain their buildings' historical integrity.

- Public Education and Outreach: Educating the public about the historical significance of the district through workshops, lectures, tours, and publications. They aim to raise awareness and appreciation for the district's historical and cultural heritage.
- Advising on Policy and Regulation: Advising the City on policies, ordinances, and regulations that affect the historic district. They may help draft and recommend regulations that protect and enhance the district's historic character.
- Maintaining Historical Records: Keeping detailed records of the district's historical assets, including an inventory of historic buildings and sites. They may also document changes and alterations to these assets over time.
- Grant and Funding Assistance: Helping property owners and the community secure grants and funding for preservation projects. They may assist in identifying funding opportunities and guiding the application process.
- Enforcing Preservation Standards: Ensuring compliance with local, state, and federal preservation standards and regulations. They may have the authority to enforce preservation laws and take action against violations.
- Fostering Community Involvement: Engaging the community in preservation efforts by involving residents, businesses, and organizations in the decision-making process. This can include forming advisory committees and hosting public meetings.

**Main Street Advisory Board.** As an affiliate of the Texas Historical Commission (THC), this Advisory Board will play a significant role in guiding and supporting the Main Street Program, which focuses on revitalizing Freeport's historic downtown. The board's responsibilities include:

- Historic Preservation Advocacy: Promoting the preservation and rehabilitation of historic buildings and structures within the Main Street district to maintain the area's historical integrity.
- Strategic Planning and Guidance: Providing strategic direction and advice on policies, initiatives, and programs that support the revitalization goals of the Main Street Program.
- Economic Development Support: Assisting in efforts to boost economic development by attracting new businesses, supporting existing businesses, and encouraging local shopping to enhance the economic base of the Main Street district.
- Community Engagement and Outreach: Encouraging

community involvement and support through outreach activities, organizing events, and fostering partnerships with local stakeholders, including residents, business owners, and civic organizations.

- Resource and Fund Allocation: Helping to identify and secure funding sources, including grants, donations, and sponsorships, and advising on the allocation of resources to various projects and initiatives within the Main Street district.
- Program Promotion and Marketing: Promoting the Main Street district as a vibrant and attractive place to live, work, and visit through marketing and promotional campaigns, events, and other activities.
- Performance Monitoring and Evaluation: Monitoring the progress and effectiveness of the Main Street Program, evaluating outcomes, and recommending improvements or adjustments to ensure the program's success.
- Collaboration with Texas Historical Commission (THC): Working closely with the THC to align local Main Street initiatives with state-level goals and resources, ensuring compliance with THC guidelines and leveraging THC expertise and support.

### Potential Benefits of Adding an Urban Planner to Staff

Adding an urban planner to city staff can support the successful implementation of this downtown comprehensive plan by streamlining short-term initiatives and ensuring that long-term goals are achieved. This position might be a cost-effective investment for the city, as it reduces reliance on external consultants and enhances the city's ability to secure significant grant funding, potentially offsetting the planner's salary costs. Here are some additional potential benefits:

- Expert Coordination and Management. An urban planner can facilitate coordination among city departments, stakeholders, and consultants, ensuring cohesive progress on all aspects of the comprehensive plan.
- Focused Implementation. A dedicated planner keeps the city focused on achieving the plan's goals, adhering to timelines, and prioritizing tasks, avoiding delays and keeping projects on track.
- Grant Writing and Funding. Planners are adept at identifying funding opportunities and writing grant applications, which can bring in state, federal, or private funds to support plan initiatives.
- Community Engagement. An urban planner can lead outreach efforts, gathering public input and building community support, which is crucial for project success and helps address concerns early.





Figure 6.1 | A staff planner would help with coordination, management, grant writing, and implementation | Christoper Mardorf CC 4.0

- **Regulatory Navigation.** Planners are experienced in navigating zoning codes, land use regulations, and environmental requirements, which can streamline the approval processes and reduce bureaucratic hurdles.
- **Monitoring and Evaluation.** An urban planner can track progress, evaluate outcomes, and make data-driven adjustments to the plan as needed, ensuring that it remains effective and responsive to changing conditions.

Overall, adding an urban planner to city staff is a strategic move that not only facilitates the successful implementation of a downtown comprehensive plan but also proves to be cost-effective by improving efficiency, securing funding, and driving economic growth.

Tracking Milestones

The Comprehensive Plan’s initiatives are organized into short-, intermediate-, and long-term implementation milestones. This chart will assist city leaders in identifying and prioritizing policies, programs, and development activities that collectively create a clear path toward achieving the Plan’s long-term goals.

The Planning and Zoning Commission and the City Council can use this format to develop annual and five-year updates to the Downtown Plan. City officials can prioritize activities based on the following criteria:

*Short-term milestones.* Actions that do not require significant budget obligations and can be completed within 0-5 years.

*Medium-term milestones.* Actions that require moderate budget obligations and can be completed within 6-10 years.

*Long-term milestones.* Actions that require substantial

budget obligations and can be completed in 11 years or beyond.

This structured approach ensures that city leaders can systematically track progress and make informed decisions to effectively achieve the Plan’s long-range goals.

Updates to the Comprehensive Plan

*Annual updates.* Annual plan amendments allow for minor updates and revisions to reflect changes in land use, implementation policy, city ordinances, and municipal regulations. These changes should be documented as an addendum to the Comprehensive Plan to acknowledge modifications officially. The approval process includes public hearings, dialogue, and actions by both the Planning and Zoning Commission and the City Council, with amendments adopted by resolution.

Elected and appointed city officials, staff, and the community should use the Plan as a tool for daily, weekly, and monthly decision-making. This ensures that routine decisions, such as applications for rezoning, align with the community’s fundamental goals and strategies. The City has various tools and programs to implement the Plan, including:

- Zoning policy
- Zoning enforcement
- Historic district review and enforcement
- Housing and building codes
- Housing and economic development programs
- Capital improvement programs for streets, transit, parks, and trails
- Annual budget reviews
- Tax reinvestment zone funds

*Five-Year updates.* The Planning and Zoning Commission and the City Council should collaborate on major updates to the Plan every five years to ensure it reflects current development scenarios. These periodic updates will require city officials, staff, and the community to review and revise goals, objectives, and implementation strategies. The community, having contributed to the Plan’s goals and initiatives through public forums, should continue to be involved. This can be achieved through annual open forums that update the community on progress and provide an opportunity for public feedback.

| Chapter 2 Initiatives: Preservation and Construction                      | Begin Initiative | Complete Initiative | Notes |
|---------------------------------------------------------------------------|------------------|---------------------|-------|
|                                                                           | (0-5 years)      | (6-10 years)        |       |
| Separate Freeport Historical Commission and Main Street Advisory Board.   |                  |                     |       |
| Train the First Cohort of Historical Commissioners.                       |                  |                     |       |
| Establish a local historic district.                                      |                  |                     |       |
| Adopt Downtown Historic District Design Guidelines by Ordinance.          |                  |                     |       |
| Create a National Register of Historic Places Historic District.          |                  |                     |       |
| Apply to the Certified Local Government Program.                          |                  |                     |       |
| Offer a Historic Preservation Tax Credit Education Program.               |                  |                     |       |
| Leverage and expand financial incentives for Historic Preservation.       |                  |                     |       |
| Seek financial assistance from the National Trust Investment Corporation. |                  |                     |       |
| Establish Local Landmarks.                                                |                  |                     |       |
| Create a Preservation Plan.                                               |                  |                     |       |
| Document oral histories to extend Freeport’s living heritage.             |                  |                     |       |
| Document Freeport’s physical heritage with a 3D Lidar Map.                |                  |                     |       |
|                                                                           |                  |                     |       |
|                                                                           |                  |                     |       |
|                                                                           |                  |                     |       |
|                                                                           |                  |                     |       |
|                                                                           |                  |                     |       |



| Chapter 3 Initiatives: Economics and Development                    | Begin Initiative | Complete Initiative | Notes |
|---------------------------------------------------------------------|------------------|---------------------|-------|
|                                                                     | (0-5 years)      | (6-10 years)        |       |
| Streamline Business Development with One-Stop Permitting.           |                  |                     |       |
| Pursue Pop-Up Retail Events.                                        |                  |                     |       |
| Encourage local and experiential retail and restaurants.            |                  |                     |       |
| Establish a dedicated Downtown Façade Improvement Grant Program.    |                  |                     |       |
| Leverage the Brazosport SBDC to help local entrepreneurs.           |                  |                     |       |
| Maximize existing financial and administrative tools.               |                  |                     |       |
| Establish and promote a Shopt Local Campaign.                       |                  |                     |       |
| Rebrand Downtown to emphasize water-based recreation.               |                  |                     |       |
| Upgrade user experience at Bryan Beach.                             |                  |                     |       |
| Rebrand Downtown to emphasize ecotourism.                           |                  |                     |       |
| Market the San Bernard Loop as an ecotourist destination.           |                  |                     |       |
| Develop a phased and seasonal approach to tourism.                  |                  |                     |       |
| Maximize the resources and impact of the Texas Main Street Program. |                  |                     |       |
| Provide charging stations and Public Wifi throughout Downtown.      |                  |                     |       |
| Leverage design and place-making to drive economic growth.          |                  |                     |       |
| Implement a municipal wayfinding system.                            |                  |                     |       |
| Work with TXDOT to improve the drive from downtown to Bryan Beach.  |                  |                     |       |
| Initiate Art in Public Places Program.                              |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |

| Chapter 4 Initiatives: Infrastructure and Ecology                   | Begin Initiative | Complete Initiative | Notes |
|---------------------------------------------------------------------|------------------|---------------------|-------|
|                                                                     | (0-5 years)      | (6-10 years)        |       |
| Implement a wayfinding system within the historic downtown.         |                  |                     |       |
| Pursue a Complete Streets Program downtown.                         |                  |                     |       |
| Implement a Complete Streets and Green Streets Toolkit.             |                  |                     |       |
| Maximize LID principles to improve stormwater management.           |                  |                     |       |
| Upgrade utilities in parallel with street infrastructure.           |                  |                     |       |
| Align codes with Complete Streets and Green Streets programs.       |                  |                     |       |
| Restore the North block of Memorial Park.                           |                  |                     |       |
| Reimagine the South block of Memorial Park.                         |                  |                     |       |
| Raise the grade at the intersection of Broad St. and Memorial Park. |                  |                     |       |
| Leverage TIRZ #1 to fund future streetscape and park improvements.  |                  |                     |       |
| Work with Brazoria County, TxDOT, and MPO to improve FM 1495.       |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |
|                                                                     |                  |                     |       |



| Chapter 5 Initiatives: Land Use and Development                      | Begin Initiative | Complete Initiative | Notes |
|----------------------------------------------------------------------|------------------|---------------------|-------|
|                                                                      | (0-5 years)      | (6-10 years)        |       |
| Encourage a mixed-use program for the Waterfront Site.               |                  |                     |       |
| Reimagine Waterfront site as a connector between Downtown and River. |                  |                     |       |
| Repurpose Old City Hall as a Downtown Civic Anchor.                  |                  |                     |       |
| Redevelop OA Fleming Site as residential, mixed-use neighborhood.    |                  |                     |       |
| Repurpose the Old Rail Depot site for a civic function.              |                  |                     |       |
| Support people before cars.                                          |                  |                     |       |
| Maximize the efficiency of future parking infrastructure.            |                  |                     |       |
| Address absentee ownership.                                          |                  |                     |       |
| Clean up and develop brownfield sites.                               |                  |                     |       |
| Use strategic code enforcement to preserve existing buildings.       |                  |                     |       |
| Convert second-story spaces into Downtown Lofts.                     |                  |                     |       |
| Reinforce existing residential fabric adjacent to Downtown.          |                  |                     |       |
| Pilot an ADU Program in the area west of Downtown.                   |                  |                     |       |
| Encourage short-term rentals west of Downtown.                       |                  |                     |       |
| Pursue public policies that combat residential displacement.         |                  |                     |       |
|                                                                      |                  |                     |       |
|                                                                      |                  |                     |       |
|                                                                      |                  |                     |       |

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# Downtown Historic District Design Guidelines City of Freeport, Texas

Prepared by Post Oak Preservation Solutions &  
University of Texas at San Antonio Center for Urban and Regional Planning Research  
October 17, 2024



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# Acknowledgments

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## Historical Commission and Main Street Advisory Board

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| Ana Silbas     | Main Street Coordinator<br>(January-August 2024) |
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| Betty Lopez    | Board Member                                     |
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## Date

October 17, 2024

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# Preface

# Preface

## A. Purpose & Intent

These guidelines are to be used when considering improvements to historic properties in Freeport, and for new construction within the city’s Downtown Historic District.

The historic core of Freeport has served as the cultural center of the community for more than a century and retains many buildings that convey its early character. Historic preservation and economic development are partners in the success of downtown.

- The guidelines in this document primarily address the design character of development in Downtown Freeport but are rooted in the community’s broader values regarding city development. These key values include:
- Memorial Park and the buildings that surround it are essential to the identity of Freeport.
  - Preserving the character of Freeport while facilitating new, compatible development is a critical priority as the city grows.
  - Downtown is safe and inviting for visitors, residents, and workers.
  - Downtown attracts and supports users who are diverse in terms of their economic status, cultural background, and age.
  - The community maintains a high quality of life and small-town appeal.
  - Downtown supports a wide range of activities.
  - Downtown sustains its economic vitality, serving as a hub for work, business, tourism, and entertainment.
  - A vibrant downtown should include arts and cultural elements.

## B. Why have guidelines?

The design guidelines provide a basis for deciding the appropriate treatment of historic resources and compatible new construction. They also serve as a planning tool for property owners and design professionals who seek to make improvements that affect historic resources.

While the design guidelines are written so that they can be used by laypeople to plan improvements, property owners are encouraged to enlist the assistance of qualified design and planning professionals, including architects and preservation consultants.

## C. Organization and use of guidelines.

The guidelines are intended for property owners who

| Terminology                                                                                                                                                                                                                                                                                                                       |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| A number of specific terms are used throughout the design review process:                                                                                                                                                                                                                                                         |
| <b>Design Guidelines:</b> Guidelines of appropriateness or compatibility of building design within a community or historic district. Often in the form of a handbook, design guidelines contain drawings accompanying “do’s and don’t’s” for the property owner. The Historical Commission will administer the design guidelines. |
| <b>Must:</b> Where the term “must” is used, compliance is specifically required if applicable to the proposed action.                                                                                                                                                                                                             |
| <b>Shall:</b> Where the term “shall” is used, compliance is specifically required if applicable to the proposed action.                                                                                                                                                                                                           |
| <b>Should:</b> For the purposes of these Design Guidelines should means shall.                                                                                                                                                                                                                                                    |
| <b>Encourage:</b> The term “encourage” means that the standard as it relates to an action is suggested and preferred but not required.                                                                                                                                                                                            |
| <b>May:</b> The term “may” indicates that the Historical Commission has the discretion to determine if the action being discussed is appropriate. This decision is made on a case-by-case basis, using the information specifically related to the project and its context.                                                       |
| <b>Appropriate</b> denotes something typical of the historic architectural style, compatible with the character of this property or district, and consistent with these design guidelines.                                                                                                                                        |
| <b>Inappropriate</b> denotes something that is incompatible or not in character with the historic architectural style of the property or district, and inconsistent with these design guidelines.                                                                                                                                 |

are planning exterior alterations, building additions, or the rehabilitation of existing structures. They also apply to the design of new buildings within the Downtown Historic District. The guidelines will help property owners to understand the historic character of the buildings and environment in which they are located and assist owners when they are faced with decisions about repair, maintenance, rehabilitation, and new construction. The

- guidelines are not a rigid set of rules. They do not require that buildings be restored to a historical period or style. Instead, their purpose is to provide the following:
- Guidance to property owners and tenants about buildings, their distinctive characteristics, and how to maintain them;
  - Various appropriate ways to address design, repair, and rehabilitation issues;
  - Good maintenance practices; and,
  - Appropriate ways to design new, compatible additions, infill buildings, and site layouts.

## D. Who uses the guidelines?

*Property Owners & Professionals.* Property owners, real estate agents, developers, tenants, and architects should use the guidelines contained in this document when considering a project. This will help establish an appropriate direction for its design. For any project subject to review, the applicant should refer to the guidelines at the outset, to avoid planning efforts that later may prove to be inappropriate.

*Freeport Historical Commission.* The Freeport Historical Commission will also use the design guidelines for the review of proposed projects within the Downtown Heritage District to determine if the design policies presented herein have been followed. It is important to recognize that in each case a unique combination of design variables is at play and, as a result, the degree to which each relevant guideline must be met may vary. When determining the appropriateness of a project, the Freeport Historical Commission is primarily concerned with the following:

- The proposed work complies with the criteria set forth in its ordinance.
- The integrity of an individual historic structure is preserved.
- New buildings or additions are designed to be compatible with surrounding historic properties.
- The overall character of the Downtown Historic District is protected.

## E. When to use the guidelines.

The design review process is “reactive,” in that it only applies to proposed actions initiated by a property owner. While it guides an approach to certain design problems by offering alternative solutions, it does not dictate a specific outcome and it does not require a property owner to instigate improvements that are not contemplated.

Ordinary repair and maintenance do not require approval.

| Contributing Buildings                                                                                                                                                                                                                                          | Non-Contributing Buildings                                                                                                                                                                                          |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>▪ Add to historic associations, architectural qualities, or archeological values that make the district significant; and</li><li>▪ Retain integrity, or enough historical features to convey their significance</li></ul> | <ul style="list-style-type: none"><li>▪ Less than 50 years old; or</li><li>▪ Significantly altered, no longer convey historic integrity; or</li><li>▪ Not associated with a historic theme or time period</li></ul> |

| How will contributing vs. non-Contributing buildings be reviewed?                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                              |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>Both contributing and non-contributing buildings within the local historic district are subject to review; however, some scope of work items may be reviewed differently depending on the status of the building. Use the Historic Building Inventory in Appendix 6 to confirm contributing vs. non-contributing buildings.</p> <ul style="list-style-type: none"><li>▪ City staff and, if applicable, the Historic Review Board, will review all changes to the exterior of a contributing building with strong adherence to the design guidelines, considering appropriate replacement materials or alterations and additions to the historic building.</li><li>▪ Most alterations to the exterior of a <b>non-contributing</b> building are not subject to review, with the exception of additions and demolitions. Alterations to <b>non-contributing</b> buildings that are compatible with the guidelines, especially ground-level alterations such as storefronts, are encouraged and preferred.</li><li>▪ Additions to <b>non-contributing</b> buildings are subject to review and should be in compliance with the design guidelines.</li><li>▪ In the case of demolition, a property owner will have to provide sufficient evidence of the necessity of demolition of a <b>contributing</b> building which must be reviewed by both City Staff and the Historic Review Board.</li><li>▪ Demolition of a <b>non-contributing</b> building within the historic district should be able to be approved at the staff level. When it comes time to build a new structure where that non-contributing building once stood, the new building must be in compliance with the design guidelines.</li></ul> |



However, seemingly unimportant changes, like adding a driveway, fence, or enclosing a porch, can dramatically affect the visual character of a historic resource and are, therefore, of concern to the City. Therefore, approval is necessary for any changes to the exterior of a building in the Downtown Historic District.

F. Which guidelines apply to my project?

Please refer to the table below.

G. The Design Review Process

Applying for a Certificate of Appropriateness.

Step 1. Consider professional design assistance.

Property owners are encouraged to engage licensed architects and other design and planning professionals to assist them in developing their concepts. Doing so may facilitate a smoother review process. If a project proposal is not clear, the review may be delayed for 30 days or longer while clarifications are made. The Freeport Historical Commission is available for consultation on a conceptual review prior to making a formal application.

Step 2. Check other City regulations. The guidelines supplement other adopted City ordinances. The City of Freeport can provide information about these regulations, which could affect the design character of a project. Examples include:

- Planning and Development Regulations

- Signage
- Lighting
- Federal income tax credits & texas historic tax credits
- Recorded texas historic landmark
- State antiquities landmarks

Step 3. Become familiar with the design guidelines.

Please review the basic organization of this document and determine which chapter(s) will apply to a project. If you have any questions, contact the City of Freeport Planning and Zoning Department.

Step 4. Review the site context. Consider immediately adjacent properties and also the character of an entire block. In many cases, the character of the district is an important consideration.

Step 5. Develop a design concept using the guidelines.

The guidelines form the basis for the Freeport Historical Commission’s design review decisions.

Step 6. Prepare and submit a complete application packet for formal review. An application packet should be prepared and submitted to the Freeport Historical Commission for staff and the board to review. Adequate documentation is essential to provide a complete understanding of the work proposed. The City requires that sufficient information be provided to facilitate an informed

| Chapter Guide                                                        | 1 | 2 | 3 | 4 | 5 | 6 | 7 | Appendix |
|----------------------------------------------------------------------|---|---|---|---|---|---|---|----------|
| Rehabilitate/Restore a contributing property                         | X | X | X |   |   | X |   | X        |
| Construct an addition on a contributing or non-contributing property | X | X |   | X |   | X |   |          |
| Repair a non-contributing property                                   | X | X |   |   |   |   |   | X        |
| Construct a new primary building                                     | X | X |   | X |   | X |   |          |
| Replace windows or storefronts in a contributing building            | X | X | X |   |   |   |   | X        |
| Demolish a building                                                  | X | X |   |   | X |   |   |          |
| Improve a public space                                               | X | X |   | X |   | X |   | X        |
| Add a new fence                                                      | X | X |   | X |   |   |   |          |
| Signage                                                              | X | X |   |   |   |   | X |          |

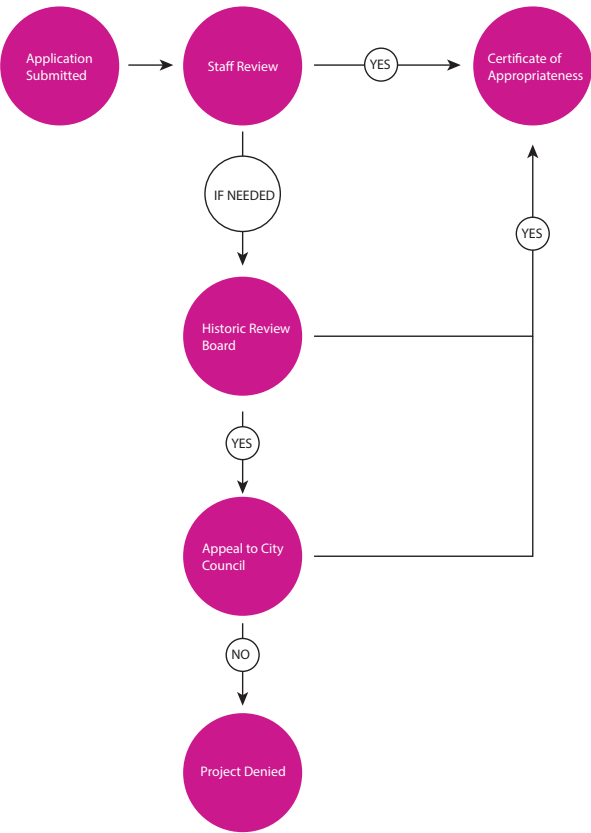


Figure 0.1 | The Design Review Process

review and to document conditions of approval for effective enforcement. Minimum submittal requirements are described in the Certificate of Appropriateness application, which is available on the web page at [www.freeporttx.gov](http://www.freeporttx.gov). Applicants are required to submit the following documentation, based on application type:

- Name, address, telephone number of applicant, detailed description of proposed work and legal description of the site;
- Location and photograph of the property and adjacent properties;
- Elevation drawings of the proposed changes, if available;
- Samples of materials to be used;
- If the proposal includes signs or lettering, a scale drawing showing the type of lettering to be used, all dimensions and colors, a description of materials to be used, method of illumination (if any), and a plan showing the sign’s location on the property;
- Any other information which the Historical Commission

may deem necessary in order to visualize the proposed work.

If a drawing is to be included in the submittal package, it should be drafted to scale and executed in a manner that clearly depicts the character of the proposed work. A professionally produced drawing is encouraged.

Step 7. Present your application before the Freeport Historical Commission.

- The Historical Commission shall review the application at a regularly scheduled meeting within 60 days from the date the application is received. At this time, an opportunity will be provided for the applicant to be heard. The Historical Commission shall approve, deny, or approve with modifications the permit within 45 days after the review meeting. In the event the Historical Commission does not approve, deny, or approve with modification within 90 days of the receipt of the application, a permit may be granted.
- Each project proposal will have a formal presentation by the applicant or agent familiar with the project, so attendance at the public meeting by the applicant is strongly encouraged. The presentation should focus on how the proposed project complies with the design guidelines. After the project presentation and the staff’s recommendation on the application, the public will have a chance to offer comments. The Freeport Historical Commission will then discuss the matter and make a decision.

- The Freeport Historical Commission may suggest revisions to the project design and require the applicant to revise and resubmit the application.
- An applicant for a certificate of appropriateness dissatisfied with the action of the Historical Commission relating to the issuance or denial of a certificate of appropriateness shall have the right to appeal to the City Council or any other appropriate board within 30 days after receipt of notification of such action. The City Council shall give notice, follow publication procedure, hold hearings and make its decision in the same manner as provided in the general zoning ordinance of the city.

## Chapter 01: Introduction



# Chapter 01: Introduction

## 1.1 History of Freeport & Original Development Patterns

The City of Freeport is located near the mouth of the Brazos River where it meets the Gulf of Mexico in southern Brazoria County, Texas. Before Anglo-American settlement, the area was populated by Karankawa Native Americans, a nomadic tribe that lived along the Gulf Coast of what is now Texas. Anglo-American settlement in the area began in 1821 when colonists who had received land grants from Stephen F. Austin arrived and founded Velasco, east of present-day Freeport. Nearly a century later, the City of Freeport was established by the Freeport Sulphur Company, an enterprise created for the extraction of the large underground sulfur deposits near the mouth of the Brazos River. In 1912, the company formed the Freeport Townsite Company to develop the forested land south of the Brazos River, with lots for sale by November of 1912.



Figure 1.1 | Aerial view of downtown in 1960 | Nat Hickey

Freeport's original downtown commercial core consisted of a central, linear park flanked by W. Park Ave. and E. Park Ave. and lined with commercial lots. Serving as the focal point of downtown Freeport, The Tarpon Inn was constructed by the Freeport Sulphur Company on a large waterfront lot at the north end of the park. The Houston and Brazos Valley Railway was completed to Freeport less than a year after the town's founding, and the train depot and railroad office were constructed at the south end of the park at W. 4th St. Freeport was incorporated in 1917, and the commercial district developed steadily during the town's first two decades. Businesses were concentrated along the north end of downtown near the Tarpon Inn along W. and E. Park Ave., W. 2nd St., and Broad St. Many of the

earliest commercial buildings in Freeport were of wood-frame construction, though a handful of buildings, such as the Freeport National Bank (1913) were constructed of brick. The Freeport Sulphur Company remained the town's primary economic driver for several decades, and the local population grew steadily.

Several projects in the 19th century sought to deepen the harbor at the juncture of the Brazos River and Gulf of Mexico, where sandbars made the harbor shallow and challenging to navigate. In the late 1920s, a new river channel was dredged and the "old" Brazos River closed off with a dam, enabling the safe passage of ships and allowing for the later successful development of the Port of Freeport. By 1939 Freeport had a population of 4,100 residents and was home to 75 businesses (Kleiner, 1952).

Dow Chemical arrived in Freeport in 1940, purchasing 800 acres of land from the Freeport Sulphur Company and additional acreage from private property owners. The new Dow Chemical plant used electrolysis to extract magnesium from seawater, a structural metal that produced lightweight materials, including aircraft and automotive parts. The arrival of Dow Chemical set off a short but significant pre-war building boom in Freeport, and at least thirteen extant downtown commercial buildings date to the period immediately following Dow's arrival (1940-1942). The Dow Chemical plant expanded rapidly in subsequent years and had a tremendous impact on the local economy and growth of the town. Downtown Freeport developed considerably in subsequent decades.

By 1943, most of the wood-frame commercial buildings had been replaced with brick or stone structures (in part due to a major 1932 hurricane that damaged many buildings), and new development began to extend further to the west and south (Sanborn Map Company, 1943).



Figure 1.2 | View from E Park Avenue looking north with Tarpon Inn in the background in 1915 | "Remember in Freeport, Texas When..."

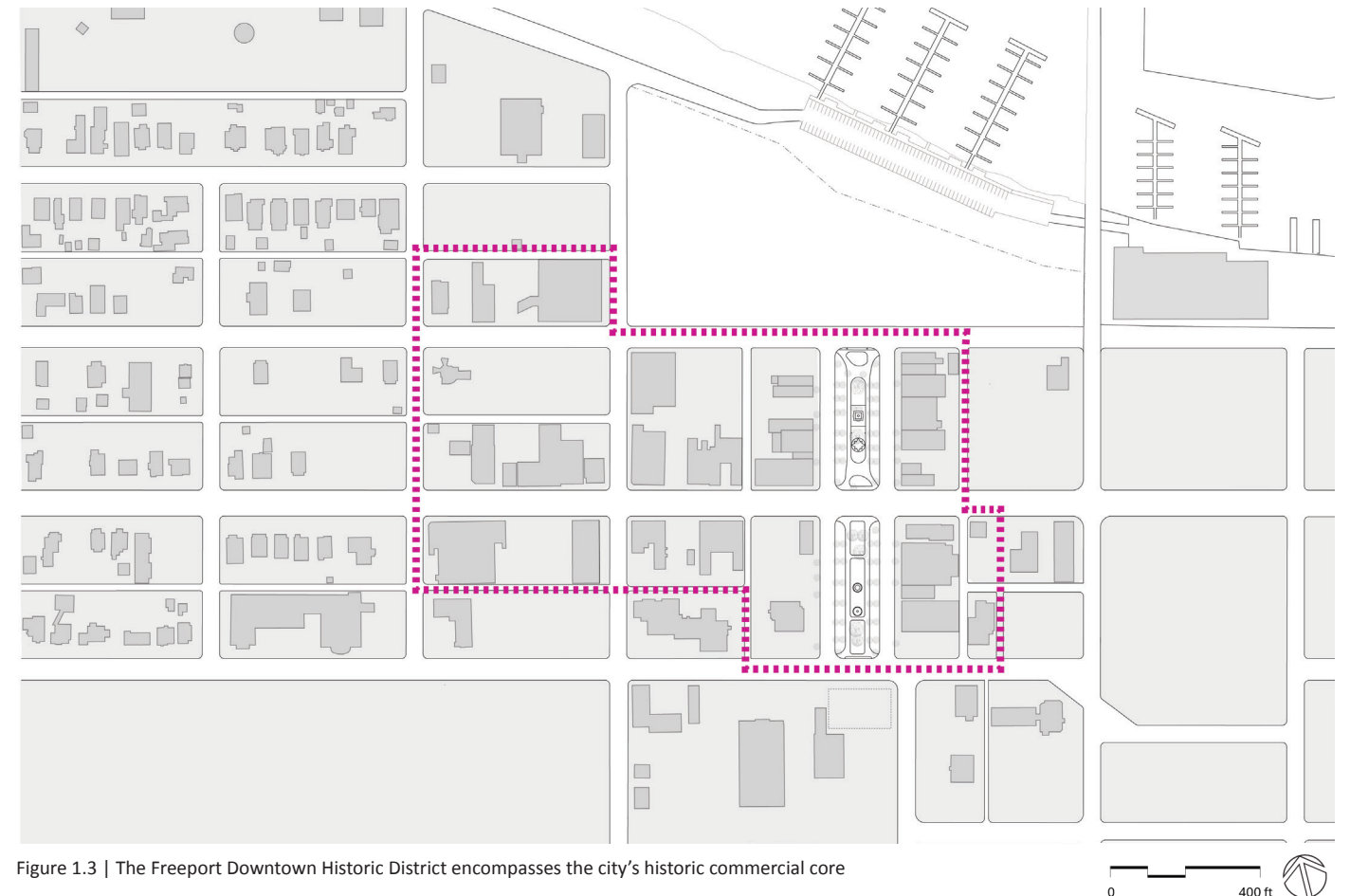


Figure 1.3 | The Freeport Downtown Historic District encompasses the city's historic commercial core

In the postwar era, Freeport's economy was further bolstered by the growth of the local shrimping, fishing, and recreational industries. A significant change to downtown Freeport occurred in 1956 when the Tarpon Inn was demolished to make way for a shopping center along the waterfront parcel, known as Tarpon Inn Village (Brazosport Facts 956).

The following year, Freeport and the neighboring town of Velasco merged to become the City of Freeport. By 1970, Freeport's commercial district had expanded outward to consist of six blocks of densely packed commercial buildings, roughly bound by W. 2nd St. to the north, Pine St. to the east, Broad St. to the south, and Oak St. to the west, with additional commercial and civic buildings along the periphery. The First Freeport National Bank, which later became city hall, is one of the district's most recent historic structures, completed in 1970.

Freeport businesses began to face increasing competition from the nearby Lake Jackson community during the late 20th century. Initially created as a planned residential

community for Dow Chemical employees, Lake Jackson became a shopping hub after establishing a regional mall in 1976, drawing many potential customers away from downtown Freeport. Several downtown buildings were lost during the late 20th and early 21st centuries. The waterfront shopping center was demolished by the early 2000s, creating a large vacant lot at the historic focal point of downtown.

In 2006, the historic buildings at 203 and 207 W. 2nd St. were lost to fire, and the remainder of the block was demolished in 2016. The same year, a row of historic commercial structures in the 100 block of W. 2nd St. was demolished. Freeport's mid-century City Hall building on E. 4th St. was demolished ca. 2019. Although not part of the downtown commercial area, the historically African-American East End community, located just east of downtown, was demolished over nearly 30 years to expand the Port of Freeport (Hagerty, 2022).

Today, the historic core of downtown Freeport serves as a tangible symbol of the city's growth, evolution, and



resilience, while also offering significant opportunities for future development. Freeport was recently recertified as a Main St.. community in 2021, and efforts to revitalize downtown are underway. The local economy continues to be shaped by the immense presence of the Dow Chemical Company and the Port of Freeport. Although many downtown commercial buildings are currently vacant, the rich historic character of downtown Freeport is a valuable asset to the city and has the potential to become a key element in local economic development and revitalization efforts.

Freeport’s Historic Resources

The Freeport Downtown Historic District contains 53 resources, 35 contributing. The majority of resources serve a commercial function, though 200 W. 2nd St. currently serves a civic function as Freeport City Hall. Additionally, 311 E. Park Ave. is the Freeport Historical Museum and Visitor’s Center. Many structures appeared to be vacant at the time of survey in February 2024. Most buildings in the district feature a 1- or 2-part commercial block form. Several rows of 1-part commercial block buildings are extant in the district, including 113-119 W. Broad St., 127-131 W. Broad St., and 204-212 W. Park Ave. Examples of the 2-part commercial block form are 101 W. Broad St. and 224 W. Park Ave. Several Art Deco structures dating to the early 1940s are in the district, including the Ora Theater (215 E. Broad), the Freeport Pharmacy (101 W. Broad), the Evans Drug Company building (130 W. Broad), and Young’s Prescriptions (231 W. Broad).

The period of significance for the Freeport Downtown Commercial District begins in 1912 with the construction date of the earliest extant resource in the district, a simple wood-frame commercial building at 116 W. Broad St. 202 W. Broad St. was also constructed in 1912 as the Freeport Townsite Company office, though it was extensively



Figure 1.4 | View of Broad St looking west from Park Ave in 1915 | Brazoria County Historical Museum

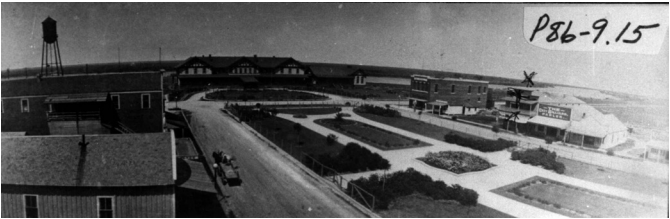


Figure 1.5 | View of Park Ave 1920 | Brazoria County Historical Museum

renovated in the 1950s and therefore retains integrity to its 1950s modernization appearance. The period of significance ends in 1970, the construction date of the most recent extant historic-age resource in the district: the First Freeport National Bank at 200 W. 2nd St. (now City Hall). Resources in the Freeport Downtown Historic District are associated with the commercial growth and development of Freeport from its founding in 1912 through its continued postwar growth in the late 20th century.

Though eight buildings date to Freeport’s first decade of existence, the largest proportion of buildings were constructed during two building booms. At least eleven buildings were constructed in the two-year period immediately following the arrival of the Dow Chemical Company (1940-1942), and just prior to WWII-era moratoriums on new construction.

In the decade following WWII (1945-1955), approximately 23 structures were built, reflecting the postwar growth of the region and the substantial growth of the Dow Chemical Company. The majority of buildings in the district were constructed within the period of significance and retain sufficient integrity to convey their association with the commercial development and growth of Freeport.

History and Development of Freeport’s Downtown Park

When the future City of Freeport was divided into lots in 1912, an unnamed linear park was included at the heart of the commercial area between W. and E. Park Aves. The park was bisected into northern and southern sections by Broad St. A large waterfront parcel featured prominently at the northern end of the park, where the scenic Tarpon Inn was constructed by the Freeport Sulphur Company in 1912. At the south end of the park, the railroad depot and railroad office were constructed on 4th St. shortly after the arrival of the Houston and Brazos Valley Railway. Upon arriving in Freeport by rail, the linear park provided travelers with a clear view and a scenic pathway from the depot to the Tarpon Inn.

Early photographs of Freeport from the 1920s indicate that the northern section of the park was developed first and more extensively landscaped than the southern

section. This was likely due to its proximity to the Tarpon Inn where early downtown commercial development was concentrated.

The northern section of the park featured flat expanses of grass planted with low shrubs, palmettos, and flowers. Two straight pathways extended north to south, curving at each of the four corners to deposit pedestrians at primary street intersections. A central, quatrefoil shaped concrete planter is positioned at the heart of the northern section, and circular planters were positioned in each of the four curved corner pathways.

The southern section of the park featured a much simpler design characterized by expanses of grass with few plantings. Two straight pathways extended southward from Broad St. to 4th Ave., with perpendicular pathways extending west to east midway down the block and at the southern end. The southern section of the park featured a prominent and important feature from at least the 1920s until the 1960s: a very tall pole upon which warning flags were flown when hurricanes were approaching land. This pole is still extant. A simple wood and wire mesh fence surrounded both sections of the park until at least the late

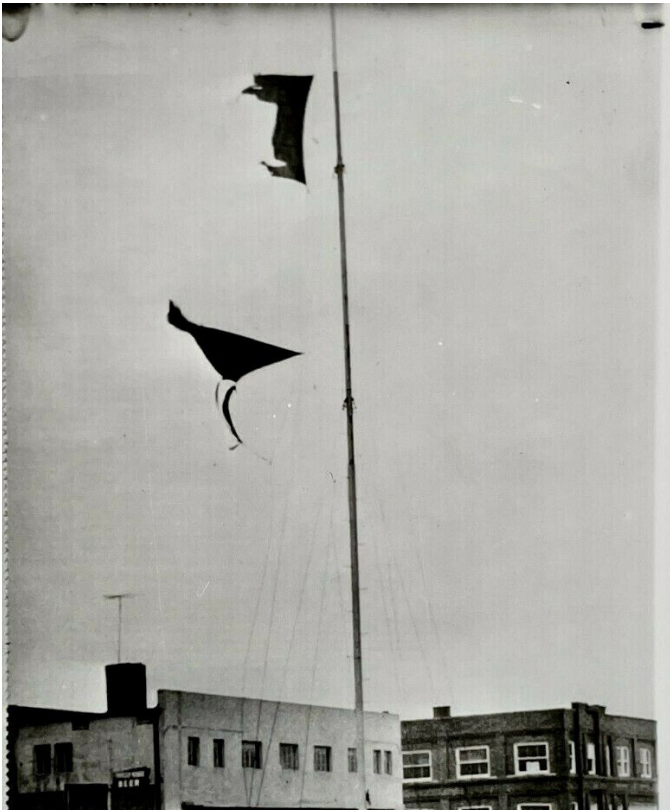


Figure 1.6 | Downtown hurricane warning flags in 1961 | Brazoria County Historical Museum

1920s.

In 1956, the long-standing focal point of downtown Freeport, the Tarpon Inn, was demolished to make way for a shopping center. The carefully landscaped waterfront property with semi-circular driveway was replaced with expansive rectangular buildings surrounded by paved surface parking lots. The shopping center drew customers to downtown Freeport, which evidently led to a need for additional parking. Sometime between 1958 and 1962, both sections of the park were narrowed by several feet of pavement to make way for additional angled St parking along W. and E. Park Aves. (This change was later reversed, and the park was restored to its original width in the early 2000s). In 1962, Freeport celebrated its Golden Anniversary. To mark the occasion, two new features were unveiled at the park: a three-tiered fountain in memory of early citizen R.E.L. Stringfellow and his sister Alice Delaney, and a marble marker with a bronze tablet identifying the role of the Freeport Sulphur Company in establishing the town.

For the first half of the twentieth century, landscaping in the park primarily consisted of flowers, shrubs, and



Figure 1.7 | View of the Tarpon Inn | Brazoria County Historical Museum

small trees, allowing for unobstructed views of the Tarpon Inn. By the 1970s, however, palm trees and large shade trees had been planted throughout the park, significantly blocking views of the northern waterfront parcel and altering the previously open character of downtown. The character of downtown was further impacted by the closure and demolition of the waterfront shopping center, which left a large vacant lot at the north end of downtown Freeport.



By the early twenty-first century, the park’s original width was restored, and rows of palm trees were planted along its length. Though nameless for most of its existence (typically referred to as the “downtown park”), Freeport’s linear park has become known as “Memorial Park” in recent years.

1.2 Why preserve historic resources?

Across the nation, thousands of communities promote historic preservation because it contributes to neighborhood livability and quality of life, minimizes negative environmental impacts, and yields economic rewards.

Because Freeport is rich in resources and offers an outstanding quality of life, it continues to attract development that challenges the community to seek creative ways of protecting its character. Preserving historic resources is a part of an overall strategy for maintaining community identity and livability. As Freeport continues to grow the goal is to maintain its ties to the past through the preservation of its architectural heritage reflected in its historic resources.

Preservation of the built environment provides a fundamental link to the past. Many of the buildings tell the story of Freeport’s unique historical development and keeping these resources creates a sense of place for those who live here and provides visitors a connection with this unique heritage.

*Construction Quality.* Many of the historic structures in the city were constructed with high-quality materials and craftsmanship. Other buildings were more modest but, even so, may have used lumber from mature trees that were properly seasoned and typically sawed or milled to full dimension, which often yielded stronger framing. Masonry walls were carefully crafted to fit together, resulting in buildings with considerable stability. These structures also were thoughtfully detailed and the material finishes, including fixtures, wood floors, and trim, were generally of high-quality features that owners today appreciate and value.

*Adaptability.* Owners frequently find that the floor plans of historic buildings easily accommodate modern lifestyles and support a diversity of populations. Many rooms are large, permitting a variety of uses while retaining the overall historic character of the structure. Even historic buildings that are smaller in scale are often on sites that can accommodate additions if needed.

*Livability.* When older buildings occur in groups, they create a St scene that is “pedestrian friendly,” and

encourages walking and neighborly interaction. Mature trees and decorative architectural features also contribute to a sense of identity that is not found in newer areas. These historic buildings therefore help create desirable places to live and work.

*Environmental Benefits.* Preserving a historic structure is also a sound environmental conservation policy because preservation and reuse save energy and reduce the need for producing new construction materials. Four types of energy savings occur:

- Demolishing a building, disposing of the resulting debris, or using more landfill space does not consume energy.
- Energy is not used to create new building materials, transport them and assemble them on site.
- The “embodied” energy used to create the original building and its components is preserved.
- By “reusing” older buildings or their salvaged materials, pressure is also reduced to harvest new lumber and other materials that may negatively affect the environment of other locales where these materials are produced.

*Economic Benefits.* Nationwide studies prove that preservation projects also contribute more to the local economy than do new building programs because each dollar spent on a preservation project has a higher percentage devoted to labor and to the purchase of materials available locally. By contrast, new construction typically has a higher percentage of each dollar spent devoted to materials produced outside of the local economy and to special construction skills that may be imported. Therefore, when money is spent on rehabilitating a building, it has a higher “multiplier effect,” keeping more money circulating in the community.

Historic preservation efforts also foster a charm and character that attracts visitors. Many small towns throughout the country have made tourism, based on their historic resources, a profitable and effective development strategy.

*Responsibility of Ownership.* Ownership of a historic property carries both the aforementioned benefits and a responsibility to respect the historic character of the resource and its setting. While this responsibility does exist, it does not automatically translate into higher construction or maintenance costs. Ultimately, residents and property owners should recognize that historic preservation is a long-range community policy that promotes economic well-being and the overall viability of

the city at large. In addition, they play a vital role in helping to implement such a policy through careful stewardship of the area’s historic resources.

1.3 Understanding Preservation Principles

*Policies underlying the guidelines.* The design guidelines in this document incorporate principles set forth in the Secretary of the Interior’s Standards for the Treatment of Historic Properties, a widely accepted set of basic preservation design principles. This document is compatible with the Secretary of the Interior’s Standards while expanding on how these basic preservation principles apply in Freeport. See Appendix 3 for these standards.

*The concept of historic significance.* What makes a property historically significant? It is generally recognized that a certain amount of time must pass before the historical significance of a property can be evaluated. The National Register, for example, suggests that a property be at least 50 years old and/or have extraordinary importance before it may be considered. Freeport also employs the “50-year” guideline; however, structures that are more recent may be considered significant if they are found to have special architectural or historical merit. Also, in the future, other events, time periods, areas, or districts may become historically significant to the city and could be designated as a historic structure or district. Contributing and non-contributing status for buildings in the Downtown Historic District have been established; see the Historic Building Inventory in the Appendices.

A property may be significant for one or more of the following reasons:

- Association with events that contributed to the broad patterns of history, the lives of significant people, or the understanding of Freeport’s prehistory or history.
- Construction and design associated with distinctive characteristics of a building type, period, or construction method.
- An example of an architect or master craftsman or an expression of particularly high artistic values.

*Concept of Integrity.* In addition to being historically significant, a property also must have integrity—a sufficient percentage of the structure must date from the period of significance. The majority of the building’s structural system and its materials should date from that time and its key character-defining features also should remain intact. These may include architectural details, such as dormers and porches, ornamental brackets and moldings, and materials, as well as the overall mass and

form of the building. Buildings also should retain the integrity of the site and setting; consequently, thoughtful design of new construction within a historic district helps to preserve the integrity of the setting for existing historic buildings on adjacent blocks. Some changes to a building do not automatically mean that it lacks integrity and is therefore non-contributing; sufficient historic features and materials must remain to convey its integrity. It is these elements that allow a building to be recognized as a product of its time.

1.4 Basic Preservation Principles for Freeport

While the guidelines provide direction for specific design issues, some basic principles of preservation form the foundation for them. The following preservation principles apply in Freeport:

- 1.4.1. Respect the historic design character of the building.
  - 1.4.1.1.1. Do not try to change a building’s style or make it look older than it really is. Confusing the character by mixing elements of different styles is not appropriate.
- 1.4.2. Seek uses that are compatible with the historic character of the building.
  - 1.4.2.1.1. Although use is not reviewed by the Freeport Historical Commission, uses that do not require radical alteration of the original architecture are preferred.

| Period of Significance: (1912-1970)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                  |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Every historic building has a period of significance—or the time span during which it gained architectural, historical, or geographical importance. In most cases, a property is significant because it represents or is associated with a particular historical period. Frequently, this begins with the construction of the building and continues through the peak of early occupation. Portions of the building fabric and features that date from the period of significance typically contribute to the structure’s character. |
| Historic districts also have a period of significance. The Downtown Historic District spans from 1912 to 1970. Throughout this period, the city witnessed the construction of several buildings and alterations that have become significant. Conversely, structures built after this period are not considered significant, although some may contribute to the overall character or ambience of the district.                                                                                                                      |

Every reasonable effort should be made to provide a compatible use for the building that will require minimal alteration to it or its site. An example of an appropriate adaptive use is converting a store into an office (when zoning regulations permit). Transitions between adjacent land uses should reflect appropriately compatible levels of intensity.

1.4.3. Protect and maintain significant features and stylistic elements.

1.4.3.1.1. Distinctive stylistic features or examples of skilled craftsmanship should be treated with sensitivity. The best preservation procedure is to maintain historic features through proper maintenance from the outset so that intervention is not required. This includes rust removal, caulking, limited paint removal, and reapplication of paint.

1.4.4. Preserve key, character-defining features of the property.

1.4.4.1.1. Key features are those that help convey the character of the resource as it appeared during its period of historic significance. These may include the basic structural system and building materials, as well as windows, doors, porches, and ornamentation. Typically, those features that are on the front of a building or that are highly visible from a public way will be most important.

1.4.5 Repair deteriorated historic features, and replace only those elements that cannot be repaired.

1.4.5.1.1. Maintain the existing material, using recognized preservation methods whenever possible. If disassembly is necessary for repair or restoration, use methods that minimize damage to original materials and replace the existing configuration.

1.4.6. New construction and additions should be compatible with but distinct from historic buildings.

1.4.6.1.1. Additions and infill construction should respect and reference the massing, materials, and fenestration patterns of historic buildings while being clearly distinct.

1.5 Developing a Preservation Strategy

Please refer to Figures 1.8 & 1.9.

1.6 Defining Preservation Treatments

When developing a preservation strategy, consider the application of these terms. Identify which applies to your project.

*Maintenance.* Work that often focuses on keeping the

property in good working condition by repairing features as deterioration becomes apparent, using procedures that retain the original character and finish of the features is considered maintenance. In some cases, preventive maintenance is executed prior to noticeable deterioration. No alteration or reconstruction is involved. Property owners are strongly encouraged to maintain their property in good condition so that more aggressive measures of rehabilitation, restoration, or reconstruction are not needed. See Appendix 1 for a Maintenance and Repair Guide.

*Preservation.* Keeping an existing building in its current state by a careful program of maintenance and repair is preservation. It will often include repair and stabilization of materials and features in addition to regularly scheduled maintenance. Essentially, the property is kept in its current good condition.

*Rehabilitation.* Rehabilitation is the process of returning a property to a condition that makes a contemporary use possible while still preserving those portions or features of the property that are significant to its historic, architectural, and cultural values. Rehabilitation may include the adaptive reuse of the building and constructing additions. Most good preservation projects in Freeport may be considered rehabilitation projects. See Appendix 3 for the Secretary of the Interior’s Standards for Rehabilitation.

*Restoration.* To restore, one reproduces the appearance of a building exactly as it looked at a particular moment in time to reproduce a pure style - either interior or exterior. This process may include the removal of later work or the replacement of missing historic features. A restoration approach is used on missing details or features of a historic building when the features are determined to be particularly significant to the structure’s character and when the original configuration is accurately documented.

*Renovation.* To renovate means to improve by repair, to revive. Renovation is similar to rehabilitation, although it includes the use of some new materials and elements. The basic character and significant details are respected and preserved, but some sympathetic alterations may also occur. Alterations are generally reversible should future owners wish to restore the building to its original design.

*Adaptive Reuse.* Converting a building to a new use that is different from its original purpose is considered adaptive reuse. For example, converting a residential structure to offices is adaptive reuse. A good adaptive reuse project retains the building’s historic character while accommodating new functions.

Each preservation project is unique. A project may include a variety of treatment techniques, including the repair and replacement of features and maintenance of those already in good condition. In order to define the range of preservation treatments that may be needed in a project, consider these steps:

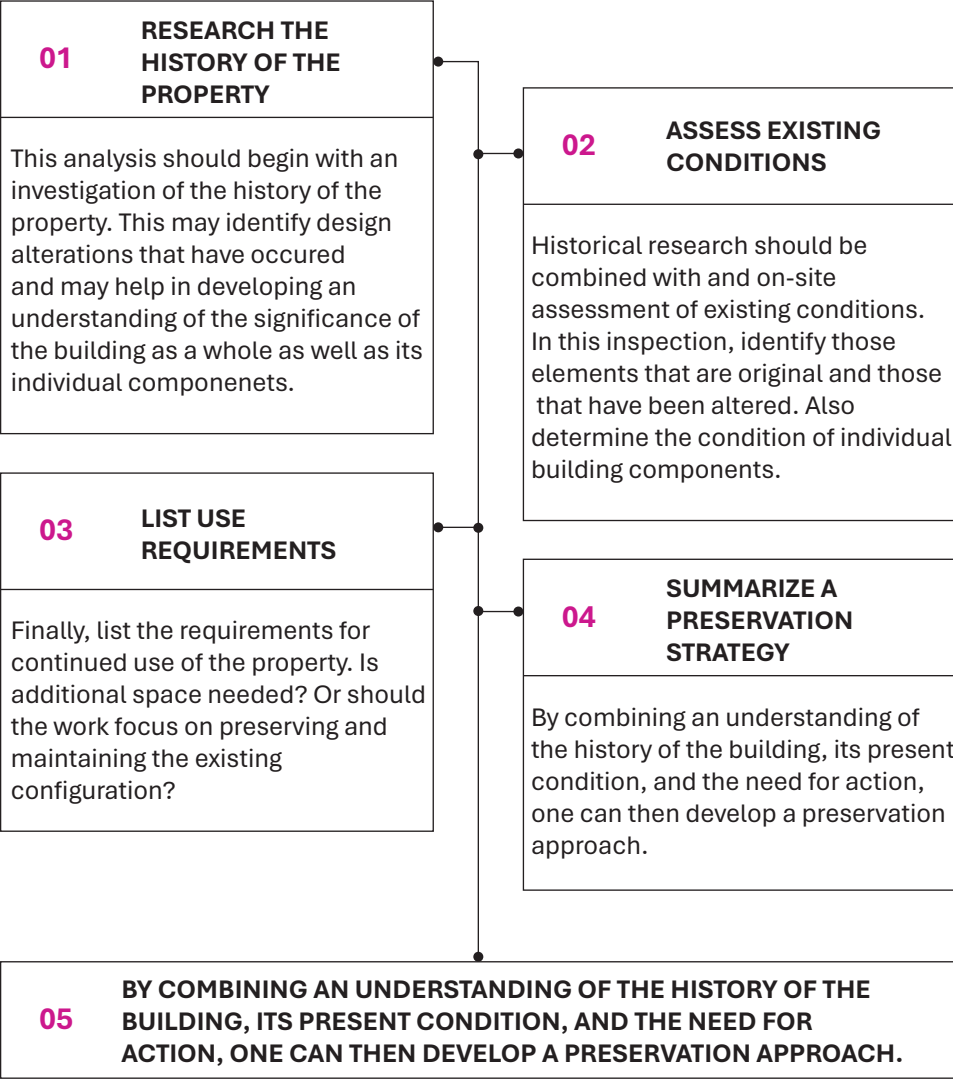


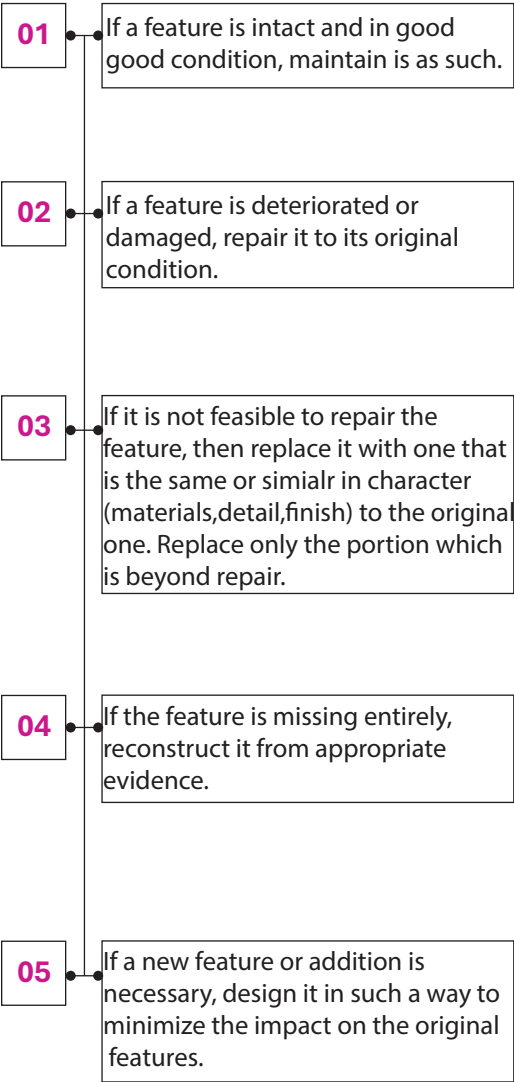
Figure 1.8 | Preferred Sequence of Preservation Action

While adaptive reuse allows the building owner to convert the building to a purpose other than that for which it was designed, it should be done with respect to the original building form. For example, it would be inappropriate to turn the living room of a historic building into a bathroom. The reason for this is that when the programmatic uses of a building are drastically altered, this often results in a major change to the original floor plan and the exterior appearance of the building. When adaptive reuse is the

preferred preservation alternative, the proposed design should make use of the original building function as closely as possible. The reason for this is that when the programmatic uses of a building are drastically altered, this often results in a major change to the original floor plan as well as to the exterior appearance of the building. When adaptive reuse is the preferred preservation alternative, the proposed design should make use of the original building function as closely as possible.



Once the basic approach to a project has been defined, it is important to assess the property and to identify any significant character-defining features and materials. Retaining these elements, and then using the guidelines to select an appropriate treatment mechanism will greatly enhance the overall quality of the preservation project. In making the selection follow this sequence:



*Remodeling / Renovating.* To remake or to make over the design image of a building is to remodel it. The appearance is changed by removing original detail and by adding new features that are out of character with the original. Remodeling is inappropriate for historic buildings in Freeport.

Figure 1.9 | Preferred Sequence of Preservation Action

# Chapter 02: Existing Character of Downtown



## Chapter 02: Existing Character of Downtown

To maintain, preserve, and enhance the neighborhood's character, it is necessary to understand the principal elements and attributes that make up the general qualities of a place. Knowing why and what makes a particular place or neighborhood special makes it easier to understand and verbalize why some buildings seem appropriate and fit in and others do not. This chapter describes downtown Freeport's physical characteristics, from the broader neighborhood to the siting of structures on the lots, and finally, the architectural styles of the structures. First is a look at the existing Public Realm. Second, how are structures and features placed on lots? Finally, what are the prominent architectural styles in the Downtown Historic District? All of these aspects are important. For example, a well-designed commercial building that does not align with other buildings on the block and sits at an angle can look out of place. Or if new buildings or additions are placed so they do not align with similar existing structures, the new structures won't "fit in." Therefore, it is essential to understand the existing patterns of the City of Freeport so that they are preserved in new development and construction.

### Freeport Downtown Historic District

The Freeport Downtown Historic District encompasses the city's historic commercial core. The district is concentrated in the blocks that line the park and W. Broad St.



Figure 2.1 | A combination of paved and unpaved alleys provide service access to buildings

### 2.1 Character of the Public Realm

#### Patterns of Streets & Alleys

- The majority of buildings in downtown Freeport are built to the lot lines with zero setback, creating a relatively continuous streetwall effect. A prominent exception is the former Masonic Lodge at 303 E. Park Ave., which is on a corner lot and set back from both E. Park Ave and E.

Broad St. by several feet. Other exceptions include 231 W. Second St., a former service station situated on a corner lot, and the former fire station on E. 4th St., both of which have a greater setback from the street.

- Alleys are behind the buildings along W. and S. Park Ave., accessible via 2nd St., Broad St., and 4th St.. Alleys are also present behind buildings that face Broad St. and connect with the Park Ave. alleys near the center of the blocks.

#### Pedestrian Experience



Figure 2.2 | Most downtown buildings adhere to a uniform setback

- Several of the buildings on the north end of E. Park Ave. feature awnings that extend over the sidewalk.
- Sidewalks line all of the primary commercial streets in the district except for E. 4th St., where sidewalks are intermittent.
- The park between W. and E. Park Ave. provides a comfortable, shaded place for pedestrians to rest, with ample seating throughout.
- Palm trees have been planted intermittently along W.



Figure 2.3 | Awnings are interspersed throughout downtown, providing shade for pedestrians

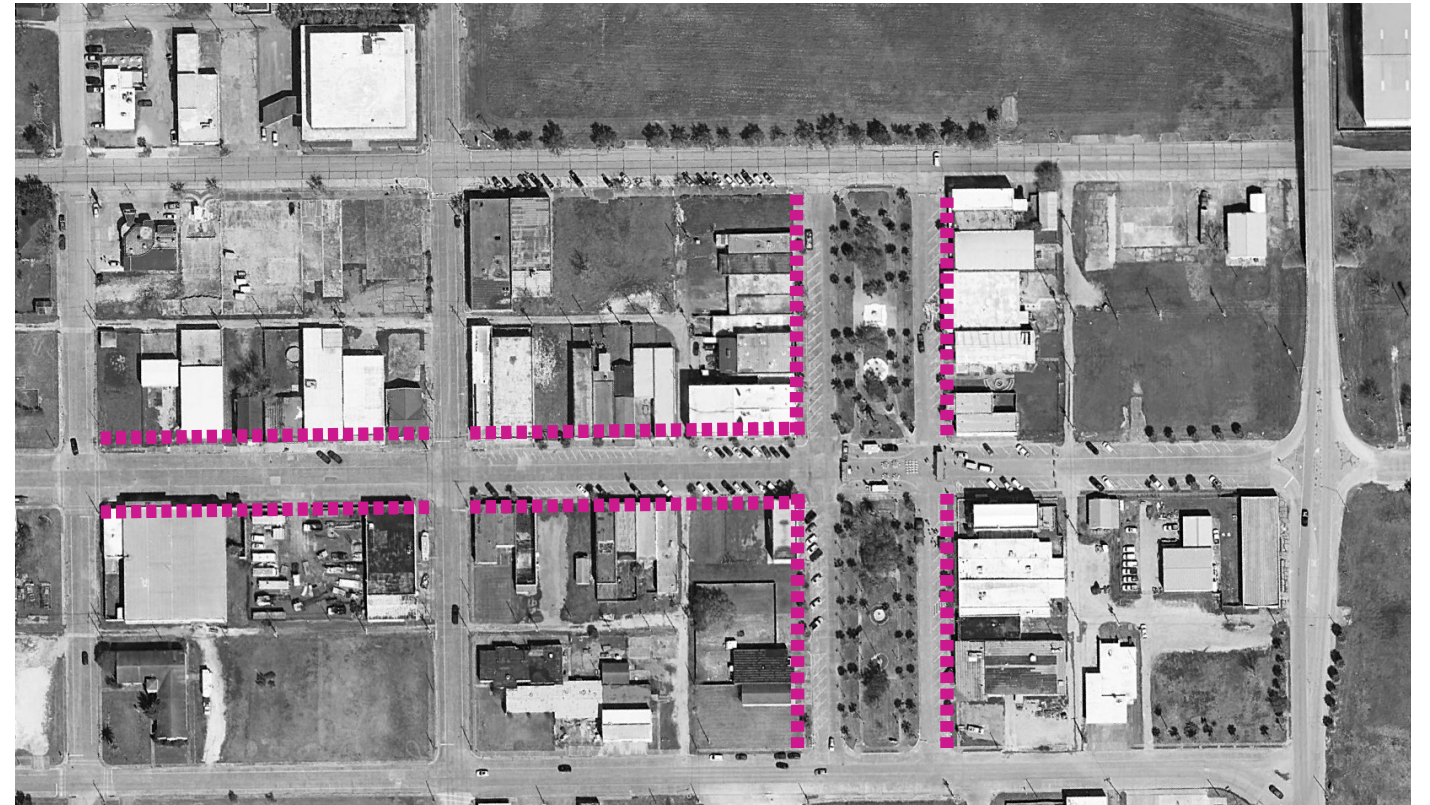


Figure 2.4 | Most downtown buildings are built to the lot lines, creating a streetwall effect

- and E. Park Aves. and Broad St., providing some shade to the sidewalks. Shade trees line much of W. 2nd St.
- W. 2nd St. between Oak St. and W. Park Ave. is mainly vacant and is generally unwelcoming to pedestrians, though historically, it was a busy commercial street lined with businesses. The south side of W. Park Ave. also features several vacant lots, though this was historically the case.

#### Landscaping



Figure 2.5 | Some areas of downtown feature a grassy median between the sidewalk and the street

- With the exception of Memorial Park (discussed below), the district's landscaping primarily consists of palm trees planted along the sidewalks of W. and E. Park Ave. and Broad St. Grassy medians are present between the sidewalks and the street along W. and E. Park Ave.
- Grass covers most vacant lots within the district.

#### Memorial Park

- Memorial Park is bordered by 2nd St. to the north, W. Park Ave. to the west, 4th St. to the south, and E. Park Ave. to the east. It is a linear park that once connected the Tarpon Inn on the northern waterfront parcel southward to the train depot and railroad office at 4th St. The park is bisected by Broad St., which splits the park into north and south sections.
- The north section of the park was historically more ornate and carefully landscaped, as it was located near the Tarpon Inn. It featured paved sidewalks that curved to each of the four corners of the park, depositing pedestrians at the main downtown intersections. Circular concrete planters were located within the pathways at each of the four corners, and a central, quatrefoil-shaped concrete planter was located at the





Figure 2.6 | Small shade trees line the north side of Second St.

center. Landscaping historically consisted of flat grassy areas and formal flower beds with some low shrubs and palmettos throughout. Up until the 1970s, the low plantings permitted open and unobstructed views across the park.

- The south section of the park was historically much less ornate and characterized by large open expanses of grass and straight pathways. It also served an important community function: a tall flagpole near the south end served as Freeport’s hurricane warning system. When a hurricane approached land, warning flags were flown from the pole to notify residents to evacuate.
- A park retains a number of significant historic site features that help convey its historic character, including:
- Historic pathway configurations
- Circular planters in the north section of the park
- A quatrefoil-shaped centerpiece, which originally served as a planter but now serves as the base for a fountain
- The Stringfellow Fountain, dedicated during Freeport’s Golden Anniversary in 1962 in honor of two prominent local citizens: R.E.L. Stringfellow and his sister Alice



Figure 2.7 | View looking north from Memorial Park

Delaney.

- A marble pedestal and a bronze plaque recognizing the role of the Freeport Sulphur Company in creating the city(also dedicated in 1962)
- A flagpole in the south end of the park, which served as the town’s hurricane warning system, appears to be the same pole depicted in historical photographs following the 1961 landfall of Hurricane Carla.

2.2 Site Design

Site and Lot Design describes the placement of major structures and features within the site. The location of a building on the lot can significantly influence the overall character of a neighborhood. A building located too far back or too far forward does not seem to “fit” within the neighborhood. The location of parking areas can also have



Figure 2.8 | View looking south from Memorial Park

significant effects on the character of a neighborhood. Understanding the existing character can provide guidance in determining the compatibility of future development.

Street Frontage

- Most buildings in the district are built with zero setbacks and extend to the lot lines.
- Buildings are oriented toward the street.

Lot Width & Setbacks

- Original commercial lots along W. and E. Park Ave. and Broad St. were 25 feet wide by 140 feet deep. Commercial lots along W. 2nd St. were 50 feet wide by 140 feet deep. Most buildings do not extend the entire length of the lot but were built to the front and side lot lines, and several buildings occupy multiple lots.

Parking

- Angled, on-street parking is located along 2nd St., W. and E. Park Ave., and Broad St.



Figure 2.9 | Corners buildings typically face primary and secondary streets



Figure 2.10 | W Park Ave and E Park Ave features angled street parking

- A few buildings have small surface parking lots, including 230 and 231 W. 2nd St.

2.3 Building Design

Architectural styles in a small downtown, such as Freeport, generally feature common architectural styles and elements. Buildings of mixed influence are common. Building owners often picked architectural elements, such as ornament, storefronts, windows, and interior finishes from catalogs, resulting in common architectural language.

Most building types in the Downtown Historic District share a basic one- or two-story box-like form. They are generally rectangular in plan with load-bearing masonry walls and flat roofs. The first floors of two-story buildings generally have large display windows or storefront systems, while the upper floors have smaller windows. Individual buildings are attached, often sharing party walls.



Figure 2.11 | One-story and two-story masonry buildings are a common throughout downtown Freeport

| Key Characteristics of the District and its Buildings                                                                                                                                                                                                                                                                                                                                      |
|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <ul style="list-style-type: none"><li>▪ One- to two-story, rectangular buildings oriented toward the street</li><li>▪ Predominantly masonry construction</li><li>▪ Large display windows at ground floors</li><li>▪ Awnings &amp; canopies to provide shade</li><li>▪ Emphasis on the park and blocks surrounding it as the cultural and commercial center of Downtown Freeport.</li></ul> |



**Commercial (1890-1920)**

Commercial style is most often associated with tall buildings in downtowns. While large, steel-frame skyscrapers may seem to have nothing to do with Freeport, their stylistic components are present, albeit on a smaller scale. Low-rise commercial style buildings are typified by having a more transparent ground floor and a rectangular shape and emphasis through masonry and ornamental details.

*Characteristics*

- Rectangular shape
- If two stories, clear division between the floors using masonry or other details
- If present, ornament references past architectural styles
- Large display windows at the ground floor and smaller windows on upper floors

**Art Deco (1925-1940)**

The Art Deco style of architecture emerged in the late 1920s as a “modern” American style that departed from popular revival styles of the previous decades. Characterized by smooth wall surfaces often clad with stucco, Art Deco buildings often feature geometric decorative elements and vertical projections. Bright colors were often employed in Art Deco buildings, though not always.

*Characteristics*

- Smooth walls, typically stucco
- Emphasis on verticality, expressed through vertical projections and vertical lines
- Geometric ornamentation (zigzags and chevrons are common)
- Use of bright color paint, tiles, or glass

**Mid Century Commercial (1945-1965)**

Mid Century Commercial buildings represent the natural evolution of the Commercial Style after World War II. These buildings are typically simple rectangular structures with prominent display windows and, often, large signage. Roofs can be flat or shed. Mid Century buildings may utilize newer materials such as aluminum or construction technologies, such as curtain walls.

*Characteristics*

- Asymmetrical facades and canopies or awnings
- Rectangular shape
- Flat roof
- Masonry or concrete cladding
- Large windows and/or horizontal bands of windows (ribbon windows)
- Lack of ornament

**New Formalism (1955-1975)**

New Formalism combines classical design elements such as symmetrical proportions, arches, arcades, and columns, with modern building materials and techniques associated with the International Style of architecture. New Formalist buildings are typically large in scale, often raised above street level on a base or podium, and feature a flat roof. Smooth exterior surfaces, arches or arcades extending from the main body of the building, and decorative grilles or screens are common.

*Characteristics*

- Concrete construction
- Monumental scale, often raised above street level
- Symmetrical proportions and elevations
- Flat roof
- Use of arches and arcades extending from the main body of the building
- Patterned screens or grilles



Figure 2.12 | 208-210 W Broad

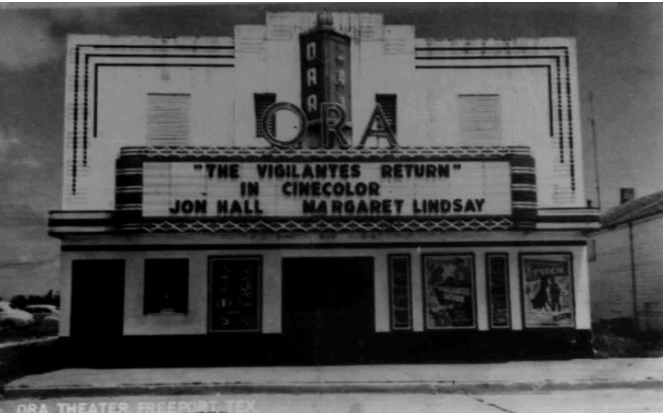


Figure 2.14 | 215 E Park (Ora Theater) | Brazoria County Historical Museum



Figure 2.16 | 118 W Broad



Figure 2.18 | 200 W 2nd Street



Figure 2.13 | 201 E Park Ave



Figure 2.15 | 215 E Park Ave



Figure 2.17 | 209 E Park Ave



Figure 2.19 | 200 W 2nd Street

# Chapter 03: Historic Preservation Guidelines



# Chapter 03: Historic Preservation Guidelines

This section presents the design policies and guidelines for the rehabilitation of a **contributing** historic resource located in the Downtown Historic District. Preserving original architectural details is critical to the integrity of a historic building. The best way to preserve these features is through well-planned maintenance. Refer to the maintenance guide in Appendix 1. Use the historic photographs in Appendix 5 to determine what historic features remain. Where replacement is required, one should remove only those portions that are deteriorated beyond repair.

**3.1. Maintain and repair character-defining features. Original architectural features should be preserved in place.**

- 3.1.1. Avoid removing, altering, or covering up any significant architectural detail or material, especially those that are in good condition and can be repaired in place.
- 3.1.2. Protect and maintain significant stylistic elements.
- 3.1.3. Distinctive stylistic features and examples of skilled craftsmanship should be treated with sensitivity.

**3.2. Deteriorated architectural materials should be repaired rather than replaced when feasible.**

- 3.2.1. When deterioration occurs, repair the material and any other related problems. It is also important to recognize that all details weather over time and that a scarred finish does not represent an inferior material, but simply reflects the age of the building. Therefore, preserving original materials and features that show signs of wear is preferred to replacing them.
- 3.2.2. Repair only those features that are deteriorated.
- 3.2.3. Patch, piece-in, splice, consolidate, or otherwise upgrade existing materials, using recognized preservation methods as those identified in the National Park Service’s Preservation Briefs, located online at <https://www.nps.gov/orgs/1739/preservation-briefs.htm>
- 3.2.4. Isolated areas of damage may be stabilized or fixed using consolidants. Epoxies and resins may be considered for wood repair. Also, special masonry repair components may be used.
- 3.2.5. Removing damaged features that can be repaired is not appropriate.
- 3.2.6. Protect features that are adjacent to the area being worked on.
- 3.2.7. When disassembly of a historic element is necessary for its restoration, use methods that minimize damage to the original materials. Always devise methods

of replacing the disassembled materials in their original configuration.

3.2.8. Use the technical procedures for cleaning, refinishing, and repairing architectural details specified in the National Park Service’s Preservation Briefs. When choosing preservation treatments, use the gentlest means possible that will achieve the desired results.

**3.3. Preserve historic masonry.**

- 3.3.1. Historic masonry, including stone and brick, should not be painted.
- 3.3.2. If masonry is currently painted, it may be repainted. Loose paint should be removed prior to painting. Elastomeric paint should be avoided.
- 3.3.3. If paint or staining should be removed from masonry, this should be accomplished using the gentlest means possible including very low-pressure water (under 300psi) or chemical solvents recommended for historic masonry. Cleaning methodologies should be tested in an inconspicuous location prior to proceeding with work.
- 3.3.4. Mortar repointing should be performed if mortar is missing, deteriorated, or incompatible. New mortar should match historic mortar in composition, hardness, texture, and profile. Mortar testing may need to be performed to ensure that new mortar is compatible with historic brick, which is softer than modern brick and requires a softer mortar. Portland cement and other similar mortars are usually too hard to be compatible with historic brick and will lead to further deterioration. Caulk is not an appropriate mortar.

**Considering Substitute Materials**

Considering the use of a substitute material should begin with the following questions about the conditions and location where it will be used:

- Will the significance or visibility of the historic feature require a very precise match?
- Is the entire feature being replaced or just a component of it?
- Are pre-existing conditions contributing to the failure of the existing material, and, if so, how will they be addressed/corrected?
- Is the need for replacement due to inherent deficiencies of the original material?
- Will the material need to resist any environmental hazards such as flooding or fire?

**Criteria for Replacement Instead of Repair**

Applicants must be able to supply proof such as quotes, product specifications, search lists, etc.

- Repair of an item is over 50% more expensive than replacement; OR
- Replacement item is more durable/ more appropriate for the climate/ location; OR
- Repair of an item requires technical knowledge that is not locally available

**Additional Considerations**

Another factor which may determine the appropriateness of using substitute materials for architectural details is their location and degree of exposure. For example, lighter weight materials may be inappropriate for an architectural detail that would be exposed to intense wear.

**3.4. Replace deteriorated or missing historic materials in kind where feasible. Consider the use of substitute materials carefully.**

- 3.4.1. Replacement should occur only if the existing historic material cannot be reasonably repaired due to economic and/or technical feasibility.
- 3.4.2. Remove only that which is deteriorated and must be replaced.
- 3.4.3. If parts are damaged or missing, it is preferred that they are replaced with the same material as the original.
- 3.4.4. Substitute materials may be considered when the original material is no longer available or not readily available. Substitute materials may also be used where the original is known to be susceptible to rapid decay, where maintenance access may be difficult, or where code-driven requirements necessitate a change in material.
- 3.4.5. Substitute materials generally should not be used wholesale, but only when replacing damaged or deteriorated materials. However, wholesale replacement of an element or feature may be preferred in order to avoid the use of incompatible materials side by side.
- 3.4.6. Substitute materials must meet the following criteria:
  - 3.4.6.1. They must be compatible with the historic materials in appearance.

- 3.4.6.2. Their physical properties must be similar to those of the historic materials.
- 3.4.6.3. They must meet certain basic performance expectations over an extended period of time.

**3.5. Respect the distinct style and history of each building.**

- 3.5.1. Each architectural style has distinct character-defining features (refer to Chapter 2) which should be respected as records of their time.
- 3.5.2. Replacement of missing or deteriorated details shall be based on original features. The design should be substantiated by physical or pictorial evidence to avoid creating a misrepresentation of the building’s heritage.
- 3.5.3. Do not add elements or details, such as millwork or cornices, that were not an original part of the building. Conjectural “historic” designs for replacement parts that cannot be substantiated by documented evidence are inappropriate. Dressing up a building with pieces of ornamentation that are out of character with the architectural style gives the building a false “history” it never had, and is inappropriate.
- 3.5.4. When inadequate information exists to allow for accurate reconstruction, use a simplified interpretation of the original. The new element should still relate in general size, shape, scale, and finish.

**3.6. Prioritize the preservation of the public-facing elevations of the building.**

- 3.6.1. Street-facing and public-facing building faces should be prioritized for preservation and all efforts should be made to preserve their historic materials and characteristics.
- 3.6.2. Alterations of elevations not visible from the street of the public right of way may have more flexibility in replacement materials if the alteration does not affect the mass and form of a structure and/or does not involve any significant architectural details.

**3.7. Storefront replacements should be compatible with the historic building.**

- 3.7.1. If a storefront is altered, restoring it to its original design is preferred. Reference historic photographs of the building.
  - 3.7.1.1. If evidence of the original design is missing and not evidence of its character exists, a new design that uses traditional elements may be considered. Use a simplified interpretation of similar storefronts. The

Potential Substitution Materials

| Historic Building Features          |                               |                                                                   |                       |                                      |                                                 |                        |
|-------------------------------------|-------------------------------|-------------------------------------------------------------------|-----------------------|--------------------------------------|-------------------------------------------------|------------------------|
|                                     | Masonry<br>Stone, terra cotta | Architectural Metals<br>Cast & wrought iron, steel, pressed metal | Siding Wood, asbestos | Roofing<br>Wood shingle, slate, tile | Decking<br>Tongue-and-groove & square-edge wood | Molding / Trim<br>Wood |
| Aluminum                            | ●                             | ●                                                                 | ●                     |                                      |                                                 | ●                      |
| Cast Stone & Precast concrete       | ●                             |                                                                   |                       | ●                                    |                                                 |                        |
| Fiber Reinforced Concretes          | ●                             |                                                                   |                       |                                      |                                                 |                        |
| Glass Fiber Reinforced Polymers     | ●                             | ●                                                                 |                       |                                      |                                                 |                        |
| Fiber Cement                        |                               |                                                                   | ●                     | ●                                    |                                                 | ●                      |
| Mineral / Polymer Composite         |                               |                                                                   | ●                     | ●                                    | ●                                               | ●                      |
| Cellulose Fiber / Polymer Composite |                               |                                                                   | ●                     | ●                                    | ●                                               | ●                      |
| Non-composite Polymers              |                               |                                                                   |                       |                                      | ●                                               | ●                      |
| Cellular PVC                        |                               |                                                                   | ●                     |                                      | ●                                               | ●                      |

storefront still should be designed to provide interest to pedestrians.

3.7.1.2. In some cases, an original storefront may have been altered early in the history of the building, and may itself have taken on significance. Such alterations should be preserved. See also Preservation Brief 11: Rehabilitating Historic Storefronts, published by the National Park Service.

3.7.2. If a storefront is altered, restoring it to its original design is preferred. Reference historic photographs of the building.

3.7.2.1. Display windows: The main portion of glass on the storefront, where goods and services are displayed. This will help maintain the interest of pedestrians by providing views to goods and activities inside first floor windows.

3.7.2.1.1. A contemporary interpretation of a traditional display window, which is similar in scale and overall character to those seen historically, may be considered if the historic display windows are missing or have been altered in a manner inconsistent

with the style of the building.

3.7.2.2. Transom windows: The upper portion of the display window, separated by a frame.

3.7.2.2.1. Transoms, the upper glass band of traditional storefronts, introduced light into the depths of the building, saving on light costs. These bands should not be removed or enclosed.

3.7.2.2.2. Retain the original shape of the transom glass in historic storefronts. The shape of the transom is important to the proportion of the storefront, and it should be preserved in its historic configuration.

3.7.2.2.3. If the original glass is missing, installing new glass is preferred.

3.7.2.2.4. If the transom must be blocked out, be certain to retain the original opening proportions. One option is to use it as a sign panel or decorative band within the framework. Another option is to paint the back of the glass black to conceal mechanical equipment.

3.7.2.3. Bulkhead: Found beneath the display window.

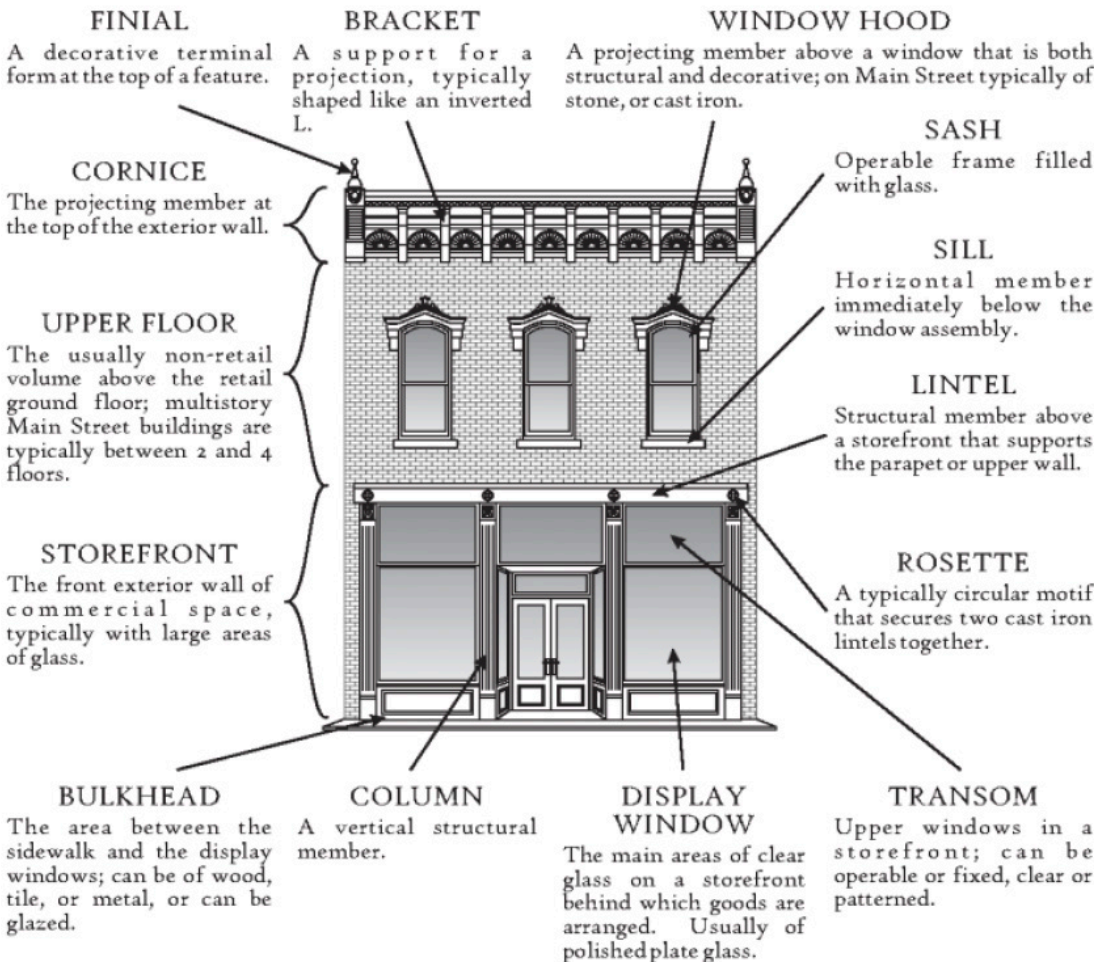


Figure 3.1 | Anatomy of a Main Street building | Illinois Main Street Program

3.7.2.3.1. If the original bulkhead is covered with another material, consider exposing the original design.

3.7.2.3.2. If the original bulkhead is missing, develop a sympathetic design.

3.7.2.4. Entry and Doors: Usually set back from the sidewalk in a protected recess.

3.7.2.4.1. A contemporary interpretation of a traditional building entry, which is similar in scale and overall character to those seen historically, may be considered if the historic storefront is missing or has been altered in a manner inconsistent with the style of the building.

3.7.2.4.2. Designs may also need to comply with other code requirements, including door width, direction of swing, and construction. In some cases, entries

must comply with accessibility requirements of the Americans with Disabilities Act. Note, however, that some flexibility in application of these other regulations is provided for historic properties. See also Preservation Brief 32: Making Historic Properties Accessible, published by the National Park Service.

**3.8. The design of replacement windows in contributing historic resources should follow the guidelines below.**

3.8.1. The position and number of windows on each elevation should remain the same as it was historically. Refer to historic photographs or clues on the elevations such as sill locations

3.8.2. The size, shape, and orientation of historic window openings should be preserved.

3.8.3. Historic window openings should not be enclosed or covered.



| Determining the Appropriateness of a Replacement Window |                                                                                          |                                         |                                                                     |                                                                                          |
|---------------------------------------------------------|------------------------------------------------------------------------------------------|-----------------------------------------|---------------------------------------------------------------------|------------------------------------------------------------------------------------------|
|                                                         | Not Approvable                                                                           | Good                                    | Better                                                              | Best                                                                                     |
| Material                                                | Vinyl on front elevations (acceptable on the rear elevations)                            | Aluminum with a painted or baked finish | Aluminum-clad wood with a painted or baked on finish                | Matches original                                                                         |
| Muntins                                                 | Simulated divided with only interior grids                                               | Simulated divided with exterior grids   | Simulated divided with exterior and interior grids                  | True divided                                                                             |
| Glass                                                   | Highly reflective or deeplt tinted                                                       |                                         |                                                                     | Clear,colorless, and non-reflective with no less than 69% VLT and no greaer than 11% VLR |
| Operability                                             | Fixed in place without offset sashes on front elevations (acceptable on rear elevations) |                                         | Fixed-in place but with offset sashes to mimic original operability | Operability matches historic                                                             |

- 3.8.4. Do not use perimeter infill framing to create smaller windows.
- 3.8.5. Replacement windows should have a minimum 1 ½ inch sash dimensions plus a brick mold. This trim should have dimension and shadow lines similar to those used historically.
- 3.8.6. Replacement windows should be set a minimum of two inches behind the plane of the facade to create a shadow line.
- 3.8.7. Considerations of replacement windows show follow the below decision matrix
- 3.8.8. More flexibility is allowed for replacement windows on elevations that are not visible from the street or public right of way.

3.9. Retain and preserve the historic character of Memorial Park.

- 3.9.1. The following features are character defining elements that contribute to the significance of Memorial Park and should be preserved:
  - 3.9.1.1. Historic pathway configurations, particularly those in the north section of the park

- 3.9.1.2. Circular planters in the north section of the park
- 3.9.1.3. The Stringfellow fountain, dedicated during Freeport’s Golden Anniversary in 1962 in honor of two prominent local citizens: R.E.L. Stringfellow and his sister Alice Delaney.
- 3.9.1.4. The quatrefoil-shaped base for the Stringfellow fountain, which originally served as a planter
- 3.9.1.5. A marble pedestal and bronze plaque recognizing the role of the Freeport Sulphur Company in creating the city (also dedicated in 1962)
- 3.9.1.6. A flagpole in the south end of the park, which served as the town’s hurricane warning system, and is depicted in historic photographs following the 1961 landfall of Hurricane Carla

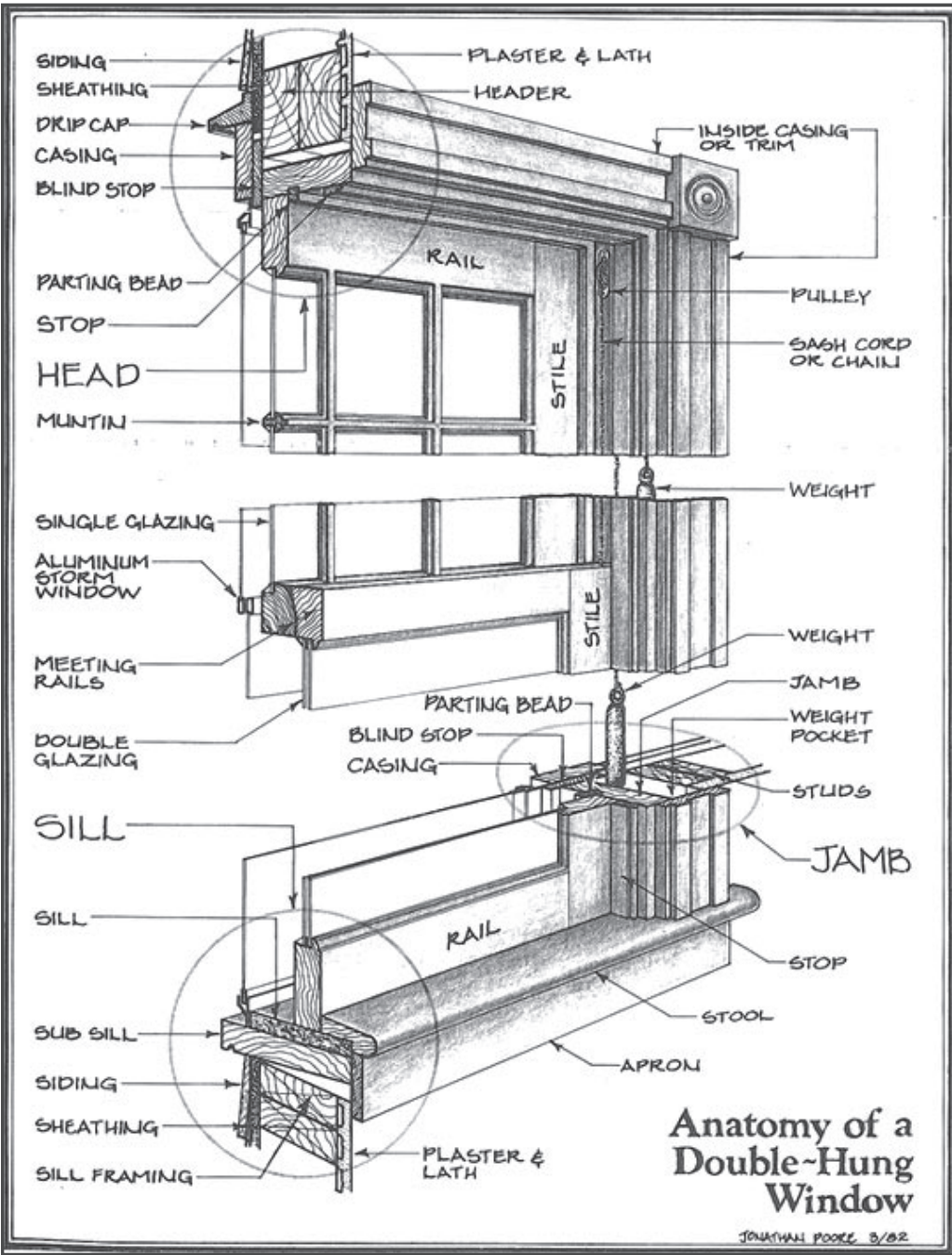


Figure 3.2 | Anatomy of a Double-Hung Window | Jonathan Poore

## Chapter 04: New Buildings & Additions



# Chapter 04: New Buildings & Additions

Chapter 4 concerns new infill construction and additions to existing buildings, both contributing and non-contributing, within the historic district. The same principles apply to both types of proposals. In order for a new development proposal or building addition to seamlessly and cohesively fit into the historic district, it must be compatible with the overall patterns and character of the district. These guidelines take that general approach and break it down into a series of focused criteria for the design of properties such that they may be cohesive with and contribute to the unique character of Downtown Freeport.

## 4.1. Design Goals

The historic district should continue to develop in a coordinated manner so that an overall sense of visual continuity is achieved. The dominant character of this area should be that of a retail-oriented, commercial environment, with an active street edge that is pedestrian-friendly. The design goals are:

- To rehabilitate existing historic commercial buildings;
- To continue the use of traditional building materials found in the area;
- To design new buildings that are compatible with the historic downtown without copying or mimicking historic buildings;
- To maintain the traditional mass, size, and form of buildings seen along the street (i.e., a building should be a rectangular mass that is one- to two-stories in height.);
- To design commercial buildings with storefront elements similar to those seen traditionally (i.e., a commercial building should include: display windows, bulkhead, transom windows, cornices or pediments, and vertically-oriented upper-story windows.);
- To design additions that enhance the character of the historic districts;
- To design a project that reinforces the retail-oriented function of the street and enhances its pedestrian character;
- To promote friendly, walkable streets (i.e., projects that support pedestrian activity and contribute to the quality of life are encouraged.);
- To provide site amenities—such as benches, lights, waste receptacles, landscaping, etc.—to enhance the pedestrian experience; and
- To protect the historic character of the park.

## 4.2. Public Realm Design

The Public Realm refers to the area where the public has access to the historic district. It can be both a physical access, such as on streets and sidewalks, as well as a visual access of front yards and to some extent, the side yards. In many ways, the Public Realm is a great outdoor room with facades of buildings forming walls and the tree canopy forming the ceiling.

Contrary to what its name suggests, the Public Realm includes both public and private property. “Public” in this case refers to the area seen by the public. As one drives down a street, it is the area viewed by the visitor that creates a sense of place. The width of the street, the distance the buildings are setback from the street, and the landscaping all contribute to the character of the area.

4.2.1. Streets and parking should be designed to be compatible with the historic district and enhance the walkability of downtown and retail vibrancy.

- 4.2.1.1. Creating high speeds and large volumes of traffic movement through the district should not be a priority.
- 4.2.1.2. The pedestrian experience should always be the priority in creating a livable and walkable downtown.
- 4.2.1.3. On-street parking directly in front of a store should be short term to encourage turnover. On street parking should be enhanced with landscaping and bulb-outs to provide pedestrian buffers.
- 4.2.1.4. Surface parking on individual lots should be minimized. Visible parking structures are not appropriate. The first floors of parking structures should be leasable retail space.
- 4.2.1.5. A historic building should not be demolished to create a parking lot.
- 4.2.1.6. Curb cuts should be minimized to improve pedestrian safety.
- 4.2.1.7. Landscaping or screening should be used to buffer parking areas.
  - 4.2.1.7.1. Where a parking lot exists that is presently not screened or landscaped, consider a landscaping program or an infill building that relates to the surrounding historic context.
  - 4.2.1.7.2. New parking areas should be screened from pedestrian areas using planters and planting beds. Simple, picket-style, wrought iron fencing, or cedar split rail fences can provide screening as well.
  - 4.2.1.7.3. Trees, planters, and planting beds are encouraged in parking areas.

- 4.2.2. Sidewalks are essential to the vibrancy and character of downtown and should be retained and thoughtfully incorporated in any new developments.
  - 4.2.2.1. Alignment with other original sidewalks, the street and overall city grid is of primary importance.
  - 4.2.2.2. Replace only those portions that are deteriorated beyond repair.
  - 4.2.2.3. When new sidewalks are to be installed, they shall be compatible with the traditional character of the streetscape.
  - 4.2.2.4. Decorative paving should be used only as an accent in the district.
  - 4.2.2.5. Landscaping is encouraged to provide a welcoming environment and shade throughout the downtown.
- 4.2.3. Landscaping and hardscaping enhance the character and vibrancy of downtown and should utilize native and low-maintenance materials and plan selections.
  - 4.2.3.1. Install new street trees to enhance the pedestrian experience. Locate street trees along edges of sidewalks, maintaining a clearly defined pedestrian travel zone.
  - 4.2.3.2. Select trees that are appropriate for planting in a commercial area. Trees should not become oversized, and should not touch buildings.
  - 4.2.3.3. Locate street trees in larger planting areas, such as buffer strips adjacent to parking lots.
  - 4.2.3.4. Trees should be trimmed and maintained.
  - 4.2.3.5. Replace trees that are diseased or have passed their life cycle.
  - 4.2.3.6. The height of a street tree should be minimized, however, to avoid blocking views of storefronts and interesting details.
  - 4.2.3.7. Additional landscaping, in the form of planters, is encouraged throughout the District. These can provide buffers along sidewalks, around seating areas, and surrounding parking areas.
  - 4.2.3.8. Plantings are preferable to turf as these are easier to maintain and require less irrigation.
  - 4.2.3.9. Landscaping between curbs and the sidewalks should be no taller than 2 feet.
  - 4.2.3.10. Use of native and low-maintenance materials such as stone in landscaping installations is encouraged.

- 4.2.3.11. Use indigenous, native, and drought-tolerant plant materials when feasible.
- 4.2.3.12. Provide underground irrigation systems where long-term growth will not impact the irrigation system.
- 4.2.3.13. Use flowers to provide seasonal colors.
- 4.2.4. Well-designed fences and retaining walls can provide separation between public and private realms or buffer between pedestrian and vehicular travel.
  - 4.2.4.1. Where the building faces the street, fences should be low, no higher than 4 feet, and transparent.
  - 4.2.4.2. Where the building faces the street, a low masonry wall, provided it is lower than 3 feet is also acceptable and should use native materials compatible with the district.
  - 4.2.4.3. Side and rear fences, where not facing the street, should be between 6 and 8 feet tall and can be more solid in appearance in order to provide privacy or screen services and utilities.
  - 4.2.4.4. Fences or retaining walls can also provide a buffer between pedestrians and parking areas.
- 4.2.5. Street furniture should be simple in design and compatible with the character of the historic district .
- 4.2.6. Street furnishings and sidewalk displays should not block the view of a building’s primary facade.
- 4.2.7. Street furnishings and sidewalk displays should not interfere with pedestrian traffic. In order to comply with TAS/ADA requirements, a clear 4 foot pedestrian path should be maintained at all times to allow for the orderly flow of pedestrians and to maintain accessibility. Smaller tables and chairs are generally preferred to meet this requirement.
- 4.2.8. Sidewalk displays that include hanging features such as decorations, lighting, or signage should provide a minimum of eight feet clearance between the sidewalk surface and the bottom of the feature.
- 4.2.9. Individual furnishings should be of designs such that they may be combined with other street furniture in a coherent composition.
- 4.2.10. Street furniture should be located in areas of high pedestrian activity. Locate furniture at pedestrian route intersections and major building entrances and near outdoor gathering places.
- 4.2.11. Bike racks are encouraged.
- 4.2.12. Street furnishings should be clustered in “groupings,” when feasible.

4.2.13. Advertising promotions on benches is prohibited.

4.3. Public Art

Public Art adds points of interest and energy to the downtown streetscape and should be encouraged.

4.3.1. Place Public Art so that it does not obscure or cover historic architectural features on historic buildings.

4.3.2. Public art should not damage historic materials or features such as drilling holes into historic metal features or applying paint to unpainted masonry surfaces on historic buildings.

4.3.3. Public Art placement should not interfere with the orderly flow of pedestrians or traffic and ADA/TAS requirements regarding minimum sidewalk widths should be maintained.

4.3.4. Murals are encouraged, provided that they are not painted on previously unpainted historic masonry buildings.

4.4. Site Design

Site design refers to the placement of new construction on a site, its orientation to the street, and the location of site features. Recommendations below apply to the design of new construction within the historic district in order to maintain the character of the district.

4.4.1. Orient the primary entrance of a building toward the street. A building should have a clearly defined primary entrance facing the street.

4.4.2. Corner Buildings may have their primary entrance at a 45-degree angle to the corner.

4.4.3. Maintain the alignment of buildings at the sidewalk edge. Locate the front building wall at the sidewalk line.

4.4.4. Buildings should occupy the entire width of the lot along the front elevation facing the street. Buildings may abut neighboring buildings directly, sharing a party wall.

4.4.5. Drive thru facilities are not appropriate within the historic district.

4.4.6. Service areas for trash, recycling, storage and loading should be screened from public view to the greatest extent possible. Locate service areas from major pedestrian routes, at the rear of the building when feasible.

4.4.7. Compatible canopies & Awnings are encouraged on new construction within the district.

For purposes of these guidelines, an awning is a structure with a fabric or material surface, usually sloped. A canopy is a rigid structure with a metal roof, generally attached to a building by hangers or tie rods. Canopies can also be

mounted to the ground plane with columns.

4.4.7.1. An awning or canopy should be similar to existing or historical awnings in the historic district.

4.4.7.2. An awning should be compatible in material and construction to the style of the building.

4.4.7.3. The awning should fit the opening of the building.

4.4.7.4. Simple shed shapes are appropriate for rectangular openings. Odd shapes, bullnose awnings, and bubble awnings are inappropriate.

4.4.7.5. A fixed metal or wood-frame canopy is appropriate if properly detailed so that it is similar to that seen historically.

4.4.7.6. Use appropriate supporting mechanisms such as wall-mounted brackets, chains, or metal tie rods. These should be anchored in the mortar joints rather than into the stone or brick.

4.4.7.7. Simple wood or metal posts may also support the awnings. These should be simple, square, round, or rectangular posts that are proportional to the building. Ornate metal or turned wood posts are not appropriate.

4.4.7.8. Mount an awning or canopy to accentuate character-defining features. It should be mounted to highlight moldings that may be found above the storefront and should not hide character-defining features. Mounting should not damage significant features and historic details.

**New construction should follow a FRESH approach**

**Footprint:** of the building should be similar to historic structures nearby.

**Roof:** form, pitch, materials, complexity should be similar to those in the neighborhood.

**Envelope:** size and “bulk” or massing and scale as well as projections (porches and the like) of the new construction should be similar to the neighborhood.

**Skin or exterior materials** should be similar visually and physically to what is typical in the neighborhood.

**Holes:** windows and door styles, proportions, rythm, appearance, and placemnet should be similar to surrounding historic buildings.

4.4.7.9. Internal illumination in an awning is inappropriate. Awnings should not glow.

4.4.7.10. Lighting that shines onto sidewalks from the underside of a canopy or awning, such as downlights or can lights, is encouraged. Shielded or low-wattage lights may be used on the underside of a canopy. Rope/ icicle lights are discouraged outside of the winter holiday season.

4.5. Design of New Buildings

4.5.1. Buildings should be visually compatible with traditional commercial buildings, like those seen in the historic district. New construction should reference and be compatible with the massing, materials, and overall form of the historic buildings in the district.

4.5.2. New interpretations of historic building styles are encouraged. While it is important that new construction is compatible, it should be distinct from historic and should not imitate older building styles.

4.5.2.1. A new design that draws upon the fundamental similarities among older buildings in the area without copying them is preferred. This will allow the building to be seen as a product of its own time and yet be compatible with its historic neighbors.

4.5.2.2. Buildings that are similar in scale and overall character to those seen historically are strongly encouraged.

4.5.2.3. Infill should be a balance of new and old in design. This applies to architectural details as well as the overall design of a building.

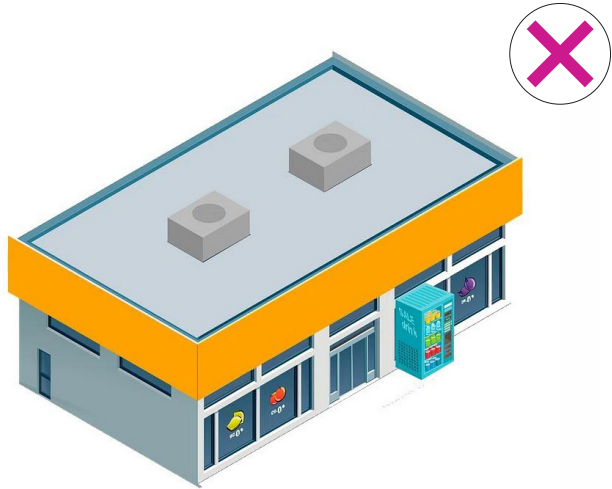


Figure 4.1 | The opaque glass on the first floor and unadorned, blank walls are not appropriate for new building design | rawpixel

4.5.3. Maintain the distinction between the street level and upper floor of the building. Ensure that the street level is welcoming.

4.5.3.1. The first floor of the primary facade should feature large display windows.

4.5.3.2. Upper floors should be perceived as being more opaque than the lower floor.

4.5.3.3. Highly reflective or darkly tinted glass is inappropriate. Glass should be clear, colorless, and non-reflective w/no less than 69% VLT and no greater than 11% VLR.

4.5.3.4. Avoid unadorned, blank walls facing entries and



Figure 4.2 | This large commercial building is broken up into smaller modules | Post Oak Preservation Solutions



Existing Exterior Building Materials



Brick

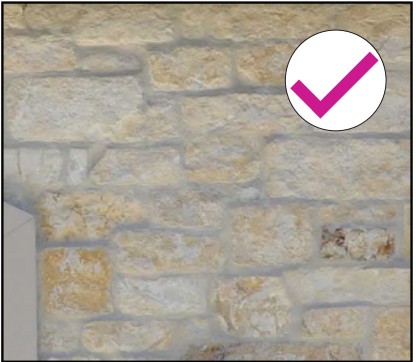


Stone

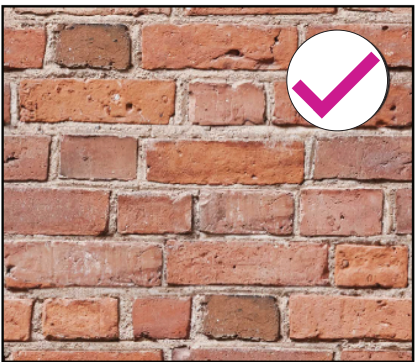


Plaster Stucco

Appropriate



Rough Stone, Ashlar Pattern



Brick



Plaster Stucco

Inappropriate



Stone Veneer



Metal Siding



Vinyl Siding

Figure 4.3 | Appropriate & Inappropriate Exterior Building Materials | Post Oak Preservation Solutions

streets.

4.5.3.5. Express the traditional distinction in floor heights between street level and upper levels through detailing, materials, and fenestration.

4.5.4. A new building should appear similar in mass to surrounding historic-age buildings.

4.5.4.1. Massing should be solid and heavy, predominantly masonry. Visually lightweight steel and glass buildings are inappropriate.

4.5.5. New buildings should appear similar in form to historic commercial buildings nearby.

4.5.5.1. Form should be simple and rectangular.

4.5.5.2. Corner buildings could have a canted corner, tower, or other focal point.

4.5.5.3. Flat roofs should be the dominant roof form, with the exception of accents or focal points at corners.

4.5.5.4. Parapets on the primary elevation should be flat or have step downs. Curved or elaborated shaped parapets are not appropriate. Corbelled brickwork or other ornament is appropriate at the parapet.

4.5.6. A new building should appear similar in scale to traditional commercial buildings.

4.5.6.1. The dominant scale of one-to-two stories should be maintained. An additional story may be added if it is set back significantly from the front facade so that it is not visible from directly across the street.

4.5.6.2. A larger building should be broken into “modules” that are similar in scale to the width of buildings on the blockface. Street-facing elevations should have sufficient facade relief and interruption every 25-50 feet to provide visual interest. “Modules” or facade articulation can be accomplished using varying materials, colors, recesses, canopies, or other details.

4.5.6.3. Rooftop additions should be no more than one story and should be set back from the primary facade to minimize their appearance.

4.5.6.4. Floor-to-floor heights should appear to be similar to those seen historically. This is especially true of the ground floor. Traditional floor heights should be expressed with horizontal moldings, alignment of windows and other architectural details.

4.5.6.5. Windows in a building should appear similar in height to those seen traditionally.

4.5.7. Building materials of new structures should appear similar to those seen traditionally.

4.5.7.1. New materials appropriate for the district should have the characteristics of masonry and be scaled to replicate the size that could be lifted by one or two persons. Monolithic slabs are not appropriate.

4.5.7.2. Appropriate materials are listed below:

- ✓ 4.5.7.2.1. Stone
- ✓ 4.5.7.2.2. Brick
- ✓ 4.5.7.2.3. Stucco
- ✗ 4.5.7.2.4. EIFS is not an appropriate material.

4.5.7.3. If alternative materials are selected they should be comparable to traditional materials, including in texture and color. Acceptable alternate materials are listed below:

- ✓ 4.5.7.3.1. Cast stone, provided it is only used as an accent or that it has a rusticated finish
- ✓ 4.5.7.3.2. Terracotta

4.5.7.4. More flexibility for materials is allowable on elevations that are not visible from the street or public right-of-way. The following materials are not appropriate on visible elevations but may be acceptable on elevations that are not visible:

- ✗ 4.5.7.4.1. Corrugated metal
- ✗ 4.5.7.4.2. Concrete block
- ✗ 4.5.7.4.3. Decorative concrete block
- ✗ 4.5.7.4.4. Vinyl windows
- ✗ 4.5.7.4.5. Cementitious siding

4.5.7.5. The following materials are not appropriate on new buildings or additions in the historic district.

- ✗ 4.5.7.5.1. Metal panels
- ✗ 4.5.7.5.2. Chromed metal
- ✗ 4.5.7.5.3. Steel and Glass Facades
- ✗ 4.5.7.5.4. Mirrored glass
- ✗ 4.5.7.5.5. Tilt-wall with exposed aggregate or painted surface.
- ✗ 4.5.7.5.6. Vinyl siding
- ✗ 4.5.7.5.7. Plywood panels

4.5.8. Ground floors in new buildings shall be visually open and provide interest on the street. The ratio of solid-to-void surface area shall be similar to that seen traditionally on nearby commercial storefront buildings in the district. First floors should be more transparent than upper floors. Avoid a blank wall appearance that does not provide interest to

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| Determining the Appropriateness of an Upper Story Windw |                                                                                          |                                         |                                                                     |                                                                                          |
|---------------------------------------------------------|------------------------------------------------------------------------------------------|-----------------------------------------|---------------------------------------------------------------------|------------------------------------------------------------------------------------------|
|                                                         | Not Approvable                                                                           | Good                                    | Better                                                              | Best                                                                                     |
| Material                                                | Vinyl on front elevations (acceptable on the rear elevations)                            | Aluminum with a painted or baked finish | Aluminum-clad wood with a painted or baked on finish                | Matches original                                                                         |
| Muntins                                                 | Simulated divided with only interior grids                                               | Simulated divided with exterior grids   | Simulated divided with exterior and interior grids                  | True divided                                                                             |
| Glass                                                   | Highly reflective or deeplt tinted                                                       |                                         |                                                                     | Clear,colorless, and non-reflective with no less than 69% VLT and no greaer than 11% VLR |
| Operability                                             | Fixed in place without offset sashes on front elevations (acceptable on rear elevations) |                                         | Fixed-in place but with offset sashes to mimic original operability | Operability matches historic                                                             |

pedestrians.

4.5.9. Storefront systems on new buildings should be compatible with those seen on historic buildings in the district.

4.5.9.1. New storefronts can be constructed of wood, steel, anodized aluminum, painted aluminum, or other alternative materials with the same long-lasting characteristics.

4.5.9.2. Storefronts should have trim with profile dimensions and shadow lines similar to those used historically or be trimmed with wood to create a more historic profile.

4.5.9.3. A new storefront should have the following parts listed below:

4.5.9.3.1. **Display windows:** The main portion of glass on the storefront, where goods and services are displayed. This will help maintain the interest of pedestrians by providing views to goods and activities inside first floor windows

4.5.9.3.1.1. These shall be large windows with no dividers. Moduled windows with square or rectangular mullions are not in keeping with the existing character.

4.5.9.3.1.2. Glass should be clear, colorless, and non-reflective w/no less than 69% VLT and no greater than 11% VLR, but may be insulated and/or low-e.

4.5.9.3.2. **Transom:** The upper portion of the display window, separated by a frame.

4.5.9.3.2.1. The use of transom windows in the design of new storefronts is encouraged.

4.5.9.3.2.2. The proportion of transom window size to display window size should be similar to the proportion seen historically in Area 1.

4.5.9.3.2.3. Glass within transom windows may have a textured finish, as seen historically.

4.5.9.3.3. **Bulkhead:** Found beneath the display window.

4.5.9.3.3.1. The bulkhead, located below the display window, adds interesting detail to the streetscape and should be preserved.

4.5.9.3.3.2. Wood is an appropriate material for bulkheads on most styles. However, ceramic tile and masonry may also be considered when appropriately used with the building style.

4.5.9.3.3.3. Bulkheads should align with historic

bulkheads on the block face.

4.5.9.3.4. **Entry and doors:** Usually set back from the sidewalk in a protected recess.

4.5.9.3.4.1. Building entrances should appear similar to those used historically in the block. They should either be centered with windows on either side or located to one side with store windows taking up the rest of the facade. They should be clearly defined, and obvious to pedestrians.

4.5.9.3.4.2. Building entrances may be recessed or flush with the facade. Repetition of recessed entries provides a rhythm of shadows along the street, which helps establish a sense of scale. These recessed entries were designed to provide protection from the weather and the repeated rhythm of these shaded areas along the street helps to identify business entrances. Recessed entries may be set back between three and five feet.

4.5.9.3.4.3. Secondary public entrances to the upper floors can be a part of the storefront configuration.

4.5.10. Upper story windows on new buildings within the district should be of similar size and proportion to other windows on the block and should be vertically oriented.

4.5.10.1. The pattern of window placement in the primary facade of a building should reflect other patterns of nearby buildings. Upper floors should appear more solid than first floors when compared to the first floor.

4.5.10.2. Upper story windows should align with others in a block. Windows, lintels and their trim elements should align with those on adjacent historic buildings. When the alignment differs between adjacent buildings, the new construction can select one or the other, or create a compromise between the two.

4.5.10.3. Upper story window configurations should be similar to those used traditionally in the district. The windows all have a vertical orientation. The configuration of panes in the bottom and top sash varies, with some having a single pane of glass in each sash (1-over-1), and some having 2 or more panes of glass in each sash. Windows need to appear as a minimum of one-over-one windows on the upper floors.

4.5.10.4. Windows do not need to be operable.

4.5.10.5. Design of windows in new construction and additions should follow the Good/Better/Best practices set forth in these guidelines.

4.5.10.6. Upper story windows should have a minimum 1 ½ inch sash dimensions plus a brick mold. This trim should have dimension and shadow lines similar to those used historically.

4.5.10.7. Upper story windows should be set a minimum of two inches behind the plane of the facade.

4.5.10.8. Windows can be wood, metal clad wood, or aluminum. Metal clad wood and aluminum windows should have a painted or baked on finish that mimics the look of paint. Clear, anodized aluminum or other metallic finishes are not appropriate.

4.5.10.9. Glass should be clear, colorless, and non-reflective w/no less than 69% VLT and no greater than 11% VLR. Isolated use of obscure, patterned, or stained glass is acceptable but should not comprise the majority of upper story windows.

4.5.10.10. Glass can be insulated and/or low-e.

4.5.10.11. Window film can be applied if it is non-reflective and does not darken the windows.

4.5.10.12. Vinyl windows may be appropriate in upper stories on rear elevations, provided that they meet the above requirements.

4.6. Design of Additions to New Buildings

4.6.1. Additions to contributing historic buildings should follow the guidance above under 4.5 Design of New Buildings as well as the guidance below.

4.6.2. Additions to contributing historic buildings should minimize damage to the historic building’s materials and details and, ideally, could be removed in the future and allow the historic building to be restored to its original appearance.

4.6.3. Additions to contributing historic buildings should be compatible in scale, materials, and character with the main building.

4.6.3.1. Additions should relate to the building in mass, scale, and form. It should be designed to remain subordinate to the main structure.

4.6.3.2. Additions should not damage or obscure architecturally important features. Loss or alteration of a cornice line should be avoided.

4.6.3.3. Additions to the rear of the building may be the same height as the existing building.

4.6.3.4. Additions to the side of the building should be held to the rear half of the building.



4.6.3.5. Additions should not overwhelm the historic building when viewed from the right of way.

4.6.3.6. An addition may be made to the roof of a building if it does all of the following:

4.6.4. A rooftop addition should be minimally-visible from the street curb directly across the street from the primary elevation, to preserve the perception of the historic scale of the building.

4.6.4.1. Its design should be modest in character, so it will not attract attention from the historic facade.

4.6.4.2. The addition should be distinguishable as new, albeit in a subtle way. Contrasting materials, a visible seam, or a setback hyphen between new and old can help provide distinction.

4.6.4.3. The roofs of additions should not interfere with the original roof form by changing its basic shape and should have a roof form compatible with the original building.

4.6.5. Additions that are not visible from the street or the public right of way have more flexibility with regards to materials, massing, and details and may not need to follow the above guidance as precisely as a visible addition.



Figure 4.4 | The design of this addition overwhelms the historic building and is not appropriate for the Historic District | Oneninetwo

# Chapter 05: Demolitions



## Chapter 05: Demolitions

Demolition is forever, and once a building is gone, it takes away another piece of the City's character. Demolition of a historic building or resource that retains most of its original design and features should only be an action of last resort.

Chapter 5 outlines the process for determining whether demolition or relocation is appropriate. Guidelines also describe recommendations for documenting buildings prior to demolition and deconstructing them so that historic materials may be salvaged for reuse. The Freeport Historical Commission can delay or deny requests for demolition while it seeks solutions for preservation and rehabilitation.



Figure 5.1 | Deconstruction and Relocation techniques | Better Future Minnesota

### 5.1. Demolition Conditions

5.1.1. The Freeport Historical Commission should not allow the demolition or relocation of any contributing resource unless one or more of the following conditions exist and if, by a finding of the Freeport Historical Commission, the proposed demolition or relocation will materially improve or correct these conditions:

5.1.1.1. The resource constitutes a hazard to the safety of the public or the occupants, as determined by the Building Official.

5.1.1.1.1. At such a determination the Building Official will present his report to the Historic Preservation Officer. The HPO will convene a meeting of the appropriate City Departments to look for viable alternatives to demolition. Departments might include Development Services and Public Works. The purpose is to see if there are monies or resources available to the owner to alleviate the issue identified by the building inspector. A structural report written by a licensed structural engineer familiar with historic resource preservation must be included in the Certificate of Appropriateness application.

5.1.1.2. The resource is a deterrent to a major improvement program that will be of substantial benefit to the community and the applicant proposing the work has obtained all necessary planning and zoning approvals, financing, and environmental clearances.

5.1.1.2.1. The Historic Preservation Officer must be included in early meetings with the City to assist in the development and design to determine whether viable options exist to retain the property in the new design. It should be noted in determining the "substantial benefit" to the community that the beauty, charm and reputation of Freeport is rooted in its Historic Character. Destroying that authentic character for a new improvement should be carefully considered when determining benefit.

5.1.2. Retention of the resource will cause undue financial hardship to the owner when a governmental action, an act of God, or other events beyond the owner's control created the hardship, and all feasible alternatives to eliminate the financial hardship, which may include offering the resource for sale at its fair market value or moving the resource to a vacant site within the historic district, have been attempted and exhausted by the owner.

### 5.2. Considerations for Demolition

5.2.1. The Freeport Historical Commission should consider the following when evaluating proposals to demolish or relocate historic resources:

- Does the resource proposed for demolition or relocation have architectural and/or historical significance?
- What would be the effect on surrounding buildings of demolition or relocation of the resource?
- What would be the effect on the historic district as a whole of demolition or relocation of the resource?
- What would be the effect on safeguarding the heritage of the City of the demolition or relocation?
- What has been the impact of any previous inappropriate alterations?
- Is the demolition solely a matter of convenience?
- Has the owner offered the property for sale?
- Has the owner asked for a fair price?
- Has the property been marketed for a reasonable time?
- Has the property been advertised broadly in a reasonable manner?
- Has the owner sought the advice of a professional experienced in historic preservation work?

- What would be the effect of open space in that location if the lot is to be left open?
- What would be the effect of any proposed replacement structure to the community?
- What is the appropriateness of design of any proposed replacement structure to the historic district?



Figure 5.2 | Demolition of historic home | Katie Mckay

### 5.3. Demolition of a historic building should be an order of last resort.

5.3.1. Only as a last resort should a historic structure be considered for demolition.

5.3.2. Where a structure must be razed, then a record shall be made of it prior to demolition. This shall include photographs and architectural drawings which should be stored by the City.

5.3.3. A structure should never be demolished as a matter of convenience.

# Chapter 06: Lighting



# Chapter 06: Lighting

Chapter 6 addresses exterior lighting on all buildings within the historic district.

The design of the lighting and the intensity of the resulting illumination are key factors to consider. Traditionally, lights were simple in character and were used to highlight entrances, walkways, and signs. Most fixtures had incandescent lamps that cast a color similar to daylight, were relatively low in intensity, and were shielded with simple shade devices. Although new lamp types may be considered, such as LEDs, the overall effect of modest, focused light should be continued. Use lighting for the following:

Although new lamp types may be considered, such as LEDs, the overall effect of modest, focused light should be continued. Use lighting for the following:

- To accent architectural details
- To accent building entrances
- To accent signs
- To illuminate sidewalks and pedestrian routes
- To illuminate parking and service areas for safety
- To illuminate a state or national flag

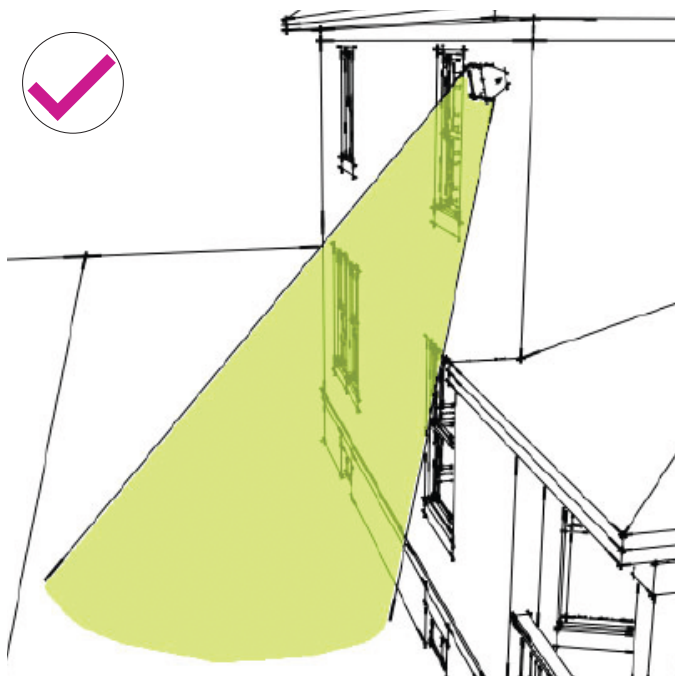


Figure 6.1 | Shield light to limit spread within the property boundaries | Dark Sky International

## 6.1. Minimize the visual impacts of architectural lighting.

- 6.1.1. Lighting should be shielded so that it falls entirely on a wall or sign so that the source is not visible off of the property.
- 6.1.2. Light fixtures should be appropriate to the building and its surroundings in style, scale, and intensity.
- 6.1.3. Color temperature should be below 3000 Kelvins
- 6.1.4. Outdoor lighting, wherever feasible, should be turned off after 10pm or close of business, whichever is later.
- 6.1.5. Consider following the International Dark-Sky Association's Five Principles for Responsible Outdoor Lighting Practices.

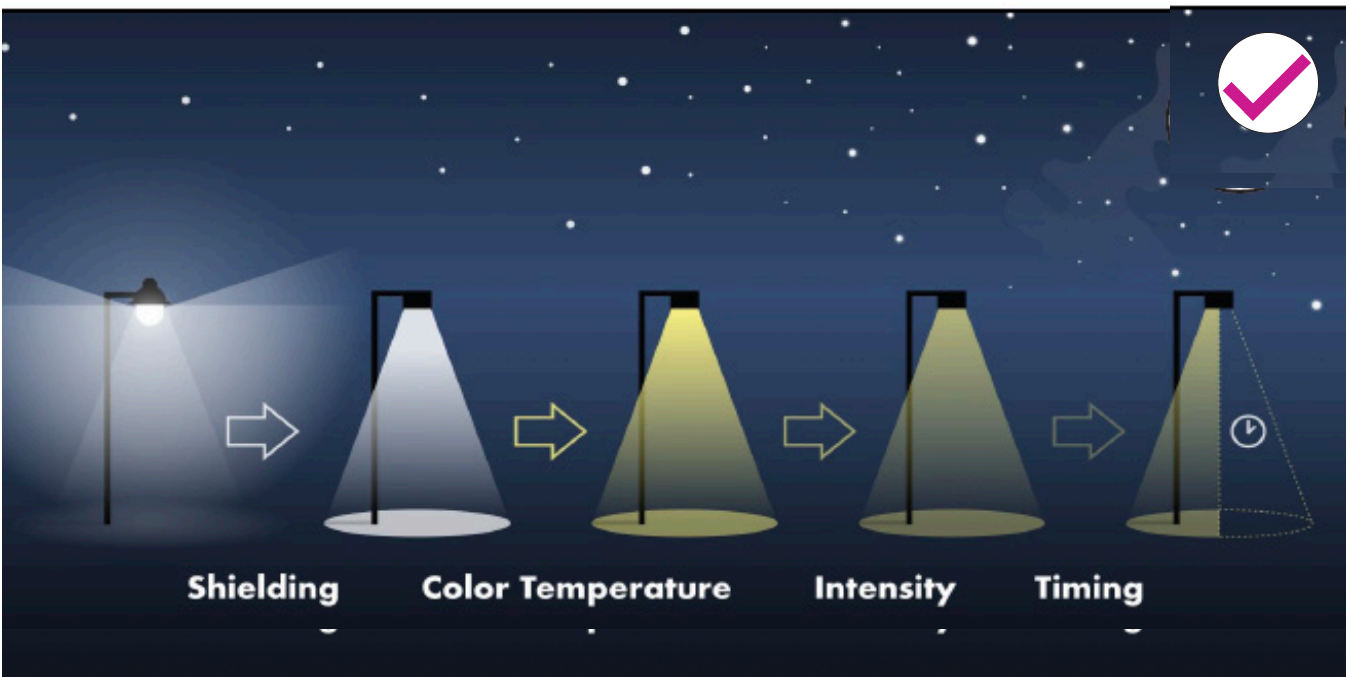


Figure 6.2 | Shielding, color temperature, intensity, and timing all contribute to appropriate lighting | Dark Sky International

## 6.2. String lights and temporary lighting should generally be limited to the traditional end-of-year and New Year holidays (between November 1 and January 15 of the following year) and other special occasions where there is a multi-business event.

- 6.2.1. Other temporary lights, such as for an event or sale, should be up for no more than four (4) two-week periods per calendar year. These periods may be combined.

| International Dark-Sky Association: Five principles for responsible outdoor lighting practice |                                                                                                                                                                                                                                                                                                                                                                               |
|-----------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 01                                                                                            | Useful: All light should have a clear purpose. Before installing or replacing a light, determine if the light is needed. Consider how the use of the light will impact the area, including wildlife and the environment. Consider using reflective paints or self-luminous markers for signs, curbs, and steps to reduce the need for permanently installed outdoor lighting. |
| 02                                                                                            | Targeted: light should be directed only to where needed. Use shielding and careful aiming to target the direction of the light beam so that it points downward and does not spill beyond where it is needed.                                                                                                                                                                  |
| 03                                                                                            | Low Light Levels. Light should not be brighter than req'd Use the lowest light level required. Be mindful of surface conditions as some surfaces may reflect more light into the night sky than intended.                                                                                                                                                                     |
| 04                                                                                            | Controlled: light should be used only when it is useful. Use controls such as timers or motion detectors to ensure that light is available when it is needed, dimmed when possible, and turned off when not needed.                                                                                                                                                           |
| 05                                                                                            | Color: use warmer color lights where possible. Limit the amount of shorter wavelength (blue-violet) light to the least amount needed.                                                                                                                                                                                                                                         |

## Chapter 07: Signage



# Chapter 07: Signage

This chapter presents guidelines for signage on all existing and new buildings within the historic district.

Traditionally, a variety of signs were seen in downtown commercial centers. Five different types occurred:

- Small, freestanding signs mounted on a pole or post; located near the sidewalk because the primary structure or business was setback from the street (e.g., an area with residential character); printed on both sides
- Medium-sized, square or rectangular-shaped signs that projected from the building above the awnings or canopies; printed on both sides
- Small, horizontally oriented rectangular signs that protruded from the building below the awnings or canopies but above pedestrians’ heads, printed on both sides
- Medium- to large-sized, horizontally-oriented rectangular signs attached flat against the building, above and/or below the awnings; printed on one side only
- Window signs, painted on glass, used at the street level and on upper floors

Signs that were mounted on the exterior advertised the primary business of a building. Typically, this use occupied a street level space and sometimes upper floors as well. In the case of a large structure that included several businesses on upper floors, the name of the building itself was displayed on an exterior sign. Tenants relied on a directory at the street level.

In addition, signs were mounted to fit within architectural features. In many cases, they were mounted flush above the storefront, just above moldings. Others were located between columns or centered in “panels” on a building face. This method also enabled one to perceive the design character of individual structures.

## 7.1. The number of signs allowable on each building is limited.

7.1.1. Each nonresidential structure in the historic district may have up to 5 types of signs in use at any given time. The five sign types are listed below:

- 7.1.1.1. A primary sign represents the owner’s largest sign expense and is likely the most important of the five sign types. Only one primary sign will be allowed per business per building. The primary sign’s audience is specifically the viewer driving past in a vehicle.
- 7.1.1.2. Secondary signs are utilized in addition to



Figure 7.1 | The size, location, and number of signs on this building are inappropriate for a Historic District | Post Oak Preservation Solutions

the primary building sign. Typically, a secondary sign protrudes from the building below the awnings or canopies but above pedestrian heads, printed on both sides. This may also be a small to medium free-standing sign mounted on a pole or post. The secondary sign is generally intended to capture the attention of the pedestrian walking on the sidewalk.

7.1.1.3. Window signs are painted or applied to the glass used at street level and/or on upper floors. The window signage is intended for the pedestrian walking on the sidewalk and conveys specific information about the business offered.

7.1.1.4. Portable signs are intended for the pedestrian walking on the sidewalk. Portable signs include sandwich boards, signs mounted on easels, or freestanding frames with sign inserts. Portable signs must not block sidewalks or walkways. Each business is limited to one portable sign.

7.1.1.5. Temporary signs are used for a special purpose, such as a limited-time offer or a sale. Temporary signs may be up for no more than four (4) two-week periods per calendar year. The periods may be combined.

7.1.2. Multi-tenant buildings shall share signage through co-locating the various businesses’ advertising on directories and monument signs or other approved signs via an approved sign permit.

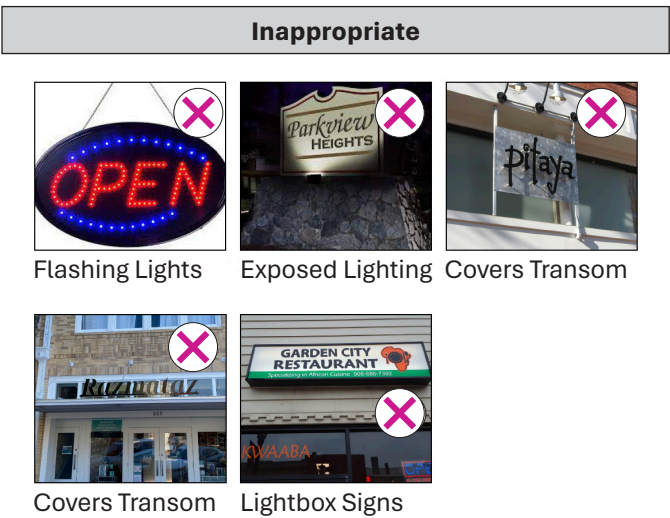


Figure 7.2 | Inappropriate Signage | Post Oak Preservation Solutions

## 7.2. Signs should be compatible with the overall character of the building, property, and historic district.

7.2.1 Coordinate the sign within the overall design of the exterior of the building.

7.2.2. Signs should be proportional to the building so that it does not dominate the appearance. Signs should be subordinate to the overall building composition.

7.2.3. Mount signs to fit within existing architectural features. Use the shape of the sign to reinforce the lines, moldings, and transoms seen along the street. Signage should not obscure, cover up, or damage historic materials.

7.2.4. Sign materials and details should be compatible with the historic character of the district

- 7.2.4.1. Painted wood, unpainted wood, and metal are appropriate materials for signs. Their use is encouraged.
- 7.2.4.2. Plastic is not permitted, except for flush, adhesive, professionally installed lettering.
- 7.2.4.3. Highly reflective materials that will be difficult to read are inappropriate.
- 7.2.4.4. Painted signs on blank walls were common historically and may be considered. Painted signs should only be used on non-masonry walls or on masonry walls that have already been painted.

7.2.5. Develop a master sign plan for the entire building to guide individual sign design decisions, especially for multi-tenant buildings.



Figure 7.3 | Appropriate Signage | Post Oak Preservation Solutions

## 7.3. The light for a sign should be an indirect source and compatible with the guidelines set forth in Chapter 6.

7.3.1. Light should be directed at the sign from an external, shielded lamp.

7.3.2. The fixture should have a sense of design, which is coordinated with the sign surface and appropriate to building style and character.

7.3.3. A warm light, similar to daylight, is appropriate.

7.3.4. Light should not shine directly or reflect into the eyes of pedestrians.

7.3.5. Exposed up-lights are inappropriate.

7.3.6. Luminance must not exceed 65 footcandles for any portion of the sign.

7.3.7. Lighting should be turned off after 10 pm or the close of business, whichever is later.

7.3.8. If internal illumination is used, it should be designed to be subordinate to the overall building composition.

7.3.8.1. Internal illumination of an entire sign panel is discouraged. If internal illumination is used, a system that backlights only the sign text is preferred.

7.3.8.2. Neon and other tubular illumination may be



considered. However, use neon in limited amounts so it does not become visually obtrusive.

7.3.8.3 Internal illumination of an awning is inappropriate.

7.3.9. Neon signs may be considered in limited situations.

7.3.9.1. The use of neon signs is more appropriate to new construction, non-historic structures, and historic structures built after 1930. These signs should have a historic character.

7.3.9.2. Neon is not appropriate on structures built before 1930 or on residential structures.

7.3.9.3. Unshielded neon is not permitted

7.4. Allowable Signage Types

7.4.1. Primary signs should be compatible with the character of the building and easily readable.

7.4.1.1. To avoid driver confusion, the information on the primary sign should be in a large enough font or design that it is easily viewable from a vehicle.

7.4.1.2. The sign should contain only enough information to alert the viewer in a vehicle to the location of the business or entity at the building.

7.4.1.3. Whenever possible, other signs should be utilized for information geared towards pedestrians or other viewers.

7.4.1.4. The primary sign should be easily viewable from a vehicle with as little visual clutter as possible.

7.4.2. Secondary signs are encouraged and should be scaled and located to capture the attention of pedestrians walking on the sidewalk.

7.4.2.1. The sign should contain only enough

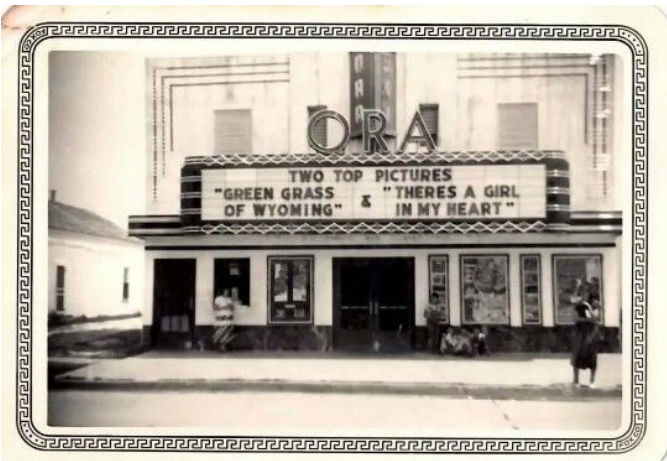


Figure 7.4 | Ora Theater | Brazoria County Historical Museum

| Wall Height        | Max Sign Height    | Max % of Wall Length |
|--------------------|--------------------|----------------------|
| 0 feet - 20 feet   | 20% of wall height | 75%                  |
| 20+ feet - 30 feet | 20% of wall height | 60%                  |
| 30+ feet           | 20% of wall height | 50%                  |

information to alert the viewer on a sidewalk to the location of the business or entity at the building.

7.4.2.2. The secondary sign should be easily viewable from the sidewalk with as little visual clutter as possible.

7.4.3. A freestanding sign or pole-mounted sign may be used in the front yard of a former residence with a commercial use. It may also be used in areas where the primary use is set back from the street edge.

7.4.3.1. One freestanding sign or monument sign with a maximum sign area of 60 square feet and a maximum sign height of 6 feet, 6 inches may be considered.

7.4.4. Flush-mounted wall signs are encouraged and should be located above the transoms or canopies.

7.4.4.1. When utilizing the sign frieze as the sign placement location, it is important to respect the frieze borders. In other words, the sign should not overlap or crowd the top, bottom, or ends of the frieze.

7.4.4.2. When feasible, place a wall sign such that it aligns with others on the block.

7.4.4.3. A flush-mounted wall sign shall not exceed 64 square feet; the maximum size shall be calculated based on the height of the wall.

7.4.4.4. Note that the formula establishes the maximum permitted sign area, when all other factors of scale, proportion, and compatibility are met. A sign does not have to be as large as this equation allows. The first consideration shall be compatibility with the size and character of the facade.

7.4.5. A business can opt for either a wall sign OR a roof sign.

7.4.5.1. A secondary roof sign is a sign that is mounted

to or projects from a canopy or secondary roof over an entry to a building, but that does not project above the highest point of the building.

7.4.5.2. Secondary roof signs may also be attached to parapet walls.

7.4.6. A window sign may be considered in addition to the primary building sign to convey specific information regarding contact information (i.e. telephone number, email, or web address of a business), other business locations, or list more than one (1) specific product or service.

7.4.6.1. A window sign should cover no more than fifty percent (50%) of the total window area.

7.4.6.2. It may be painted on the glass, attached with flush vinyl, or hung just inside a window using appropriate attachment materials.

7.4.6.3. No more than 50% of a window shall be covered by business signage, advertisements, open signs, hours of operation, and other messages.

7.4.6.4. No illuminated window signs shall be allowed within two (2) feet of the window glazing except for open/closed signs.

7.4.6.5. Electronic message center signs that are designed to be visible from the right-of-way are not allowed.

7.4.7. A projecting sign should appear to be in proportion with the building. It should not overwhelm the appearance of the building or obscure key architectural features.

7.4.7.1. A projecting sign shall provide a minimum clearance of eight feet between the sidewalk surface and the bottom of the sign.

7.4.7.2. A projecting sign shall be no more than twelve square feet in size.

7.4.7.3. Additionally, a projecting sign shall in no case project beyond 1/2 of the sidewalk width.

7.4.7.4. Signs should not obscure the view of any windows, existing signs, and/or adjacent buildings to an unreasonable extent.

7.4.7.5. A larger projecting sign is not permitted unless other types of signage are not appropriate for the building.

7.4.7.6. A large projecting sign, if approved, should be mounted higher, and centered on the facade or positioned at the corner of a building. Generally, a projecting sign should not be located above the second floor.



Figure 7.5 | Historic Signage | Brazoria County Historical Museum

7.4.7.7. “Blade” signs are considered projecting signs and should follow the guidelines for projecting signs.

7.4.8. Awning and canopy signs are encouraged and should be proportional to the width of the building facade.

7.4.8.1. An awning or canopy sign shall not exceed one square foot for every one linear foot of facade width. In no case should an awning or canopy sign exceed the size of the awning or canopy surface to which it is applied.

7.4.8.2. The size of an awning or canopy sign shall be calculated by its actual area and shall be included in the calculation for total allowable building signage.

7.4.8.3. Consider mounting a sign centered on top of a building canopy where a flush-mounted sign would obscure architectural details.

7.4.9. Where several businesses share a building, coordinate the signs. Align several smaller signs, or group them into a single panel as a directory.

7.4.9.1. Use similar forms or backgrounds for the signs to tie them together visually and make them easier to read.

7.4.9.2. The manner in which a directory sign is mounted to a building, either flush to or projecting from a wall, will determine the maximum allowable sign area.

7.4.9.3. Electronic message centers are not allowed.

7.4.9.4. Signage allocation must be considered when setting up a building for multiple tenants, and the appropriate distribution of allowable sign square footage and sign sizes and locations planned for the various tenants.



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“Announcing New Location.” August 23, 1945.

“Another Brick Building For East Park Ave.” January 30, 1931.

“Brockenbrough Will Erect New Building Here.” July 17, 1941.

“Brown Will Build New Building On Park Avenue.” July 10, 1941.

“Brown’s Will Hold Grand Opening Friday.” April 2, 1942.

“Butler Grimes \$16,500 Bldg. Here Under Way.” July 17, 1941.

“City Plans Fire Station and Jail.” August 24, 1950.

“Coldwater Will Move Into New Building Soon.” August 18, 1949.

“Conoco Station Formal Opening Slated Saturday.” March 12, 1942.

“Construction is Begun on Brown Dry Goods Bldg.” October 10, 1941.

“Construction on Wetzel Bldg. On Broad Started.” August 14, 1941.

“Corner of Broad and Cherry.” June 23, 1949.

“Dirt Broken For Another Brick Bldg. on Broad.” October 10, 1941.

“Dry Goods Firm Will Erect Tile Building Here.” April 3, 1941.

“Emerald Beauty, Frenchy’s Open in New Shops.” January 27, 1949.

“Freeport 10 Years Ago.” October 21, 1937.

“Freeport Building Hits All Time High.” January 5, 1950.

“Freeport Building Permits Mount to Over Half Million.” July 10, 1941.

“Freeport Building Permits Soar to Over Million Mark.” September 18, 1941.

“For Rent.” May 17, 1945.

“Foundation Work Under Way On New Brick Bldg.” January 9, 1941.

“Gary Awards Contract For New Building.” December 15, 1949.

“Gas Company to Open Office in Hardman Bldg.” December 3, 1931.

“Goodyear Store Grand Opening Set Friday.” October 29, 1953.

“Light Co. Will Move Saturday to New Quarters.” January 24, 1952.

“Mrs. Brown to Build \$15,000 Building Here.” February 21, 1952.

“Mrs. Stringfellow to Construct New Building.” November 8, 1951.

“New Building Ready for Business.” July 10, 1941.

“New Freeport Fire Station.” August 9, 1951.

“New Gas Company Office Opens on Broad Street.” July 24, 1941.

“New Gautreaux Building Will Get Underway.” July 21, 1949.

“New Western Auto Store Located at 212 West Park.” May 7, 1952.

“Parker Motors Stage Formal Opening 29th.” December 23, 1948.

“Piggly Wiggly Opens Friday.” November 26, 1942.

“Proctor Drug Company Opens As Walgreen Agency; New Fixtures and Merchandise Displayed Here.” December 11, 1941.

“Star Cleaners Russells Move Into New Site.” June 9, 1949.

“Stringfellow to Build Brick.” October 31, 1930.

“Sulphur Drug Store Moves To New Home On East Park Avenue.” January 30, 1931.

“Sulphur Drug Store to Celebrate Its Formal Opening In New Building.” February 6, 1931.

“Tarpon Inn Block Development Construction Set in 3 Weeks.” February 24, 1955.

“Tobey Hardware in 25th Year.” May 21, 1942.

“Work on New Freeport Theater is Begun Today.” March 21, 1940.

“Work Progresses on New Conoco Service Station.” December 18, 1941.

“Wright Motor Sales to Stage Opening Saturday.” May 11, 1950.

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“A Business Facelifting.” May 20, 1964.

“Crawford’s Fashions, Fabrics opening in new Freeport site.” July 10, 1963.

“Freeport Landmark, Silent For Past Year, To Be Torn Down.” April 12, 1956.

“Houston Natural Gas Open House is Friday.” September 4, 1958.

“Houston Natural Greets Public in New Quarters.” September 4, 1958.

“Marker dedication, fish fry Thursday.” November 7, 1962.

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“New Bank For Freeport.” The Houston Post. August 4, 1913, 9.

“New Hotel for Freeport, Texas.” Fort Worth Star Telegram, October 27, 1912.

“Notice to Contractors.” Galveston Daily News, November 13, 1919, 3.

# Appendices



Appendix 01: Maintenance & Repair Guide

Exterior Wall Materials



Non-historic paint coatings and water repellent treatments are inappropriate for historic masonry | Post Oak Preservation Solutions



Covering historic masonry can cause damage to the underlying historic material | Post Oak Preservation Solutions



Repoint missing or deteriorated joints with an appropriate, compatible mortar | Post Oak Preservation Solutions

Exterior walls may be constructed of or clad in durable materials such as natural or manufactured masonry, wood, stucco, asbestos, or even metal. Regular maintenance of historic building materials is essential to long-term preservation. When possible, these materials should be repaired in-kind, with a material that is similar in look and composition, rather than replaced when damaged or deteriorated.

Masonry

Masonry refers to a type of building construction that consists of separate, individual units laid in rows, stacked on top of one another, and held together by mortar (a mixture of water, sand or gravel, and cement or lime). It can be structural or decorative. Masonry can be natural, such as limestone or granite, or it can be manmade, such as brick or concrete blocks. When maintained properly, masonry is a durable material; however, inappropriate repair, mortar, or cleaning can rapidly deteriorate the material.

Maintaining Exterior Masonry

- Do not paint historic masonry, and avoid applying water-repellent coatings or sealants.
- Historic masonry should not be coated or covered with any additional materials.
- Repoint missing or deteriorated masonry joints with a mortar that matches the historic in strength, composition, color, and texture, per guidance in National Park Service Preservation Brief #2 (see Additional Resources). It should look the same as the existing mortar and be as soft or softer than original.
- Never use Portland cement to patch or repoint historic masonry as it is too hard and can damage the historic material.
- If any masonry units need to be replaced, the replacement material should match existing historic in size, color, texture, and composition.
- Cleaning masonry should only be undertaken to stop active deterioration or remove significant soiling. If cleaning is necessary, start with the gentlest means water, typically low-pressure water (like a garden hose) with a soft bristle brush. Any additional cleaning products should be appropriate for historic masonry and should be tested prior to application. Test products in an inconspicuous location and wait to observe any adverse effects (such as change in color, texture, or gloss). Cleaning may not make masonry look “like new.” Avoid abrasive or mechanical cleaning with power washers, wire wheels, or similar tools. See National Park Service Preservation Brief #1 for additional cleaning guidance (see Additional Resources).

Wood

Wood siding was commonly used on historic building exteriors, especially on historic buildings. It was typically coated in paint. Coatings are important in preserving historic wood as exposed wood can deteriorate from exposure to sun, water, and environmental conditions.

Maintaining Exterior Wood Siding

- Maintain existing paints and coatings to prevent the wood siding from being exposed wind, sun, and rain. See National Park Service Preservation Brief 47 (see Additional Resources) for additional information on maintaining wood siding on building exteriors.
- Avoid excessive exposure to water by maintaining gutters, downspouts, and drainage; keeping sprinklers from hitting the building; and keeping vegetation away from the wood siding.
- When repainting, prepare, prime, and spot paint, as needed. Avoid stripping existing exterior paints as it can damage the wood siding. Remove loose paint by hand and sand the surface to prepare the surface for new paint. Preparation and a paint compatible with the existing is essential to lasting exterior paint. See National Park Service Preservation Brief 10 (see Additional Resources) for additional information on maintaining wood siding on building exteriors.

Other Siding Materials

Siding materials such as metal, stucco, or asbestos siding may also be present on the exterior of historic buildings.

Maintaining Other Siding Materials

- Maintain existing paints and coatings.
- Deteriorated siding should be repaired, rather than replaced, with materials compatible in color, texture, and composition.
- If siding requires cleaning due to heavy soiling or to halt deterioration, start with the gentlest means possible, typically low-pressure water (like a garden hose) and a soft bristle brush. If cleaning chemicals are required, test in an inconspicuous location first. See National Park Service Preservation Brief 1 and 47 (see Additional Resources) for additional guidance on cleaning and maintaining historic exteriors.



Maintain existing paint coatings on exterior wood to prevent exposure to wind, sun, and rain | Post Oak Preservation Solutions

Additional Resources

- [NPS Preservation Brief #1: Cleaning and Water-Repellent Treatments for Historic Masonry Buildings](#)
- [NPS Preservation Brief #2: Repointing Mortar Joints in Historic Masonry Buildings](#)
- [NPS Preservation Brief #10: Exterior Paint Problems on Historic Woodwork](#)
- [NPS Preservation Brief #37: Appropriate Methods for Reducing Lead-Paint Hazards in Historic Housing](#)
- [NPS Preservation Brief #47: Maintaining the Exterior of Small and Medium Size Historic Buildings](#)





Regularly clean gutters and downspouts | Post Oak Preservation Solutions



Replace or resecure loose roof materials to ensure long-term preservation | Post Oak Preservation Solutions

Additional Resources

[NPS Preservation Brief #4: Roofing for Historic Building](#)

Roofing

Sloped roofs may be clad in composition shingles, slate, metal or other durable materials. Flat roofs may be composed of a variety of materials including tar and gravel. Roofing requires routine inspection and regular maintenance.

Roof Maintenance

- Inspect roof materials regularly as part of regular maintenance, looking for loose elements, debris in gutters or downspouts, deteriorated flashing or connections, evidence of water intrusion or leaks, vegetation in contact with the roofing, ponding water, or other unusual conditions. Preventing water intrusion is important to roof maintenance and regular inspection can address issues early on.
- Trim adjacent vegetation. Regularly clean gutters and downspouts. Check and re-secure flashing. Re-secure or replace loose materials, including shingles, in-kind to match existing in color, texture, size, and profile. See National Park Service Preservation Brief 4 (see Additional Resources) for additional information on routine roof maintenance.

Windows, Doors, and Porches

Historic windows, doors, and porches are typically made of wood with metal, glass, and tile or terrazzo detailing or ornamentation. These materials may require repair and/or selective replacement over time.

Wood Maintenance

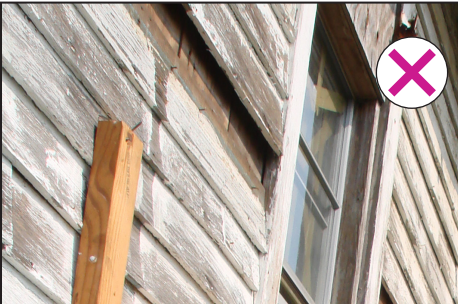
- Maintain existing paints and coatings to prevent the wood elements from being exposed to wind, sun, and rain.
- Avoid excessive exposure to water by maintaining gutters, downspouts, and drainage; keeping sprinklers from hitting the building; and keeping vegetation away from the wood elements.
- When repainting, prepare, prime, and spot paint, as needed. Avoid stripping existing paints as it can damage the wood. Remove loose paint by hand and sand the surface to prepare the surface for new paint. Preparation and a paint compatible with the existing is essential to lasting exterior paint. See National Park Service Preservation Brief 47 (see Additional Resources) for additional information on maintaining wood on historic buildings.
- If wood is deteriorated or has areas of decay, selective repair with dutchman patches may be appropriate.

Metal Maintenance

- If metals are painted, the paint coating should be retained as exposed metal may rust when exposed to air and water. Repaint with a compatible paint, as needed. If metals are not painted, which is common with sheet metals, they should be left unpainted.
- Avoid abrasive cleaning methods, such as wire wheels or pressure washing.
- Clean with the gentlest, least abrasive method possible, usually low-pressure water (like a garden hose) and a soft bristle brush. Avoid chemical cleaners unless they are appropriate for historic metals. Any cleaners should be tested in an inconspicuous area and observed for adverse effects (such as change in color, texture, or gloss) per National Park Service Preservation Brief 1 (see Additional Resources).

Glass Maintenance

- Most glass elements, other than painted glass, can be cleaned with water alone.
- Avoid abrasive, acidic, or most household cleaners on historic colored or stained glass.



Regularly maintain wood windows, doors, and porches with appropriate repainting techniques | Post Oak Preservation Solutions

Additional Resources

- [NPS Preservation Brief #9: The Repair of Historic Wooden Windows](#)
- [NPS Preservation Brief #10: Exterior Paint Problems on Historic Woodwork](#)
- [NPS Preservation Brief #13: The Repair and Thermal Upgrading of Historic Steel Windows](#)
- [NPS Preservation Brief #33: The Preservation and Repair of Historic Stained and Leaded Glass](#)
- [NPS Preservation Brief #45: Preserving Historic Wood Porches](#)
- [NPS Preservation Brief #47: Maintaining the Exterior of Small and Medium Size Historic Buildings](#)



Appendix 02: Glossary of Terms

|                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                            |                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                              |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 1. <b>ALIGNMENT.</b> The arrangement of objects along a straight line.                                                                                                                                                                                                              | skeleton structure over which another cover is attached that may be of fabric or other materials. Awnings are typically sloped.                                                                                                                  | 15. <b>CORNICE.</b> The continuous projection at the top of a wall. The top course or molding of a wall when it serves as a crowning member.                                                                                                                                                                                                           | conducted by the Planning and Zoning Commission or an appointed historic preservation officer that is guided by established terms.                                                                                                                                         | measurement on an elevation will be in a fixed proportion, or scale, to the corresponding measurement on the real building.                                                                                                                                              | that runs above doorways and windows or below the cornice. It may be decorated with designs or carvings. In classic architecture, architectural ornament consisting of a horizontal sculptured band between the architrave and the cornice.                                                                                                                                                                  |
| 2. <b>ALTERATION.</b> Any act or process that changes one of more historic, architectural, or physical features of an area, site, place, and/or structure including, but not limited to the erection, construction, reconstruction, or removal of any structure.                    | 9. <b>BRACKET.</b> A supporting member for a projecting element or shelf, sometimes in the shape of an inverted L and sometimes as a solid piece or a triangular truss.                                                                          | 16. <b>DEMOLITION.</b> The complete destruction of a building or structure; or removal of more than 30 percent of the perimeter walls; or removal of any portion of a street-facing facade.                                                                                                                                                            | 21. <b>DETERIORATE.</b> To diminish or impair in quality, character, function, or value, also to fall into decay or ruin.                                                                                                                                                  | 27. <b>ENTABLATURE.</b> Refers to the superstructure of moldings and bands that lie horizontally above columns, resting on their capitals. It is the upper section of a classical building, resting on the columns and constituting the architrave, frieze, and cornice. | 35. <b>GLAZING.</b> Fitting/securing glass into windows and doors.                                                                                                                                                                                                                                                                                                                                           |
| 3. <b>APPLICANT.</b> A person seeking a designation or authorization under this Chapter or the person's designated and duly authorized agent or representative. This term may include the property owner, occupant of the site, the Planning and Zoning Commission or City Council. | 10. <b>BUILDING.</b> A resource created principally to shelter any form of human activity, such as a house.                                                                                                                                      | 17. <b>DEMOLITION BY DECONSTRUCTION.</b> The selective dismantlement of building components, specifically for re-use, recycling, and waste management.                                                                                                                                                                                                 | 22. <b>DETERMINATION OF SIGNIFICANCE.</b> A determination based on the importance of a historic property as defined by criteria found in Sec. 9.03.255(f).                                                                                                                 | 28. <b>EXTERIOR ARCHITECTURAL FEATURE.</b> The architectural style and general arrangement of such portion of the exterior of a structure as is designed to be open to the view from a public way.                                                                       | 36. <b>HEAD.</b> The top horizontal member over a door or window opening.                                                                                                                                                                                                                                                                                                                                    |
| 4. <b>APPROPRIATE.</b> Suitable for a particular condition, occasion, or place, compatible, fitting.                                                                                                                                                                                | 11. <b>CANOPY.</b> A projecting, rigid structure with a roof generally mounted to the ground and/or suspended with tie rods.                                                                                                                     | 18. <b>DEMOLITION BY NEGLECT.</b> Allowing a property to fall into a serious state of disrepair so as to result in deterioration, which would produce a detrimental effect upon the life and character of the property itself. For Demolition by Neglect standards see Chapter 4 of Unified Development Code.                                          | 23. <b>DOORFRAME.</b> The part of a door opening to which a door is hinged. A doorframe consists of two vertical members called jambs and a horizontal top member called a lintel.                                                                                         | 29. <b>FAÇADE.</b> Front or principal face of a building, any side of a building that faces a street or other open space.                                                                                                                                                | 37. <b>HISTORIC DISTRICT.</b> A geographically and locally defined area that possesses a significant concentration, linkage, or continuity of buildings, objects, sites, structures, or landscapes united by past events, periods, or styles of architecture, and that, by reason of such factors, constitute a distinct section of the City. Historic sites within a local district need not be contiguous. |
| 5. <b>APPURTENANCES.</b> An additional object added to a building; typically includes vents, exhausts hoods, air conditioning units, etc.                                                                                                                                           | 12. <b>CERTIFICATE OF APPROPRIATENESS.</b> An order issued by the Planning and Zoning Commission indicating approval of plans for alteration, construction, or removal affecting a designated landmark or property within a designated district. | 19. <b>DESIGN GUIDELINES.</b> Guidelines of appropriateness or compatibility of building design within a community or historic district. Often in the form of a handbook, design guidelines contain drawings accompanying "do's and don't's" for the property owner. The Planning and Zoning Commission has authority to administer design guidelines. | 24. <b>DOUBLE-HUNG WINDOW.</b> A window with two sashes (the framework in which window panes are set), each moveable by a means of cords and weights.                                                                                                                      | 30. <b>FASCIA.</b> A flat board with a vertical face that forms the trim along the edge of a flat roof, or along the horizontal, or "eaves," sides of a pitched roof. The rain gutter is often mounted on it.                                                            | for an area to constitute a district. All sites, buildings, and structures within a local historic district, whether individually contributing or not are subject to the regulations of the district.                                                                                                                                                                                                        |
| 6. <b>ARCHITRAVE.</b> The lowest part of an entablature that rests on the capitals of the columns.                                                                                                                                                                                  | 13. <b>CHARACTER/ CHARACTERISTIC.</b> The aggregate of distinctive qualities, attributes, or features that make up and distinguish a particular structure, neighborhood, street, etc. from another.                                              | 20. <b>DESIGN REVIEW.</b> The decision-making process                                                                                                                                                                                                                                                                                                  | 25. <b>ECONOMIC HARDSHIP.</b> An onerous and excessive financial burden, not created by the owner, which destroys reasonable and beneficial use of the property. For commercial properties the ability to make a reasonable income does not mean the highest and best use. | 31. <b>FENESTRATION.</b> The arrangement of windows and other exterior openings on a building.                                                                                                                                                                           | 38. <b>HISTORIC LANDMARK.</b> Any site, building, structure, or landscape of historic significance that receives designation by the City pursuant to this Division.                                                                                                                                                                                                                                          |
| 7. <b>ARCHITECTURAL DETAILS.</b> Small details like moldings, carved woodwork, etc. that add character to a building.                                                                                                                                                               | 14. <b>COLUMN.</b> A slender upright structure, generally consisting of a cylindrical shaft, a base and a capital; pillar: It is usually a supporting or ornamental member in a building.                                                        |                                                                                                                                                                                                                                                                                                                                                        | 26. <b>ELEVATION.</b> A mechanically accurate, "headon" drawing of a face of a building or object, without any allowance for the effect of the laws of perspective. Any                                                                                                    | 32. <b>FORM.</b> The overall shape of a structure (i.e., most structures are rectangular in form).                                                                                                                                                                       | 39. <b>HISTORIC PRESERVATION.</b> The protection, reconstruction, rehabilitation, repair and restoration of places and                                                                                                                                                                                                                                                                                       |
| 8. <b>AWNING.</b> An architectural projection, which provides weather protection, identity, or decoration, and is supported by the building to which it is attached. It is composed of a lightweight rigid or retractable                                                           |                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                            | 33. <b>FRAME.</b> A window component. See window parts.                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                              |
|                                                                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                            | 34. <b>FRIEZE.</b> A horizontal band                                                                                                                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                                                                              |

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| structures of historic, architectural, or archaeological significance.                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                   | character of the building and, in town, the character of a street.                                                                                                                                                                                                                                                                                          | and culture, architecture, archeology, and engineering maintained by the National Park Service and administered on a state-wide basis by the Texas Historical Commission. Restrictions on these properties exist only when there is an undertaking that uses federal funds or that requires a federal permit or license. | 57. <b>OWNER.</b> The individual, corporation, partnership, or other legal entity in whom is vested the ownership, dominion, or title of property and who is responsible for payment of ad valorem taxes on that property; including a Lessor or Lessee if responsible for payment of ad valorem taxes.                                                                                          | been consolidated under this treatment.)                                                                                                                                                                                                                                                                                                                                                                                         | 67. <b>RECORDED TEXAS HISTORICAL LANDMARK.</b> A state designation for buildings important for their historical associations and which have retained a high degree of their original historic fabric. They must be at least 50 years of age and retain their original exterior appearance. State historical landmarks receive greater legal protection than National Register of Historic Places designations. |
| 40. <b>HISTORIC RESOURCE.</b> Any building, structure, object or site that is 50 years or older or any resource that has been identified as a high or medium priority because of its unique history or architectural characteristics.                                                                                 | 46. <b>MASONRY.</b> Construction materials, typically bound together by mortar, such as stone, brick, concrete block, or tile.                                                                                                    |                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                          | 58. <b>PANEL.</b> A sunken or raised portion of a door with a frame-like border.                                                                                                                                                                                                                                                                                                                 | 62. <b>PROPORTION.</b> The relationship between actual dimensions of elements to each other and to the overall façade. Often proportions are expressed as mathematical ratios drawn from architectural theories of ancient Greece and Renaissance Italy. A design element such as a window may have the same shape as adjacent windows, but may appear out of proportion because the dimensional relationships are not the same. |                                                                                                                                                                                                                                                                                                                                                                                                                |
| 41. <b>IN-KIND.</b> In the same manner and material.                                                                                                                                                                                                                                                                  | 47. <b>MATERIAL.</b> As related to the determination of “integrity” of a property, material refers to the physical elements that were combined or deposited in a particular pattern or configuration to form a historic property. | 53. <b>OBJECT.</b> A physical item associated with a specific setting or environment that is movable by nature or design, such as statuary in a designed landscape. The term object is used to distinguish from buildings and structures those constructions that are primarily artistic in nature or are relatively small in scale and simply constructed. |                                                                                                                                                                                                                                                                                                                          | 59. <b>PARAPET.</b> A low protective wall or railing or wall-like barrier along the edge of a raised structure such as a roof, bridge, terrace, or balcony. Where extending above a roof, it may simply be the portion of an exterior wall that continues above the line of the roof surface, or may be a continuation of a vertical feature beneath the roof such as a fire wall or party wall. |                                                                                                                                                                                                                                                                                                                                                                                                                                  | 68. <b>REHABILITATION.</b> The act or process of returning a property to a state of utility through repair or alteration that makes possible an efficient contemporary use while preserving those portions or features of the property that are significant to its historical, architectural, and cultural values.                                                                                             |
| 42. <b>INTEGRITY.</b> The authenticity of a property’s historic identity, evidenced by survival of physical characteristics that existed during the property’s historic or prehistoric period.                                                                                                                        | 48. <b>MODULE.</b> The appearance of a single façade plane, despite being part of a larger building. One large building can incorporate several building modules.                                                                 |                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                  | 63. <b>POST.</b> A piece of wood, metal, etc., usually long and square or cylindrical, set upright to support a building, sign, gate, etc.; pillar; pole.                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                                                                                                                                                                |
| 43. <b>INVENTORY.</b> A list of historic properties that have been identified and evaluated as meeting specified criteria of significance.                                                                                                                                                                            | 49. <b>MOLDING.</b> A decorative band or strip of material with a constant profile or section designed to cast interesting shadows. It is generally used in cornices and as trim around window and door openings.                 | 54. <b>ORDINARY MAINTENANCE AND REPAIR.</b> The repair of any exterior or architectural feature of a landmark or property within a historic district which does not involve a change to the architectural or historic value, style, or general design. In-kind replacement or repair is included in this definition of ordinary maintenance.                |                                                                                                                                                                                                                                                                                                                          | 60. <b>PEDIMENT.</b> A triangular section framed by a horizontal molding on its base and two sloping moldings on each of its sides. Usually used as a crowning member for doors, windows, and mantles.                                                                                                                                                                                           | 64. <b>PROPERTY.</b> Area of land containing a single historic resource or a group of resources.                                                                                                                                                                                                                                                                                                                                 | 69. <b>RESTORATION.</b> Returning a property to a state indicative of a particular period of time in its history, while removing evidence of other periods.                                                                                                                                                                                                                                                    |
| 44. <b>MAINTENANCE.</b> The work of keeping something in proper condition, upkeep. Activities required or undertaken to conserve as nearly, and as long, as possible the original condition of an asset or resource while compensating for normal wear and tear. The needed replacement of materials is done in-kind. | 50. <b>MOTHBALLING.</b> The process of temporarily closing up a building to protect it from the weather as well as to secure it from vandalism.                                                                                   | 55. <b>ORIENTATION.</b> Generally, orientation refers to the manner in which a building relates to the street. The entrance to the building plays a large role in the orientation of a building; whereas, it should face the street.                                                                                                                        |                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                  | 65. <b>QUOIN.</b> (pronounced koin) Dressed stones or bricks at the corners of buildings, laid so that their faces are alternately large and small. Originally used to add strength to a masonry wall, later used decoratively.                                                                                                                                                                                                  | 70. <b>RHYTHM.</b> The spacing and repetition of building façade elements, such as windows, doors, belt courses, and the like, give an elevation its rhythm. The space between freestanding buildings in towns, as well as the height of roofs, cornices, towers, and other roof projections establishes the rhythm of a street.                                                                               |
| 45. <b>MASS/MASSING.</b> The physical size and bulk of a structure. A building’s massing is derived from the articulation of its façade through the use of dormers, towers, bays, porches, steps, and other projections. These projections significantly contribute to the                                            | 51. <b>MUNTIN.</b> A bar member supporting and separating panes of glass in a window or door.                                                                                                                                     |                                                                                                                                                                                                                                                                                                                                                             |                                                                                                                                                                                                                                                                                                                          | 61. <b>PRESERVATION.</b> The stabilization of a historic building, its materials and features in their present condition to prevent future deterioration. Preservation focuses on the maintenance and repair of existing historic materials and retention of a property’s form as it has evolved over time. (Protection and Stabilization have now                                               | 66. <b>RECONSTRUCTION.</b> The act or process of reproducing by new construction the exact form and detail of a vanished building as it appeared at a specific period of time. A technique used earlier in the 20th century, reconstruction is rarely used today because of the preference to use limited financial resources to preserve existing historic buildings.                                                           | 71. <b>SASH.</b> See window parts.                                                                                                                                                                                                                                                                                                                                                                             |
|                                                                                                                                                                                                                                                                                                                       | 52. <b>NATIONAL REGISTER OF HISTORIC PLACES.</b> The nation’s official list of buildings, districts, and sites (including structures and objects) significant in American history                                                 | 56. <b>ORIGINAL.</b> Belonging or pertaining to the origin or beginning of something, or to a thing at its beginning.                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                          |                                                                                                                                                                                                                                                                                                                                                                                                  |                                                                                                                                                                                                                                                                                                                                                                                                                                  | 72. <b>SCALE.</b> a. The perceived size of a building relative to                                                                                                                                                                                                                                                                                                                                              |



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| the size of its elements and to the size of elements in neighboring buildings. The overall shape and massing of buildings is significant to defining character. In order to retain the character of a community, maintaining a balance between landscaping and building scale in relation to space available is essential. A building built to the legal limits established for height, building scale, and setbacks may result in a building, which is not compatible with the character of its neighborhood. b. An indication of the relationship between the distances or measurements on a map or drawing and the corresponding actual distances or measurements. | facade of a building or the streetscape (including statues, planter boxes, pots or vases, benches, trash receptacles, art, or signs).                                                                                                                                                                                                                                                                                                                                                                                                                                           | 83. <b>SIGN BASE.</b> The structure supporting a sign. The sign base is a part of the sign, unless otherwise specified in Chapter 10 of the UDC.                                                       | bearing no advertising, unless otherwise specified in Chapter 10 of this Code.                                                                                                                                                                    | 99. <b>SIGN, PEDESTRIAN.</b> Any sign oriented to pedestrians at street level visibility (including window, awning, or hanging signs, as well as nameplates, plaques, or sandwich boards).                                                                                                                                                                                                                                                                                                                                         | nonparallel manner                                                                                                                                                                                                                                                                                                                                                                                          |
| 73. <b>SCONCE.</b> A decorative wall bracket for holding lights, and other sources of illumination. A light fixture patterned on a candle sconce.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                     | 79. <b>SIDING.</b> The narrow horizontal or vertical wood boards that form the outer face of the walls in a traditional wood frame house. Horizontal wood siding is also referred to as clapboards. The term “siding” is also more loosely used to describe any material that can be applied to the outside of a building as a finish.                                                                                                                                                                                                                                          | 84. <b>SIGN CABINET.</b> The sign cabinet is the structure or border used to differentiate a sign face from the structure on or against which a sign face is placed.                                   | 92. <b>SIGN, ILLUMINATED.</b> A sign utilizing an artificial or a reflective light source.                                                                                                                                                        | 100. <b>SIGN, POLE.</b> A sign that is mounted on one or more freestanding poles or other support so that the bottom edge of the sign face is not in direct contact with a solid base or the ground.                                                                                                                                                                                                                                                                                                                               | 104. <b>SIGN, SANDWICH BOARD.</b> Any sign designed for placement on the sidewalk, of A-frame construction, generally two-sided.                                                                                                                                                                                                                                                                            |
| 74. <b>SEASONAL BANNER.</b> Any sign generally designed for temporary, long-term, or seasonal use mounted to a light standard.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | 80. <b>SIGN.</b> Any device that uses letters, numerals, emblems, pictures, outlines, characters, spectacle delineation, announcement, trademark, logo, illustrations, designs, figures, or symbols for advertising purposes. The term “sign” shall also include any use of color such as bands, stripes, patterns, outlines, or delineations displayed for the purpose of commercial identification (corporate colors) that comprises more than twenty percent (20%) of any facade or visible roof face. This term shall also include all flags other than Governmental Flags. | 85. <b>SIGN, CHANGEABLE COPY.</b> A sign designed to allow the manipulation of messages through manual or mechanical means.                                                                            | 93. <b>SIGN, INTERIOR ILLUMINATED.</b> Any sign designed to be lit from the inside (including awning, canopy, hanging, or flush-mounted signs).                                                                                                   | 101. <b>SIGN, PORTABLE.</b> Any sign not permanently attached to the ground or other permanent structure, or a sign designed to be transported, including, but not limited to, signs designed to be transported by means of wheels; signs converted to A or T frames; sandwich board signs; balloons used as signs; umbrellas used for advertising; and signs attached to or painted on vehicles parked and visible from the public right of way, unless said vehicle is used in the normal day to day operations of the business. | 105. <b>SIGN, SECONDARY.</b> A small, horizontally-oriented, rectangular sign that protrudes from a building below the awnings or canopies but above pedestrian’s heads, and is printed on both sides. Or, a small to medium, free-standing sign mounted on a pole or post.                                                                                                                                 |
| 75. <b>SHAPE.</b> The general outline of a building or its facade.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 86. <b>SIGN, CANOPY.</b> Any type of sign attached to in any manner or made a part of a canopy.                                                                                                        | 94. <b>SIGN, INCIDENTAL.</b> A sign, generally informational, that has a purpose secondary to the use of the lot on which it is located, such as “no parking,” “entrance,” “loading only,” “telephone,” an address, and other similar directives. |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 106. <b>SIGN, TEMPORARY.</b> Any sign that is not intended to be permanent.                                                                                                                                                                                                                                                                                                                                 |
| 76. <b>SHOULD.</b> For the purposes of these Design Guidelines should means shall.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 81. <b>SIGN AREA.</b> The area of a sign inclusive of the sign face, sign base, and sign cabinet.                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | 87. <b>SIGN, EXTERNAL ILLUMINATION.</b> A sign utilizing an artificial or reflective light source mounted or operated from the outside of the frame of the sign, for the purpose of lighting the sign. | 95. <b>SIGN, INTERNAL ILLUMINATION.</b> A sign utilizing an artificial or a reflective light source mounted or operated from the inside of the frame of the sign, for the purpose of lighting the sign.                                           |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | 107. <b>SIGN, WALL.</b> A sign which is fastened to or painted on the wall of a building or structure in such a manner that the wall becomes the supporting structure for, or forms the background surface of, the sign. Wall signs shall not project more than eight (8) inches from the building or structure, may have only one (1) sign face, and must be parallel to the wall on which it is attached. |
| 77. <b>SIDE LIGHT.</b> A usually long fixed sash located beside a door or window; often found in pairs.                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | 82. <b>SIGN, AWNING.</b> Any sign painted or applied to the face, valance, side, or top panel of an awning, or any sign made by removing material from an awning.                                                                                                                                                                                                                                                                                                                                                                                                               | 88. <b>SIGN FACE.</b> The area of a sign where the name of the business or facility is advertised and the background on which it is placed. Does not include the sign cabinet or frame.                | 96. <b>SIGN, LOW PROFILE POLE.</b> A sign that is mounted on one or more freestanding poles or other support so that the bottom edge of the sign face is not in direct contact with a solid base or the ground.                                   | 102. <b>SIGN, PRIMARY.</b> A medium to large-size, horizontally oriented sign attached flat against the building, above the awning, printed on one side only. Or, a medium-size sign that projects from the building above the awning(s) or canopy(es), printed on both sides. Or, a medium-size sign that is mounted on a free-standing pole or post.                                                                                                                                                                             | 108. <b>SIGN, WINDOW.</b> Any sign that is placed inside a window or upon the window or upon the window panes or glass and is intended to be visible from the exterior of the window. Merchandise displays shall not be considered window signs.                                                                                                                                                            |
| 78. <b>SIDEWALK FURNITURE.</b> Any item used to embellish the                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 89. <b>SIGN, FLUSH-MOUNTED.</b> Any flat sign mounted or applied to a building facade.                                                                                                                 | 97. <b>SIGN, MARQUEE.</b> Any sign attached to, in any manner, or made a part of a marquee.                                                                                                                                                       | 103. <b>SIGN, PROJECTING.</b> Any sign affixed to a building wall in a                                                                                                                                                                                                                                                                                                                                                                                                                                                             | 109. <b>SILL.</b> The lowest horizontal member in a frame or opening for a window or door. Also, the lowest horizontal member in a framed wall or partition.                                                                                                                                                                                                                                                |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 90. <b>SIGN, HANGING.</b> Any sign suspended from an awning, canopy, bracket, or brace.                                                                                                                | 98. <b>SIGN, MONUMENT.</b> A sign which is attached directly to the ground or is supported by a sign structure that is placed on or anchored in the ground and is independent from any building or other structure.                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                             |
|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 | 91. <b>SIGN, IDENTIFICATION.</b> An incidental sign of identification or of informational nature                                                                                                       |                                                                                                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                                                                                                                                                                                                                                                                                                                             |

110. **SITE.** The location of a significant event, a prehistoric or historic occupation or activity, or a building or structure, whether standing, ruined, or vanished, where the location itself possesses historical, cultural, or archaeological value regardless of the value of any existing structure.

Seasonal Banner.
111. **SIZE.** The dimensions in height and width of a building’s face.
112. **SPECIAL EVENT BANNER.** Same as Seasonal Banner.
113. **STATE ARCHAEOLOGICAL LANDMARK.** A designation made by the Texas Historical Commission and, in the case of privately owned property, with the landowner’s permission. Although called “archaeological” landmarks, this designation can include buildings as well as archaeological sites. For a building to be designated as a State Archaeological Landmark, it must first be listed on the National Register of Historic Places. Damage to a State Archaeological Landmark is subject to criminal, not civil, penalties.
114. **STILE.** A vertical piece in a panel or frame, as of a door or window.
115. **STREETSCAPE.** Generally, the streetscape refers to the character of the street, or how elements of the street form a cohesive environment.
116. **STRUCTURE.** A term used to distinguish specific types of functional constructions from buildings that are usually made for purposes other than creating shelter.
117. **THEMATIC BANNER.** Same as
118. **TRADITIONAL.** Based on or established by the history of the area.
119. **TRANSOM WINDOW.** A small window or series of panes above a door, or above a casement or double hung window.
120. **VISUAL CONTINUITY.** A sense of unity or belonging together that elements of the built environment exhibit because of similarities among them.
121. **WINDOW PARTS.** The moving units of a window are known as sashes and move within the fixed frame. The sash may consist of one large pane of glass or may be subdivided into smaller panes by thin members called muntins or glazing bars. Sometimes in nineteenth-century houses windows are arranged side by side and divided by heavy vertical wood members called mullions.
122. **YARD, FRONT.** The area that lies between the established front building line of the principal building and the front lot line.
123. **ZONING.** A police power measure, enacted by a municipality, including the City, in which the community is divided into districts or zones within which permitted and special uses are established as are regulations governing lot size, building bulk, placement, and other development standards.

## Appendix 03: Secretary of the Interior’s Standards for Treatment of Historic Properties

### Rehabilitation as a Treatment

Rehabilitation is defined as the act or process of making possible a compatible use for a property through repair, alterations, and additions while preserving those portions or features which convey its historical, cultural, or architectural values.

### Standards for Rehabilitation

1. A property will be used as it was historically or be given a new use that requires minimal change to its distinctive materials, features, spaces and spatial relationships.
2. The historic character of a property will be retained and preserved. The removal of distinctive materials or alteration of features, spaces and spatial relationships that characterize a property will be avoided.
3. Each property will be recognized as a physical record of its time, place and use. Changes that create a false sense of historical development, such as adding conjectural features or elements from other historic properties, will not be undertaken.
4. Changes to a property that have acquired historic significance in their own right will be retained and preserved.
5. Distinctive materials, features, finishes, and construction techniques or examples of craftsmanship that characterize a property will be preserved.
6. Deteriorated historic features will be repaired rather than replaced. Where the severity of deterioration requires replacement of a distinctive feature, the new feature will match the old in design, color, texture and, where possible, materials. Replacement of missing features will be substantiated by documentary and physical evidence.
7. Chemical or physical treatments, if appropriate, will be undertaken using the gentlest means possible. Treatments that cause damage to historic materials will not be used.
8. Archeological resources will be protected and preserved in place. If such resources must be disturbed, mitigation measures will be undertaken.
9. New additions, exterior alterations, or related new construction will not destroy historic materials, features,

and spatial relationships that characterize the property. The new work will be differentiated from the old and will be compatible with the historic materials, features, size, scale and proportion, and massing to protect the integrity of the property and its environment.

10. New additions and adjacent or related new construction will be undertaken in such a manner that, if removed in the future, the essential form and integrity of the historic property and its environment would be unimpaired.

| Note                                                                                                                                                                                                                                                                                      |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| The following article is reprinted from the U.S. Department of the Interior, National Park Service: <a href="https://www.nps.gov/orgs/1739/secretary-standards-treatment-historic-properties.htm">https://www.nps.gov/orgs/1739/secretary-standards-treatment-historic-properties.htm</a> |



Appendix 04: Grant Resources & Tax Incentives

| Program                                            | Details                                                                  | Limitations                                                                                                                                                                                  | Link                                                                                                                                                                                                                                                                            |
|----------------------------------------------------|--------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Texas Historic Tax Credit                          | 25% of QREs applied to Franchise tax                                     | Only available to nonprofits or for profits. City would need to sell the building, use less of it, and/or enter into a long-term (39+ years) lease. Building must be historically designated | Texas historic tax credits: <a href="https://thc.texas.gov/preserve/grants-tax-credits-and-funding/historic-preservation-tax-credits/texas-historic">https://thc.texas.gov/preserve/grants-tax-credits-and-funding/historic-preservation-tax-credits/texas-historic</a>         |
| Federal Historic Tax Credit                        | 20% of QREs applied to Federal income tax                                | Only available to for-profit entities. City would need to sell the building and/or enter into a long-term (39+) year lease with a for-profit. Building must be historically designated.      | Federal historic tax credits: <a href="https://www.nps.gov/subjects/taxincentives/tax-credit-basics.htm">https://www.nps.gov/subjects/taxincentives/tax-credit-basics.htm</a>                                                                                                   |
| Texas Preservation Trust Fund Grant                | \$10,000-\$100,000                                                       | May require a match. Building must be historically designated. Requires an easement be created.                                                                                              | Texas Preservation Trust Fund: <a href="https://thc.texas.gov/preserve/grants-tax-credits-and-funding/texas-preservation-trust-fund">https://thc.texas.gov/preserve/grants-tax-credits-and-funding/texas-preservation-trust-fund</a>                                            |
| EPA Brownfield Grant                               | Grant amounts vary but can be used for cleanup of hazardous materials.   | Long grant process. Can only be used for hazardous material abatement (lead paint, pigeon guano, asbestos, etc)                                                                              | Brownfield Grant: <a href="https://www.epa.gov/brownfields/types-funding">https://www.epa.gov/brownfields/types-funding</a> .                                                                                                                                                   |
| USDA Rural Community Development Initiative Grants | \$50,000-\$500,000 for “community facilities”                            | Match required                                                                                                                                                                               | Rural Community Development Initiative: <a href="https://www.rd.usda.gov/programs-services/community-facilities/rural-community-development-initiative-grants">https://www.rd.usda.gov/programs-services/community-facilities/rural-community-development-initiative-grants</a> |
| HOT Fund                                           | TBD by City but historic preservation is an allowable use of HOT funding | Must be approved by City Council                                                                                                                                                             |                                                                                                                                                                                                                                                                                 |

Appendix 05: Downtown Historic District Resource Inventory

Note: Use the chart on the following pages to determine if a building in the historic district is a contributing or non-contributing resource. Each resource has an individual page with a current photo and a historic photo (as available).

| # | Address           | Parcel# | Year Built | Style/Form                                                    | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | C/NC |
|---|-------------------|---------|------------|---------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 1 | 201 E Park Avenue | 209226  | 1917       | 2-part commercial block with 1-part commercial block addition | Historic: Tobey Hardware Co. was formed in 1917 as both a retail and wholesale hardware store and operated from this building well into the late 20th century. Edward C. Tobey had previously been an owner of the Freeport Lumber Yard, which supplied building materials for much of the city’s early development. A one-story addition was constructed in 1956 and an outbuilding at the rear sometime prior to 1943. Current: The first floor is vacant and the second floor is occupied as a residence. | C    |
| 2 | 207 E Park Avenue | 209225  | 1942       | 1-part commercial block                                       | Historic: Built for Brown’s Dry Goods store, a longstanding Freeport business. Construction began in 1941 and was completed in 1942. The front was designed to be “very modernistic” and display windows were originally bordered with black glass. Brown’s occupied the building until at least the late 1970s. Architect: Hermon Lloyd of Houston. Current: Vacant                                                                                                                                         | NC   |
| 3 | 209 E Park Avenue | 209220  | 1963       | 1-part commercial block                                       | Historic: Constructed in 1963 by Nannie Maddox Stringfellow, prominent local businesswoman, rancher, and real estate developer. The building was first occupied by Crawford’s Fashions and Fabrics. Current: Vacant                                                                                                                                                                                                                                                                                          | C    |
| 4 | 215 E Park Avenue | 209224  | 1940       | Art Deco                                                      | Historic: Constructed in 1940 as the Ora Theater, which operated until 1953. It was originally designed with a seating capacity of 550. It later housed the Bargain Furniture Company during the 1950s and 1960s. Current: Vacant                                                                                                                                                                                                                                                                            | C    |
| 5 | 221 E Park Avenue | 209219  | 1931       | 1-part commercial block                                       | Historic: Originally two separate commercial buildings that housed the Sulphur Drug Company and Ted’s Place, a sporting goods store. The building was later occupied by Barrow Furniture Store after 1940. Current: R.E.L. Stringfellow Interests                                                                                                                                                                                                                                                            | NC   |

| #  | Address            | Parcel#                | Year Built | Style/Form              | Historic/Current Function                                                                                                                                                                                                                                                                                                                                          | C/NC |
|----|--------------------|------------------------|------------|-------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 6  | 303 E Park Avenue  | 209237                 | c. 1920    | 2-part commercial block | Historic: The Velasco Masonic Lodge spearheaded the effort to construct the lodge. The first floor was rented out to various businesses as a commercial space. According to the 1943 Sanborn, the first floor was occupied by physician's offices. The building housed the Freeport Museum in the early 21st century. Architect: O.F. Holcombe & Co. of Houston.   | C    |
| 7  | 311 E Park Avenue  | 209236, 638039, 209235 | c. 1950s   | 1-part commercial block | Historic: Historically 2 separate commercial buildings with a driveway constructed after WWII. The buildings housed the Brazosport Facts newspaper offices and were combined into a single structure in the early 21st century. Current: Freeport Historical Museum                                                                                                | NC   |
| 8  | 313 E Park Avenue  | 209234                 | 1952       | 1-part commercial block | Historic: The Houston Lighting & Power Company Freeport office occupied the building from its construction until the late 1960s. Current: Vacant                                                                                                                                                                                                                   | NC   |
| 9  | 315 E Park Avenue  | 209233                 | 1948       | Mid Century Commercial  | Historic: Built for Parker Motors Company, which sold Lincoln and Mercury automobiles and housed a service department. Earle Pearson Motors occupied the building from 1960-1968. It was remodeled in 1968 for Theriot, Inc., an air conditioning and industrial company that has continuously occupied the property to present day. Current: Theriot Incorporated | C    |
| 10 | 113 E Broad Street | 209238                 | c. 1950    | Masonry Vernacular      | Historic: Bob Roach Electric Company was the first known occupant. Collins Electric and Lackey's Electric Wiring occupied the building briefly during the 1950s and a bar known as Shorty's Place in the 1960s Current: Vacant                                                                                                                                     | C    |
| 11 | 128 E 4th St       | 209242                 | 1951       | Fire Station            | Historic: Freeport Fire Station and City Jail Architect: Lloyd Borget Current: City of Freeport (storage)                                                                                                                                                                                                                                                          | C    |
| 12 | 204 W Park Avenue  | 209316                 | 1949       | 1-part commercial block | Historic: Built for Gautreaux Cleaners, which had occupied the two-story building previously on the site. Current: Vacant                                                                                                                                                                                                                                          | NC   |

| #  | Address                                     | Parcel# | Year Built | Style/Form              | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                                                                                                     | C/NC |
|----|---------------------------------------------|---------|------------|-------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 13 | 206 W Park Avenue<br><b>DEMOLISHED 2024</b> | 209317  | c. 1933    | 1-part commercial block | Historic: This parcel was occupied by Penney's Variety Store beginning in the 1920s. The wood-frame building previously on the parcel was damaged in the 1932 hurricane and replaced with the current building shortly afterward. Freeport Home & Auto Supply occupied the building from 1945-1948, Crockett's Radio and Appliance from 1948-1953, and Lack's Associate Store from 1955-1970. It housed a series of restaurants beginning in the early 1970s. Current: Vacant | C    |
| 14 | 208 W Park Avenue<br><b>DEMOLISHED 2024</b> | 209318  | c. 1949    | 1-part commercial block | Historic: Housed the Freeport Office Equipment Company and the Texas Gulf Finance Co. during the 1950s, Loyd Taylor accounting services and Sansom-Davis Insurance Agency during the 1960s. Current: Vacant                                                                                                                                                                                                                                                                   | NC   |
| 15 | 210 W Park Avenue                           | 209319  | 1949       | 1-part commercial block | Historic: Constructed by F.E. Coldwater for his book and magazine store "Coldwater's," which had been located on the site since the 1920s. The second commercial space was originally occupied by Griff's Men's Store. Both businesses occupied the building into the 1970s. Current: Vacant                                                                                                                                                                                  | NC   |
| 16 | 212 W Park Avenue                           | 209320  | 1952       | 1-part commercial block | Historic: Western Auto Supply occupied the building from its construction through the late 1960s. The historic storefront was recently removed. Current: Vacant                                                                                                                                                                                                                                                                                                               | NC   |
| 17 | 216-218 W Park Avenue                       | 209321  | c. 1927    | 2-part commercial block | Historic: Two-story building with two commercial spaces. One of the earliest occupants was the Houston Lighting & Power Company. The Port Cafe was a long standing tenant. The present facade was added in the early 21st century. Current: Home Crafts Professional Home Repair and Remodeling                                                                                                                                                                               | NC   |
| 18 | 220 W Park Avenue                           | 209322  | 1918       | 1-part commercial block | Historic: Constructed as Baker's Barber Shop. Despite changes in ownership over time it retained the Baker name and housed barber shops well into the 1960s. Current: Vacant                                                                                                                                                                                                                                                                                                  | C    |



| #  | Address            | Parcel# | Year Built | Style/Form                                   | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                                                                                                   | C/NC |
|----|--------------------|---------|------------|----------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 19 | 224 W Park Avenu   | 209323  | 1913       | Classical Revival<br>2-part commercial block | Historic: Originally constructed as a one-story building for the Freeport National Bank. A second story was added in 1915 to house the Houston & Brazos Valley Railway offices. A two-story addition was built on the adjoining lot in 1918. In the 1940s, it housed Freeport City Hall and the Chamber of Commerce meeting room (1943 Sanborn). The Freeport Sulphur Company bought the building in 1955 and housed its offices there until 1973. Current: Park Ave. Lofts | C    |
| 20 | 101 W Broad Street | 209303  | 1940       | Art Deco<br>2-part commercial block          | Historic: The Freeport Pharmacy was one of Freeport’s original businesses, occupying a one-story, wood-frame building on the site. The present building was constructed in 1940 and the second floor was leased as office space. Architect: Otto Woestemer of Houston. Current: Vacant.                                                                                                                                                                                     | C    |
| 21 | 316 W Park Avenue  | 209307  | 1958       | Mid Century Commercial                       | Historic: Constructed as the Brazosport office of the Houston Natural Gas Company, which operated in the building until at least the early 1970s. The brick building included a covered drive-in window for customers and a small paved parking area. As a “nostalgic touch” a gas light burned 24 hours a day on the front of the building. Architect: the Austin Company Current: Vacant                                                                                  | C    |
| 22 | 318 W Park Avenue  | 209308  | 1945       | 1-part commercial block                      | Historic: Constructed by a Mrs. W.L. Water and identified as the “Walter Building” in some newspapers. Occupied by Sellers Insurance Agency (later Sellers Harbour Insurance Agency) from 1945 until the 1970s. Current: Vacant                                                                                                                                                                                                                                             | C    |
| 23 | 112 W Broad Street | 209324  | 1950       | 1-part commercial block                      | Historic: Constructed for Gary Hardware & Sporting Goods. During the 1960s it housed Landry Hardware and the Retail Merchants Association, and the Credit Bureau of Freeport from the late 1960s into the 1970s. Current: Vacant                                                                                                                                                                                                                                            | NC   |
| 24 | 116 W Broad Street | 209325  | c. 1912    | 1-part commercial block                      | Historic: Freeport’s first post office and one of the few remaining wood-frame commercial buildings dating to Freeport’s early years. Occupied by Stringfellow Paint Shop/Stringfellow’s Hardware and Paint Shop from the 1930s until 1952. Subsequently occupied by Mize Jewelry Store in the mid 1950s and Marian’s Dress Shoppe in the 1960s. Current: Vacant                                                                                                            | C    |

| #  | Address                | Parcel# | Year Built | Style/Form                          | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        | C/NC |
|----|------------------------|---------|------------|-------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 25 | 118 W Broad Street     | 209325  | 1952       | 1-part commercial block             | Historic: Built by Nannie Maddox Stringfellow as the new location of Stringfellow Paint Store, which occupied the building into the 1970s. In lieu of solid plate glass, storefront windows were designed with 48-inch squares framed with cast aluminum. Current: Vacant                                                                                                                                                                                                                                                                        | C    |
| 26 | 120 W Broad Street     | 209326  | c. 1940    | 1-part commercial block             | Historic: Occupied by the Twentieth Century Club in 1955. Current: Broad St. Market                                                                                                                                                                                                                                                                                                                                                                                                                                                              | C    |
| 27 | 126 Broad Street       | 209328  | 1941       | 2-part commercial block             | Historic: Constructed as a Butler-Grimes Company variety store as their 16th location, which operated until 1961. It was subsequently occupied by an Army-Navy store into the 1970s. Current: Vacant                                                                                                                                                                                                                                                                                                                                             | C    |
| 28 | 130 W Broad Street     | 209329  | 1941       | Art Deco<br>1-part commercial block | Historic: Known as the Wetzel Building (owned and constructed by Harry Wetzel). Built to house two businesses, one facing the corner of Broad and Cherry and the other at the rear facing Cherry. The corner commercial space was originally occupied by Proctor Drug Company while the M System grocery store originally occupied the Cherry storefront. Evans Drug Company occupied the corner space from the late 1940s through 1970. Both Proctor and Evans Drug Company were affiliated with Walgreens. Current: Tim Hootman Appeals Lawyer | C    |
| 29 | 202 W Broad Street     | 209344  | 1912       | Modest Colonial Revival             | Historic: The Freeport Townsite Company office, the first building constructed in Freeport. It was later occupied by the Southwestern Bell Telephone Company. The building was extensively renovated prior to 1943 to enclose the porch and clad the entire structure with brick. Current: Vacant                                                                                                                                                                                                                                                | C    |
| 30 | 204-206 W Broad Street | 209345  | c. 1980    | 1-part commercial block             | Historic: Non-historic age; n/a Current: Vacant (204), New Hope Holiness Church (206)                                                                                                                                                                                                                                                                                                                                                                                                                                                            | NC   |
| 31 | 208-210 W Broad Street | 209346  | 1949       | 1-part commercial block             | Historic: Built by Claude A. Stringer (known as the Stringer Building) and originally housed his Star Dry Cleaners business, as well as Russell’s sewing appliance store. Star Cleaners occupied the building until at least the 1970s. Current: Vacant                                                                                                                                                                                                                                                                                          | C    |

| #  | Address            | Parcel# | Year Built | Style/Form                           | Historic/Current Function                                                                                                                                                                                                                                                                                                                                | C/NC |
|----|--------------------|---------|------------|--------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 32 | 212 W Broad St.    | 209347  | c. 1950    | 1-part commercial block              | Historic: Ben Gordon Loans first known occupant (1954-1962). Ward's Fashion Outlet in the early 1970s. West addition added some time prior to 1982. Current: Vacant                                                                                                                                                                                      | NC   |
| 33 | 218 W Broad        | 209348  | c. 1917    | 2-part commercial block              | Historic: Likely constructed in 1917 when the Freeport Independent Order of the Oddfellows (I.O.O.F) was formed. One of few examples of wood-frame commercial buildings dating to Freeport's early years. The 1943 Sanborn map identifies the first floor as the Public Library. Current: Vacant                                                         | C    |
| 34 | 222 W Broad Street | 209349  | 1942       | 1-part commercial block              | Historic: Built as a Piggly Wiggly grocery store by L.C. Morrison. Addition constructed in 1947. Western Auto from 1961 until at least the 1970s. Current: Vacant                                                                                                                                                                                        | C    |
| 35 | W Broad Street     | 209350  | c. 1918    | Masonry Vernacular                   | Historic: Freeport Jail built in 1918 and in use until approximately 1951. Current: Vacant                                                                                                                                                                                                                                                               | C    |
| 36 | 231 W Broad Street | 209351  | 1941       | Art Deco 1-part commercial block     | Historic: Originally housed Phillip's Prescriptions and was diagonally across from the Freeport Medical and Surgical Clinic built the same year. The building was constructed of hollow tile with white stucco on the exterior. Young's Prescription House occupied the building from the late 1940s through at least the late 1970s. Current: Residence | C    |
| 37 | 225 W Broad Street | 209352  | 1950       | 1-part commercial block (originally) | Historic: Built as the new home of Wright Chevrolet, which previously occupied the building at 203 Broad Street. Wright Motor Sales occupied the building until 1950. The company also sold home appliances, and the building included a showroom, parts and service departments, a model kitchen, and offices. Current: Residential                     | NC   |
| 38 | 219 W Broad Stree  | 209353  | c. 1942    | 1-part commercial block              | Historic: Identified as "dry cleaning" on the 1943 Sanborn Map. Freeport Tailors & Cleaners 1947-1972. The building is currently a ruin, with only exterior walls intact. Current: Ruin/Vacant                                                                                                                                                           | NC   |

| #  | Address            | Parcel# | Year Built | Style/Form                              | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | C/NC |
|----|--------------------|---------|------------|-----------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 39 | 203 W Broad Street | 209356  | c. 1925    | 1-part commercial block                 | Historic: Lynn Chevrolet Company (later known as Wright Motor Sales) was the earliest known occupant. The second floor was lost during the 1932 hurricane (the building next door collapsed onto it). The large storefront windows and transoms have been infilled and the brick exterior walls have been painted, but the original openings are somewhat discernible. Current: Vacant                                                                                                                  | NC   |
| 40 | 131 W Broad Street | "0"     | 1949       | 1-part commercial block                 | Historic: Constructed by G.C. Hardman, former Freeport mayor and owner of the adjacent building. First occupied by the Hobby Horse. Subsequent occupants included The Paint Store 1951-1952, Glamour Shop 1953-1956, Olive's La Vogue Beauty Salon 1956-1963. Current: Vacant                                                                                                                                                                                                                           | C    |
| 41 | 129 W Broad Street | 209296  | c. 1927    | 1-part commercial block                 | Historic: Earliest known owner was pioneer citizen, former mayor, and owner of the Freeport Insurance Agency, G.C. Hardman and known as the "Hardman Building." The Freeport Insurance Agency occupied the building from at least 1930 through the mid-1970s. It originally featured two storefronts, which were combined into a single storefront prior to 1961. Houston Natural Gas Company occupied a storefront from 1931-1941 followed by the Freeport Flower Shop from 1941-1945. Current: Vacant | C    |
| 42 | 127 W Broad Street | 209297  | c. 1947    | 1-part commercial block                 | Historic: Earliest known occupant was the Freeport Paint and Wallpaper Company in 1952. The Guardian Financial Corporation occupied the building from at least 1953-1961. Current: Vacant                                                                                                                                                                                                                                                                                                               | NC   |
| 43 | 121 W Broad Stree  | 209299  | c. 1925    | Frame Vernacular                        | Historic: The building appears to be the small dwelling depicted at the rear of the Carroll Hotel/Lone Star Rooming House/Central Hotel on the 1926 and 1943 Sanborn maps. Current: Vacant                                                                                                                                                                                                                                                                                                              | C    |
| 44 | 119 W Broad Street | 209300  | 1941       | Modest Art Deco 1-part commercial block | Historic: Built for Houston Natural Gas Company which occupied the building until 1958. Modern Cleaners 1958-1964, followed briefly by Sun Ray Cleaners. The Coast Record Shop occupied the building from 1966-1976. Architect: Otto Woestemeyer of Houston. Current: Vacant                                                                                                                                                                                                                            | C    |



| #  | Address            | Parcel# | Year Built | Style/Form              | Historic/Current Function                                                                                                                                                                                                                                                                                                                                                                              | C/NC |
|----|--------------------|---------|------------|-------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 45 | 117 W Broad Street | 209301  | 1949       | 1-part commercial block | Historic: Part of a block of three buildings constructed by Nannie Maddox Stringfellow. McSpadden Jewelry was the original occupant and remained in the building until 1961. It was then occupied by the Brazosport Flower Shop until at least the early 1970s.<br>Current: Vacant                                                                                                                     | C    |
| 46 | 115 W Broad Street | 515910  | 1949       | 1-part commercial block | Historic: Part of a block of three buildings constructed by Nannie Maddox Stringfellow. Emerald Beauty Shop was the original occupant and remained there until at least the early 1970s.<br>Current: Residence                                                                                                                                                                                         | NC   |
| 47 | 113 W Broad Street | 209302  | 1949       | 1-part commercial block | Historic: Part of a block of three buildings constructed by Nannie Maddox Stringfellow. Frenchy's Barber Shop was the original occupant.<br>Current: Vacant                                                                                                                                                                                                                                            | C    |
| 48 | 127 W 2nd Street   | 209311  | 1941       | 1-part commercial block | Historic: Built for Brockman & Company, a department store. The primary elevation features marble and Texas shell stone. The C.R. Anthony Company occupied the building from 1951- 1968, and Willenberg Pharmacy from 1969 into the 1970s. The current storefront dates to a 1969 renovation and appears to be intact beneath boarded windows. Architect: Leland Gabert of Houston.<br>Current: Vacant | C    |
| 49 | 129 W 2nd Street   | 209310  | 1941       | 1-part commercial block | Constructed as a Ben Franklin Variety Store and shoe store (two commercial storefronts. Front originally featured colored structural glass. Jack Reid Appliances occupied the building from the late 1960s through the 1970s.<br>Current: Vacant                                                                                                                                                       | NC   |
| 50 | 200 W 2nd Street   | 209335  | 1970       | New Formalism           | Historic: Three-story building constructed by the Freeport First National Bank. The first and second floor served banking functions, while the third floor was leased for private offices. Newspapers from the time of the building's completion described a rooftop helipad.<br>Current: City Hall                                                                                                    | C    |
| 51 | 222 W 2nd Street   | 209336  | 1953       | 1-part commercial block | Historic: Built and operated as a Goodyear Service Store until at least the mid-1970s.<br>Current: Signal Electronics                                                                                                                                                                                                                                                                                  | NC   |

| #  | Address          | Parcel# | Year Built | Style/Form             | Historic/Current Function                                                                                                                                                                                       | C/NC |
|----|------------------|---------|------------|------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------|
| 52 | 230 W 2nd Street | 209338  | c. 1950    | Mid-Century Commercial | Historic: Built as a Conoco Service Station which operated well into the 1960s.<br>Current: Ocean Food Mart, U-Haul dealer                                                                                      | C    |
| 53 | 231 W 2nd Street | 209339  | 1942       | Service Station        | HHistoric: Part of a block of three buildings constructed by Nannie Maddox Stringfellow. Emerald Beauty Shop was the original occupant and remained there until at least the early 1970s.<br>Current: Residence | NC   |

Inventory of Images

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1940, Freeport Historical Museum and Visitor Center

**215 E PARK AVENUE**  
**Parcel #:** 209224  
**Year Built:** 1940  
**Style/Form:** Art Deco  
**C/NC:** Contributing

**Historic function:** Constructed in 1940 as the Ora Theater, which operated until 1953. It was originally designed with a seating capacity of 550. It later housed the Bargain Furniture Company during the 1950s and 1960s.

**Current function:** Vacant

**Current conditions:** First floor openings have been altered to include glass block windows on either side of the entrance and the original marquee and “Ora” signage has been lost. Doors on the primary facade have been replaced.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1969, Brazoria County Historical Museum

**221 E PARK AVENUE**  
**Parcel #:** 209219  
**Year Built:** 1931  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Originally two separate commercial buildings that housed the Sulphur Drug Company and Ted’s Place, a sporting goods store. The building was later occupied by Barrow Furniture Store after 1940.

**Current function:** R.E.L. Stringfellow Interests

**Current conditions:** The storefronts were combined and reoriented sometime after 1969 to create a single entrance. Stucco was likely applied to the primary elevation at the same time. The awning over the sidewalk dates to the period of significance.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1920s, Freeport History Museum and Visitor’s Center

**303 E PARK AVENUE**  
**Parcel #:** 209237  
**Year Built:** c. 1920  
**Style/Form:** 2-part commercial block  
**C/NC:** Contributing

**Historic function:** The Velasco Masonic Lodge spearheaded the effort to construct the lodge. The first floor was rented out to various businesses as a commercial space while the lodge occupied the second floor. According to the 1943 Sanborn, the first floor was occupied by physician’s offices. The building housed the Freeport Museum in the early 21st century.

Architect: O.F. Holcombe & Co. of Houston.

**Current function:** Vacant

**Current conditions:** Wood siding is not historic. New awnings with support columns and second story porches were added to the west and north elevations sometime prior to 2008. Windows have been replaced with compatible replacements.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1957, Brazoria County Historical Museum

**311 E PARK AVENUE**  
**Parcel #:** 209236, 638039, 209235  
**Year Built:** c. 1950s  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Historically 2 separate commercial buildings with a central driveway constructed after WWII. The buildings housed the Brazosport Facts newspaper offices and were combined into a single structure in the early 21st century.

**Current function:** Freeport History Museum

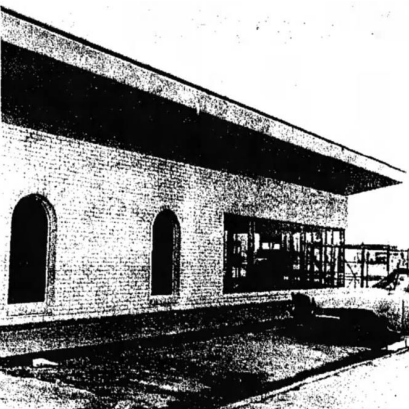
**Current conditions:** The primary elevations of historically separate buildings have been heavily altered to present the appearance of a single building. The driveway was enclosed and incorporated into the structure.



|                                                                                                                                                       |                                                                                                                                                                                                   |
|-------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div> <div></div> <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>c. 1960s, "Remember in Freeport, Texas When..." Facebook Group</div> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**313 E PARK AVENUE**  
**Parcel #:** 209234  
**Year Built:** 1952  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-contributing

**Historic function:** The Houston Lighting & Power Company Freeport office occupied the building from its construction until the late 1960s.  
**Current function:** Vacant  
**Current conditions:** The original storefront has been removed and infilled. Original awning and angled facade have been retained.

|                                                                                                                                                         |                                                                                                                                                                                                          |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div> <div></div> <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>1968, "Theriot, Inc.," <i>The Brazosport Facts</i>, April 30, 1968.</div> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

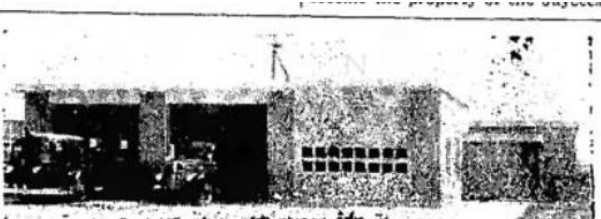
**315 E PARK AVENUE**  
**Parcel #:** 209233  
**Year Built:** 1948  
**Style/Form:** Mid Century Commercial  
**C/NC:** Contributing

**Historic function:** Built for Parker Motors Company, which sold Lincoln and Mercury automobiles and housed a service department. Earle Pearson Motors occupied the building from 1960-1968. It was remodeled in 1968 for Theriot, Inc., an air conditioning and industrial company that has continuously occupied the property to present day.  
**Current function:** Theriot Incorporated  
**Current conditions:** Some of the storefront windows on the west elevation have been infilled and most of the exterior brick has been covered with stucco.

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|---------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------|
| <div>CURRENT PHOTO</div> <div></div> <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div> <div></div> |
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**113 E BROAD STREET**  
**Parcel #:** 209238  
**Year Built:** c. 1950  
**Style/Form:** Masonry Vernacular  
**C/NC:** Contributing

**Historic function:** Bob Roach Electric Company was the first known occupant. Collins Electric and Lackey's Electric Wiring occupied the building briefly during the 1950s and a bar known as Shorty's Place in the 1960s  
**Current function:** Vacant  
**Current conditions:** Though no clear historic photos were located, the building appears to retain its simple form, gable roof, and exposed CMU exterior walls.

|                                                                                                                                                                   |                                                                                                                                                                                                                                                                                                                                           |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div> <div></div> <div>Google street View, May 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>NEW FREEPORT FIRE STATION (shown above) is now completed and the formal opening is being planned for the near future. 1951, "New Freeport Fire Station," <i>The Freeport Facts</i>, August 9, 1951.</div> |
|-------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**128 E 4TH STREET**  
**Parcel #:** 209242  
**Year Built:** 1951  
**Style/Form:** Fire Station  
**C/NC:** Contributing

**Historic function:** Freeport Fire Station and City Jail.  
**Architect:** Lloyd Borget  
**Current function:** City of Freeport: Storage  
**Current conditions:** Largely unchanged since original construction. Overhead doors have been replaced and the exterior brick has been painted.



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|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div> <div></div> <div>Post Oak Preservation Solutions, Mar 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>c. 1940, Freeport History Museum and Visitor's Center</div> |
|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

206 W PARK AVENUE DEMOLISHED 2024

**Parcel #:** 209317  
**Year Built:** c. 1933  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** This parcel was occupied by Penney’s Variety Store beginning in the 1920s. The wood-frame building previously on the site was damaged in the 1932 hurricane and replaced with the current building shortly afterward. Freeport Home & Auto Supply occupied the building from 1945-1948, Crockett’s Radio and Appliance from 1948-1953, and Lack’s Associate Store from 1955-1970. It housed a series of restaurants beginning in the early 1970s.  
**Current function:** Vacant.  
**Current conditions:** Painted brick facade. Storefront appear largely unchanged though transoms are currently covered.

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| <div>CURRENT PHOTO</div> <div></div> <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div> <div></div> |
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208 W PARK AVENUE DEMOLISHED 2024

**Parcel #:** 209318  
**Year Built:** c. 1949  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Housed the Freeport Office Equipment Company and the Texas Gulf Finance Co. during the 1950s, Loyd Taylor accounting services and Sansom-Davis Insurance Agency during the 1960s.  
**Current function:** Vacant.  
**Current conditions:** Painted brick facade. A portion of the overhanging roofline appears to have been partially lost, which provided a sheltered, recessed entrance. Windows are boarded; it is unclear if they are intact beneath. If the historic windows remain and were restored, this building could be changed to a contributing building.

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| <div>CURRENT PHOTO</div> <div></div> <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>c. 1950, Freeport History Museum and Visitor's Center</div> |
|---------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

210 W PARK AVENUE

**Parcel #:** 209319  
**Year Built:** 1949  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Constructed by F.E. Coldwater for his book and magazine store “Coldwater’s,” which had been located on the site since the 1920s. The second commercial space was originally occupied by Griff’s Men’s Store. Both businesses occupied the building into the 1970s.  
**Current function:** Vacant  
**Current conditions:** With the exception of a single replacement door, the building appears largely unchanged from its original appearance.

|                                                                                                                                                                                |                                                                                                                                                                                                |
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| <div>CURRENT PHOTO</div> <div></div> <div>Post Oak Preservation Solutions, Mar 2024</div> | <div>HISTORIC PHOTO</div> <div></div> <div>1950, “Advertisement,” The Freeport Facts, May 18, 1950.</div> |
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204 W PARK AVENUE

**Parcel #:** 209316  
**Year Built:** 1949  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Built for Gautreaux Cleaners, which had occupied the two-story building previously on the site.  
**Current function:** Vacant.  
**Current conditions:** Original storefront windows have been replaced and exterior covered with non-historic siding. Tile kneewall below the display windows has been removed. Glass block window remains adjacent to the entryway.



CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961 (after Hurricane Carla), "Remember in Freeport, Texas When..." Facebook Group

**212 W PARK AVENUE**  
**Parcel #:** 209320  
**Year Built:** 1952  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Western Auto Supply occupied the building from its construction through the late 1960s.  
**Current function:** Vacant  
**Current conditions:** Historic storefront has been replaced with non-historic infill, though retains roman brick parapet and exterior walls.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1961, "Remember in Freeport, Texas When..." Facebook Group

**220 W PARK AVENUE**  
**Parcel #:** 209322  
**Year Built:** 1918  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Constructed as Baker's Barber Shop. Despite changes in ownership over time it retained the Baker name and housed barber shops well into the 1960s. It was renamed Penney's Barber Shop by 1974.  
**Current function:** Vacant  
**Current conditions:** Storefront has been altered with partial non-historic infill.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1930, Freeport History Museum and Visitor's Center

**216-218 W PARK AVENUE**  
**Parcel #:** 209321  
**Year Built:** c. 1927  
**Style/Form:** 2-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Two-story building with two commercial spaces. One of the earliest occupants was the Houston Lighting & Power Company. The Port Cafe was a long standing tenant. The present facade was added in the early 21st century.  
**Current function:** Home Crafts Professional Home Repair and Remodeling  
**Current conditions:** The historic facade has been covered with brick. All windows have been replaced, opening shapes altered, and surrounded with brick arches, transoms covered/removed, and historic storefronts removed and clad with brick.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1920s, Freeport History Museum and Visitor's Center

**224 W PARK AVENUE**  
**Parcel #:** 209323  
**Year Built:** 1913  
**Style/Form:** Classical Revival, 2-part commercial block  
**C/NC:** Contributing

**Historic function:** Originally constructed as a one-story building for the Freeport National Bank. A second story was added in 1915 to house the Houston & Brazos Valley Railway offices. A two-story addition was built on the adjoining lot in 1918. In the 1940s, it housed Freeport City Hall and the Chamber of Commerce meeting room (1943 Sanborn). The Freeport Sulphur Company bought the building in 1955 and housed its offices there until 1973.  
**Current function:** Park Ave. Lofts  
**Current conditions:** Historically iron bars were located on the first floor bank windows; they have been removed. The building has otherwise experienced minimal change to the exterior.



CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1940, Ebay

101 W BROAD STREET

Parcel #: 209303  
Year Built: 1940  
Style/Form: 2-part commercial block  
C/NC: Contributing

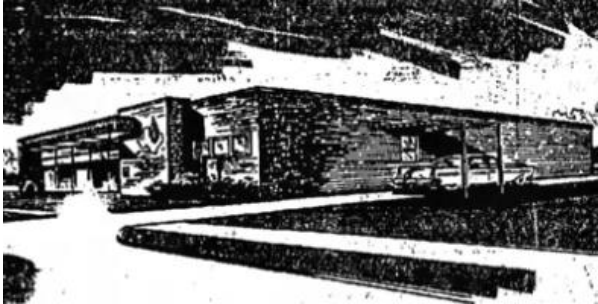
**Historic function:** The Freeport Pharmacy was one of Freeport’s original businesses, occupying a one-story, wood-frame building on the site. The present building was constructed in 1940 and the second floor was leased as office space.  
**Architect:** Otto Woestemer of Houston.  
**Current function:** Vacant  
**Current conditions:** The second story window on the primary elevation has been partially infilled and original neon signage has been moved. Second story windows on the east facade have all been replaced.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



1958, “Open House,” *The Brazosport Facts*, September 4, 1958.

316 W PARK AVENUE

Parcel #: 209307  
Year Built: 1958  
Style/Form: Mid Century Commercial  
C/NC: Contributing

**Historic function:** Constructed as the Brazosport office of the Houston Natural Gas Company, which operated in the building until at least the early 1970s. The brick building included a covered drive-in window for customers and a small paved parking area. As a “nostalgic touch” a gas light burned 24 hours a day on the front of the building.  
**Architect:** the Austin Company.  
**Current function:** Vacant  
**Current conditions:** The glass storefront windows have been covered with painted plywood, but appear to be intact beneath. Minimal alterations beyond the removal of original Houston Natural Gas Company signage.

CURRENT PHOTO



Post Oak Preservation Solutions Mar 2024

HISTORIC PHOTO



Undated, Brazoria County Historical Museum

318 W PARK AVENUE

Parcel #: 209308  
Year Built: 1945  
Style/Form: 1-part commercial block  
C/NC: Contributing

**Historic function:** Constructed by a Mrs. W.L. Water and identified as the “Walter Building” in some newspapers. Occupied by Sellers Insurance Agency (later Sellers Harbour Insurance Agency) from 1945 until the 1970s.  
**Current function:** Vacant  
**Current conditions:** The railing along the awning has been removed.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1973, Portal to Texas History

112 W BROAD STREET

Parcel #: 209324  
Year Built: 1950  
Style/Form: 1-part commercial block  
C/NC: Non-contributing

**Historic function:** Constructed for Gary Hardware & Sporting Goods. During the 1960s it housed Landry Hardware and the Retail Merchants Association, and the Credit Bureau of Freeport from the late 1960s into the 1970s.  
**Current function:** Vacant  
**Current conditions:** Original storefront has been infilled and is no longer discernible. Brick has been coated with stucco.



CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1918, Brazoria County Historical Museum

**116 W BROAD STREET**  
**Parcel #:** 209325  
**Year Built:** c. 1912  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Freeport's first post office and one of the few remaining wood-frame commercial buildings dating to Freeport's early years. Occupied by Stringfellow Paint Shop/Stringfellow's Hardware and Paint Shop from the 1930s until 1952. Subsequently occupied by Mize Jewelry Store in the mid 1950s and Marian's Dress Shoppe in the 1960s.

**Current function:** Vacant

**Current conditions:** Largely unchanged since original construction. Doors and windows are boarded but appear to be intact and date to the period of significance.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



Undated, Source: Freeport Main Street.

**118 W BROAD STREET**  
**Parcel #:** 209325  
**Year Built:** 1952  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Built by Nannie Maddox Stringfellow as the new location of Stringfellow Paint Store, which occupied the building into the 1970s. In lieu of solid plate glass, storefront windows were designed with 48-inch squares framed with cast aluminum.

**Current function:** Vacant

**Current conditions:** Appears to have been minimally altered beyond painted brick. Front door is covered but appears to be original.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1950s, "Remember in Freeport, Texas When..." Facebook Group

**120 W BROAD STREET**  
**Parcel #:** 209326  
**Year Built:** c. 1940  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Occupied by the Twentieth Century Club in 1955.

**Current function:** Broad St. Market

**Current conditions:** Awning has been removed and transom is boarded.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1951, Freeport History Museum and Visitor's Center

**126 W BROAD STREET**  
**Parcel #:** 209328  
**Year Built:** 1941  
**Style/Form:** 2-part commercial block  
**C/NC:** Contributing

**Historic function:** Constructed as a Butler-Grimes Company variety store as their 16th location, which operated until 1961. It was subsequently occupied by an Army-Navy store into the 1970s.

**Current function:** Vacant

**Current conditions:** Storefront has been removed, creating open recessed space beneath the second story. Shingles and non-historic windows applied to primary elevation. Awning has been removed.



| CURRENT PHOTO                                                                                                                     | HISTORIC PHOTO                                                                                                                                  |
|-----------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------|
|  <p>Post Oak Preservation Solutions Mar 2024</p> |  <p>c. 1946, Freeport History Museum and Visitor's Center</p> |

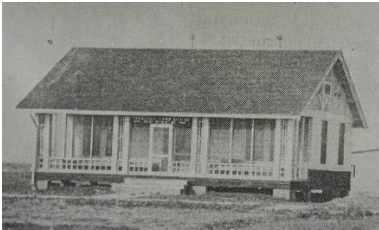
130 W BROAD STREET

Parcel #: 209329  
Year Built: 1941  
Style/Form: Art Deco, 1-part commercial block  
C/NC: Contributing

**Historic function:** Known as the Wetzel Building (owned and constructed by Harry Wetzel). Built to house two businesses, one facing the corner of Broad and Cherry and the other at the rear facing Cherry. The corner commercial space was originally occupied by Proctor Drug Company while the M System grocery store originally occupied the Cherry storefront. Evans Drug Company occupied the corner space from the late 1940s through 1970. Both Proctor and Evans Drug Company were affiliated with Walgreens.

**Current function:** Tim Hootman Appeals Lawyer

**Current conditions:** Brick around the storefront is not historic. Doors and windows have been replaced through retained original openings. Awning has been removed. The building originally had structural glass surrounding the windows and entrance, which has been removed.

| CURRENT PHOTO                                                                                                   | HISTORIC PHOTO                                                                                                                                                                                                                                                                                                                        |
|-----------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
|  <p>UTSA CURPR, Feb 2024</p> |  <p>1912, Freeport History Museum and Visitor's Center</p>  <p>c. 1950 after mid-century renovation, "Remember in Freeport, Texas When..." Facebook Group</p> |

202 W BROAD STREET

Parcel #: 209344  
Year Built: 1912  
Style/Form: Modest Colonial Revival  
C/NC: Contributing

**Historic function:** The Freeport Townsite Company office, the first building constructed in Freeport. It was later occupied by the Southwestern Bell Telephone Company. The building was extensively renovated prior to 1943 to enclose the porch and clad the entire structure with brick.

**Current function:** Vacant

**Current conditions:** Largely unchanged since mid-20th century renovation.

| CURRENT PHOTO                                                                                                   | HISTORIC PHOTO |
|-----------------------------------------------------------------------------------------------------------------|----------------|
|  <p>UTSA CURPR, Feb 2024</p> |                |

204-206 W BROAD STREET

Parcel #: 209345  
Year Built: c. 1980  
Style/Form: 1-part commercial block  
C/NC: Non-Contributing

**Historic function:** Non-historic age; n/a

**Current function:** Vacant (204), New Hope Holiness Church (206)

**Current conditions:** Unpainted aggregate concrete building with awning. Elevated slightly above street level with a set of concrete steps.

| CURRENT PHOTO                                                                                                    | HISTORIC PHOTO |
|------------------------------------------------------------------------------------------------------------------|----------------|
|  <p>UTSA CURPR, Feb 2024</p> |                |

208-210 W BROAD STREET

Parcel #: 209346  
Year Built: 1949  
Style/Form: 1-part commercial block  
C/NC: Contributing

**Historic function:** Built by Claude A. Stringer (known as the Stringer Building) and originally housed his Star Dry Cleaners business, as well as Russell's sewing appliance store. Star Cleaners occupied the building until at least the 1970s.

**Current function:** Vacant

**Current conditions:** Painted brick facade. East storefront transoms and entrance have been altered.



|                                                                                                                                                   |                                                                                                              |
|---------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div>  <div>Google street View May 2024</div> | <div>HISTORIC PHOTO</div>  |
|---------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------|

**212 W BROAD STREET**  
**Parcel #:** 209347  
**Year Built:** c. 1950 with later addition  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-Contributing

**Historic function:** Ben Gordon Loans first known occupant (1954-1962). Ward’s Fashion Outlet in the early 1970s. West addition was added some time prior to 1982.  
**Current function:** Residence  
**Current conditions:** Though no clear historic photos have been found, the primary facade has been altered through the removal of the historic storefront and application of vinyl siding.

|                                                                                                                                              |                                                                                                                                                                                      |
|----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div>  <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div>  <div>1965, “Remember in Freeport, Texas When...” Facebook Group</div> |
|----------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**218 W BROAD STREET**  
**Parcel #:** 209348  
**Year Built:** c. 1917  
**Style/Form:** 2-part commercial block  
**C/NC:** Contributing

**Historic function:** Likely constructed in 1917 when the Freeport Independent Order of the Oddfellows (I.O.O.F) was formed. One of few examples of wood-frame commercial buildings dating to Freeport’s early years. The 1943 Sanborn map identifies the first floor as the Public Library.  
**Current function:** Vacant  
**Current conditions:** Windows, entrance, and awning are non-historic. It appears that the building historically featured signage on the second story between the windows, which has been removed.

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|----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div>  <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div>  <div>Google Streetview Jan 2008</div> |
|----------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------|

**222 W BROAD STREET**  
**Parcel #:** 209349  
**Year Built:** 1942  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Built as a Piggly Wiggly grocery store by L.C. Morrison. Addition constructed in 1947. Western Auto from 1961 until at least the 1970s.  
**Current function:** Vacant  
**Current conditions:** Painted brick exterior. Windows are boarded and wrap-around awning has been removed. Roof cap is likely non-historic.

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|------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <div>CURRENT PHOTO</div>  <div>UTSA CURPR, Feb 2024</div> | <div>HISTORIC PHOTO</div>  <div>c. 1979, “Remember in Freeport, Texas When...” Facebook Group</div> |
|------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**W BROAD STREET**  
**Parcel #:** 209350  
**Year Built:** c. 1918  
**Style/Form:** Masonry Vernacular  
**C/NC:** Contributing

**Historic function:** Freeport Jail built in 1918 and in use until approximately 1951.  
**Current function:** Vacant  
**Current conditions:** The exterior has been painted but otherwise retains its historic appearance. The painted sign that reads “FREEPORT JAIL” is not original.



CURRENT PHOTO



Post Oak Preservation Solutions Mar 2024

HISTORIC PHOTO



c. 1950s, Freeport History Museum and Visitor's Center

**231 W BROAD STREET**  
**Parcel #:** 209351  
**Year Built:** 1941  
**Style/Form:** Art Deco, 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Originally housed Phillip's Prescriptions and was diagonally across from the Freeport Medical and Surgical Clinic built the same year. The building was constructed of hollow tile with white stucco on the exterior. Young's Prescription House occupied the building from the late 1940s through at least the late 1970s.

**Current function:** Residence

**Current conditions:** Storefront windows and entrance have been altered. Awning above primary entrance is non-historic.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1950s (left) and 1961 (right), Freeport History Museum and Visitor's Center

**225 W BROAD STREET**  
**Parcel #:** 209352  
**Year Built:** 1950  
**Style/Form:** Originally 1-part commercial block (second floor appears to have been added on interior)  
**C/NC:** Non-contributing

**Historic function:** Built as the new home of Wright Chevrolet, which previously occupied the building at 203 Broad Street. The company also sold home appliances, and the building included a showroom, parts and service departments, a model kitchen, and offices.

**Current function:** Residential

**Current conditions:** Painted brick exterior, storefronts heavily modified and infilled. Non-historic two-story porch appended to primary facade.

CURRENT PHOTO



Google Streetview, May 2024

HISTORIC PHOTO



1961, Freeport History Museum and Visitor's Center

**219 W BROAD STREET**  
**Parcel #:** 209353  
**Year Built:** c. 1942  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-contributing

**Historic function:** Identified as "dry cleaning" on the 1943 Sanborn Map. Freeport Tailors & Cleaners 1947-1972. The building is currently a ruin, with only exterior walls intact.

**Current function:** Ruin/Vacant

**Current conditions:** All that remains are the exterior walls. The roof and all interior finishes have been lost.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1932 (after hurricane), Brazoria County Historical Museum

**203 W BROAD STREET**  
**Parcel #:** 209356  
**Year Built:** c. 1925  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-contributing

**Historic function:** Lynn Chevrolet Company (later known as Wright Motor Sales) was the earliest known occupant. Wright Motor Sales occupied the building until 1950. The second floor was lost during the 1932 hurricane.

**Current function:** Vacant

**Current conditions:** The large storefront windows and transoms have been infilled and the brick exterior walls have been painted, but the original openings are still somewhat discernible.



CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961 (after Hurricane Carla), Freeport History Museum and Visitor's Center

**131 W BROAD STREET**  
**Parcel #:** "0"  
**Year Built:** 1949  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Constructed by G.C. Hardman, former Freeport mayor and owner of the adjacent building. First occupied by the Hobby Horse. Subsequent occupants included The Paint Store 1951-1952, Glamour Shop 1953-1956, Olive's La Vogue Beauty Salon 1956-1963.

**Current function:** Vacant

**Current conditions:** Non-historic aggregate concrete cladding is in deteriorated condition, revealing historic stucco exterior beneath. Original openings have been partially infilled and altered.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961, Freeport History Museum and Visitor's Center

**129 W BROAD STREET**  
**Parcel #:** 209296  
**Year Built:** C. 1927  
**Style/Form:** 1-part commercial block  
**C/NC:** Contributing

**Historic function:** Earliest known owner was pioneer citizen, former mayor, and owner of the Freeport Insurance Agency, G.C. Hardman and known as the "Hardman Building." The Freeport Insurance Agency occupied the building from at least 1930 through the mid-1970s. It originally featured two storefronts, which were combined into a single storefront prior to 1961. Houston Natural Gas Company occupied a storefront from 1931-1941 followed by the Freeport Flower Shop from 1941-1945.

**Current function:** Vacant

**Current conditions:** The entrance door has been replaced. The building otherwise retains its 1961 appearance.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961, Freeport History Museum and Visitor's Center

**127 W BROAD STREET**  
**Parcel #:** 209297  
**Year Built:** c. 1947  
**Style/Form:** 1-part commercial block  
**C/NC:** Non-contributing

**Historic function:** Earliest known occupant was the Freeport Paint and Wallpaper Company in 1952. The Guardian Financial Corporation occupied the building from at least 1953-1961.

**Current function:** Vacant

**Current conditions:** Non-historic mansard roof appended to primary elevation, storefront has been altered and partially boarded.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



Undated, Freeport History Museum and Visitor's Center

**121 W BROAD STREET**  
**Parcel #:** 209299  
**Year Built:** c. 1925  
**Style/Form:** Frame Vernacular  
**C/NC:** Contributing

**Historic function:** The building was originally a small dwelling at the rear of the Carroll Hotel/Lone Star Rooming House/Central Hotel (no longer extant).

**Current function:** Vacant

**Current conditions:** Non-historic vinyl or aluminum siding has been applied to original wood siding. Several openings have been enclosed beneath the siding.



CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1941, "New Gas Company Office Opens on Broad Street," *The Freeport Facts*, July 24, 1941.

119 W BROAD STREET

Parcel #: 209300  
Year Built: 1941  
Style/Form: Modest Art Deco, 1-part commercial block  
C/NC: Contributing

**Historic function:** Built for Houston Natural Gas Company which occupied the building until 1958. Modern Cleaners 1958-1964, followed briefly by Sun Ray Cleaners. The Coast Record Shop occupied the building from 1966-1976.  
**Architect:** Otto Woestemeyer of Houston.  
**Current function:** Vacant  
**Current conditions:** A newer, compatible storefront appears to have been installed. Historic signage has either been lost or boarded over.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961 following Hurricane Carla, "Remember in Freeport, Texas When..." Facebook Group

117 W BROAD STREET

Parcel #: 209301  
Year Built: 1949  
Style/Form: 1-part commercial block  
C/NC: Contributing

**Historic function:** Part of a block of three buildings constructed by Nannie Maddox Stringfellow. McSpadden Jewelry was the original occupant and remained in the building until 1961. It was then occupied by the Brazosport Flower Shop until at least the early 1970s.  
**Current function:** Vacant  
**Current conditions:** Brick facade has been painted. Storefront is boarded, but appears to be intact beneath.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961 following Hurricane Carla, "Remember in Freeport, Texas When..." Facebook Group

115 W BROAD STREET

Parcel #: 515910  
Year Built: 1949  
Style/Form: 1-part commercial block  
C/NC: Non-Contributing

**Historic function:** Part of a block of three buildings constructed by Nannie Maddox Stringfellow. Emerald Beauty Shop was the original occupant and remained there until at least the early 1970s.  
**Current function:** Residence  
**Current conditions:** Brick facade has been painted. Storefront has been infilled and heavily modified: if a more compatible storefront were introduced, the building could be changed to contributing status.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



1961 following Hurricane Carla, "Remember in Freeport, Texas When..." Facebook Group

113 W BROAD STREET

Parcel #: 209302  
Year Built: 1949  
Style/Form: 1-part commercial block  
C/NC: Contributing

**Historic function:** Part of a block of three buildings constructed by Nannie Maddox Stringfellow. Frenchy's Barber Shop was the original occupant.  
**Current function:** Vacant  
**Current conditions:** Exterior brick has been painted. Newer, compatible storefront has been installed.



CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



c. 1969, "Remember in Freeport, Texas When..." Facebook Group

127 W 2ND STREET

Parcel #: 209311  
Year Built: 1941  
Style/Form: 1-part commercial block  
C/NC: Contributing

**Historic function:** Built for Brockman & Company, a department store. The primary elevation features marble and Texas shell stone. The C.R. Anthony Company occupied the building from 1951- 1968, and Willenberg Pharmacy from 1969 into the 1970s. The current storefront dates to a 1969 renovation and appears to be intact beneath boarded windows.  
**Architect:** Leland Gabert of Houston.  
**Current function:** Vacant  
**Current conditions:** The storefront windows are currently boarded but appear to be intact beneath. Character-defining Texas shell stone remains intact above the storefront.

CURRENT PHOTO



Post Oak Preservation Solutions, Mar 2024

HISTORIC PHOTO



1968, "Advertisement," The Brazosport Facts, August 22, 1968, 10.

129 W 2ND STREET

Parcel #: 209310  
Year Built: 1941  
Style/Form: 1-part commercial block  
C/NC: Non-contributing

**Historic function:** Constructed as a Ben Franklin Variety Store and shoe store (two commercial storefronts. Front originally featured colored structural glass. Jack Reid Appliances occupied the building from the late 1960s through the 1970s.  
**Current function:** Vacant  
**Current conditions:** Storefront has been heavily altered with non-historic infill.

CURRENT PHOTO



UTSA CURPR, Feb 2024

HISTORIC PHOTO



c. 1970, Brazoria County Historical Museum

200 W 2ND STREET

Parcel #: 209335  
Year Built: 1970  
Style/Form: New Formalism  
C/NC: Contributing

**Historic function:** Three-story building constructed by the Freeport First National Bank. The first and second floor served banking functions, while the third floor was leased for private offices. Newspapers from the time of the building's completion described a rooftop helipad.  
**Current function:** City Hall  
**Current conditions:** Largely unchanged since original construction.

CURRENT PHOTO



Google street View Jun 2022

HISTORIC PHOTO



c. 1960, "Remember in Freeport, Texas When..." Facebook Group

222 W 2ND STREET

Parcel #: 209336  
Year Built: 1953  
Style/Form: 1-part commercial block  
C/NC: Non-contributing

**Historic function:** Built and operated as a Goodyear Service Store until at least the mid-1970s.  
**Current function:** Signal Electronics  
**Current conditions:** Historic storefront has been heavily altered with non-historic infill.

|                                                                                                                                                  |                                                                                                                                                                                             |
|--------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>CURRENT PHOTO</b></p>  <p><i>UTSA CURPR, Feb 2024</i></p> | <p><b>HISTORIC PHOTO</b></p>  <p><i>c. 1960, "Remember in Freeport, Texas When..." Facebook Group</i></p> |
|--------------------------------------------------------------------------------------------------------------------------------------------------|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**230 W 2ND STREET**  
**Parcel #:** 209338  
**Year Built:** c. 1950  
**Style/Form:** Mid-Century Commercial  
**C/NC:** Contributing

**Historic function:** Occupied by a series of restaurants since its construction: Ace’s Cafe (1951), the Cherokee Inn restaurant (1962), Country Boy Bar-B-Q (1971)  
**Current function:** Sweet T’s Diner  
**Current conditions:** Appears to retain its original form and configuration. Windows have been replaced with tinted glass.

|                                                                                                                                                    |                                                                                                                                                                                               |
|----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p><b>CURRENT PHOTO</b></p>  <p><i>UTSA CURPR, Feb 2024</i></p> | <p><b>HISTORIC PHOTO</b></p>  <p><i>c. 1960, "Remember in Freeport, Texas When..." Facebook Group</i></p> |
|----------------------------------------------------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

**231 W 2ND STREET**  
**Parcel #:** 209339  
**Year Built:** 1942  
**Style/Form:** Service Station  
**C/NC:** Contributing

**Historic function:** Built as a Conoco Service Station which operated well into the 1960s.  
**Current function:** Ocean Food Mart, U-Haul dealer  
**Current conditions:** A non-historic addition has been appended to the rear of the building. The westernmost awning has been removed. Non-historic brick covers the base of the awning columns.



# Appendix 06: The Use of Substitute Materials on Historic Building Exteriors

| Note                                                                                                                                                                                                                                                                                                            |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <p>The following article is reprinted from the U.S. Department of the Interior, National Park Service:<br/><a href="https://www.nps.gov/orgs/1739/upload/preservation-brief-16-substitute-materials-2023.pdf">https://www.nps.gov/orgs/1739/upload/preservation-brief-16-substitute-materials-2023.pdf</a>.</p> |

# 16 PRESERVATION BRIEFS

## The Use of Substitute Materials on Historic Building Exteriors

John Sandor, David Trayte, and Amy Elizabeth Uebel



National Park Service  
U.S. Department of the Interior  
Technical Preservation Services

The *Secretary of the Interior's Standards for Rehabilitation* generally require that deteriorated distinctive architectural features of a historic property be repaired rather than replaced. Standard 6 of the *Standards for Rehabilitation* further states that when replacement of a distinctive feature is necessary, the new feature must “match the old in composition, design, color, texture, and other visual properties, and, *where possible*, materials” (emphasis added). While the use of matching materials to replace historic ones is always preferred under the *Standards for Rehabilitation*, the Standards also purposely recognize that flexibility may sometimes be needed when it comes to new and replacement materials as part of a historic rehabilitation project. Substitute materials that closely match the visual and physical properties of historic materials can be successfully used on many rehabilitation projects in ways that are consistent with the Standards.

The flexibility inherent in the *Standards for Rehabilitation* must always be balanced with the preservation of the historic character and the historic integrity of a building, of which historic materials are an important aspect. Any replacement work reduces the historic integrity of a building to some degree, which can undermine the historic character of the property over time. With limited exceptions, replacement should only be considered when damage or deterioration is too severe to make repair feasible. When needed replacement is made with a material that matches the historic material, the impact on integrity can be minimal, especially when only a small amount of new material is needed. When a substitute material is used for the replacement, the loss in integrity can sometimes, although not always, be greater than that of a matching material. Also, whether historic or substitute material, there is a point where the amount of replacement can become excessive and the building’s historic integrity is diminished to an unacceptable degree, regardless of the material used—that is, a loss of authenticity and the physical features and characteristics closely associated with the property’s historic significance.

The term *substitute materials* is used to describe building materials that have the potential to match the appearance, physical properties, and related attributes of historic materials well enough to make them alternatives for use in current preservation practice when historic materials require replacement.

Compelling reasons to use a substitute material instead of the historic material include the unavailability or poor performance of the historic material, or environmental pressures or code-driven requirements that necessitate a change in material. When using a substitute material for replacement it is critical that it match the historic material in all of its visual and physical properties to preserve the historic character of the building and minimize the impact on its integrity.

Substitute materials can be cost-effective, permit the accurate visual duplication of historic materials, and provide improved durability. While the behavior of traditional, historic materials is generally well understood, the behavior of newer materials can be less established and sometimes less predictable. Substitute materials are most successful when the properties of both the original material and the substitute are thoroughly understood by all those involved in the design and construction process. The architect must be adept at the selection of substitute materials and their incorporation into architectural plans and specifications. The contractor or tradesperson in the field must also be experienced with their use.

This Preservation Brief provides general guidance on the use of substitute materials as replacement materials for distinctive features on the exterior of historic buildings. Due to the ever-evolving product market for construction materials, this Brief does not provide specifications for substitute materials. This guidance should be used in conjunction with qualified professionals who are knowledgeable in current construction and historic preservation practices.



This Brief includes a discussion of the appropriate use of substitute materials and provides a path for decision-making in their use. In considering the use of substitute materials, such issues as the deterioration or failure of the historic building component and material must be understood. The existing component’s physical and visual properties, profile, surface texture, dimensions, and performance should be identified to establish the basis for evaluating a possible replacement material. The physical and visual properties of the various substitute materials available should also be assessed and compared to the original material for their physical and visual compatibility. Lastly, the suitability of a given substitute replacement material should be determined based on how well the material matches both the physical and visual properties of the existing material as well as any specific performance or application needs. The Brief’s descriptions of common substitute materials are not meant to be comprehensive, and, as the performance history of newer materials continues to grow and new materials are developed, available options will change, and our understanding of current material performance will continue to evolve.

Historical Use of Substitute Materials

The tradition of using affordable and common materials in imitation of more expensive and less available materials is a long one. At Mount Vernon, for example, George Washington used wood painted with sand-impregnated paint to imitate rusticated stone. This technique, along with scoring stucco into block patterns, was common in Colonial America to imitate stone.

Nineteenth-century technology made a variety of materials readily available and widely used that were not only able to imitate traditional materials but were also cheaper to fabricate and easier to use. Traditionally, carved stone units were individually worked. Molded or cast materials greatly increased efficiency in creating repetitive elements. Cement-based products such as cast stone could provide convincing imitations of natural stone with carefully chosen aggregates and cements and was typically a commercially manufactured product. It could be tooled like natural stone, though that could reduce much of the cost advantage. These carefully-crafted cementitious products were widely used as trim elements for masonry structures or as the face material for an entire building. At the other end of the spectrum, mail-order catalogs provided a wide variety of forms for molding concrete that were merely evocative of natural stone and did little to match its appearance. Concrete masonry units could be fabricated locally and on site, avoiding expensive quarrying and shipping costs.

Offering similar efficiencies as cast stone for reproducing repetitive and even complex decorative shapes, terra cotta could mimic the surface characteristics of stone with various textures and glazes. It was popular in the late nine-

teenth and early twentieth centuries for details on stone or brick buildings as well as for the entire skin of large and elaborately detailed buildings.

Cast iron was also used to imitate stone, often with very decorative profiles, for a variety of architectural features ranging from window hoods to columns, piers, balustrades, and even whole façades. Cast iron offered its own set of efficiencies including cost, fabrication time, and weight, but required a painted finish.

While cast stone, terra cotta, and cast iron offered efficiencies over quarried and, particularly, carved stone, they were not cheap or impermanent materials. Less costly, but also less durable, stamped or brake-formed sheet metal, typically galvanized, could also be used instead of masonry for cornices, window hoods, roofing tiles, and even entire building façades.

Substitute Materials and Applying the Standards for Rehabilitation

The *Standards for Rehabilitation* are focused on preserving the important and distinctive character-defining features of a historic property (Standards 2 and 6), and they are to be applied in a reasonable manner, taking into account economic and technical feasibility ([36 CFR 67.7](#) and [36 CFR 68](#)). The Standards have an inherent flexibility that facilitates their application to diverse projects, historic properties, and conditions. They are to be applied on a “cumulative-effect” basis, when the overall effect of all work in the context of the specific conditions of the property and the project is consistent with the property’s historic character.

The *Standards for Rehabilitation* require that the replacement of a distinctive feature match the old in physical and visual properties. While the use of matching materials is always preferred, the Standards purposely allow for the use of substitute materials when the use of original materials is not reasonably possible, such as in consideration of economic and technical feasibility or in new construction. They also provide additional flexibility in the treatment of secondary, less distinctive features that are less important in defining the historic character of the property. The *Standards for Rehabilitation* recognize that flexibility is appropriate to facilitate “a compatible use for a property ... while preserving those portions or features which convey its historical, cultural, or architectural values” (definition of “Rehabilitation,” [36 CFR 67.2\(b\)](#)).

Examples of Historical Use of Substitute Materials



Figure 2a. Casting concrete blocks to mimic quarried stone was a popular late 19th- to mid 20th-century technique. Concrete masonry units could be completed by local craftsman, saving time and shipping costs. Photo: John Sandor, NPS.



Figure 2b: The 19th century also produced a variety of metal products used to imitate other materials. Across the country, cast iron was used in storefronts to imitate stone. Photo: John Sandor, NPS.



Figure 2c: Stucco has been used to imitate a number of building materials for many centuries. Seen here, stucco was applied to a brick structure and scored to represent a stone façade. Photo: John Sandor, NPS.



Figure 2d: Terra cotta gained popularity in the late 19th century as a cheap and lightweight alternative to stone. Glazing techniques allowed the blocks to imitate a variety of natural stone materials. Photo: John Sandor, NPS.



These examples of one material used to imitate another, more often in initial construction than for later repair and replacement purposes, are referred to as *imitative materials* in the *Guidelines for Preserving, Rehabilitating, Restoring & Reconstructing Historic Buildings*, updated in 2017, that accompany the *Secretary of the Interior's Standards for the Treatment of Historic Properties*. These imitative materials, while evoking other materials, usually had distinctive qualities of their own and were not always a very close match in appearance to the historic material they were meant to imitate.

Many of the traditional materials discussed above are still available and used to replace damaged or missing original features, both to replace matching historic materials and sometimes as substitute materials. Because of their extensive use over time and their known physical and chemical properties, cast stone, cast iron, and terra cotta are well understood substitute materials. This continued usage and familiarity means their installation requirements and service life are well established, which in turn makes it easier to determine when and how to use these traditional materials as substitutes for a deteriorated material. However, innovation in replacement materials continues, and new products (many of them consisting of synthetic materials) are continually introduced. These non-traditional products are an increasing part of both the new construction and rehabilitation industries. Some materials, like glass fiber reinforced polymers, glass fiber reinforced concrete, or fiber cement, have been in use long enough for an accurate prediction of their service life and performance. Other newer, non-traditional materials may be too new to have established performance records, thus, understanding their material properties is critical, and their use should be approached with more caution.

## When to Consider Using Substitute Materials in Preservation Projects

According to the *Standards for Rehabilitation*, deterioration should generally be addressed through repair if in repairable condition. Repair can entail a variety of treatments that retain the unit of building material and remove and patch or replace only the damaged portion. This approach can be done with traditional methods and materials such as a dutchman, where like-kind material is precisely inserted into wood or stone, or it may employ other materials such as epoxies for wood repair or cementitious compounds for masonry. As long as the repair methods are sound and do not damage or accelerate the deterioration of the historic material, repairs are generally preferable to replacement of an entire element. More complex manufactured products, typical of more recent historic materials (as well as a lot of modern building materials generally), may be more difficult to repair, if they can be repaired at all.

There are situations, however, when the level of deterioration makes localized repairs infeasible and entire fea-



Figure 3: Incremental repair is best done using in-kind material to minimize differences in the performance characteristics that could negatively affect the overall assembly. Photo: NPS.

tures or units of historic material must be replaced. While achieving an effective match of all of the visual qualities of a material can be challenging, even when replacement is in kind, it can be even more challenging when the replacement is a substitute material. A good visual match is not the only consideration when a substitute material is to be used for incremental replacement within a larger assembly of historic material. When an individual siding board or a single block of ashlar is being replaced, it is usually best achieved with the original material. Introduction of a different material into an intact assembly requires that its inherent properties, such as expansion and contraction, moisture resistance, or permeability, be thoroughly considered relative to those of the surrounding historic materials to avoid causing damage.

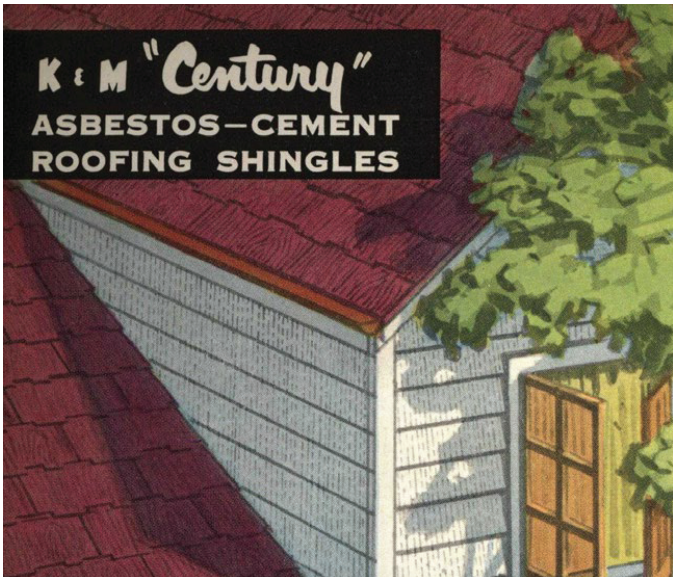


Figure 4. While occasionally used to imitate other materials such as wood or slate shingle, many asbestos shingles and siding materials had their own distinct shape and profile. No longer manufactured today, alternative materials must be found to replace these materials when they are distinctive features on a historic structure. Drawing: Association for Preservation Technology, Building Technology Heritage Library.

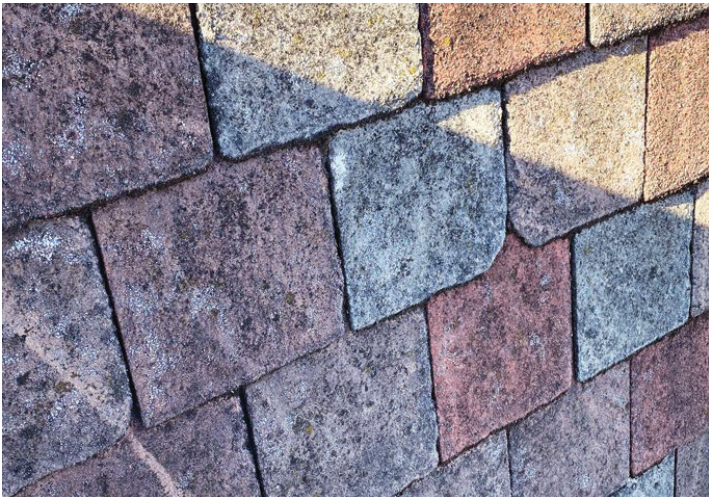
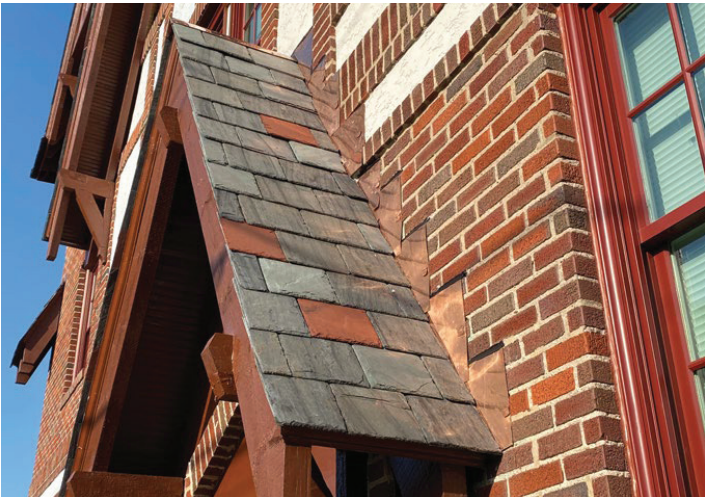


Figure 5. (Left) Asbestos shingles were often used as a substitute for traditional slate roof shingles. The historic asbestos roof on this rehabilitation project had reached the end of its lifespan and required complete replacement. (Right) Given the limited replacement materials available to match the historic asbestos shingles, utilizing natural slate was determined to be the best visual match for the original shingles and design intent in this instance. Photos: Crosskey Architects.



Circumstances in which the use of substitute materials may generally be considered appropriate, taking into consideration technical and economic feasibility reasons, include: the unavailability of historic materials; the unavailability of skilled artisans or historic craft techniques; inadequate durability of the original materials; the replacement of a secondary feature; construction of a new addition; the reconstruction of a missing feature; code-required performance; and for enhanced resilience and sustainability:

- **Unavailability of historic material.** A common reason for using substitute materials is the difficulty in finding a good match using the historic material (particularly a problem for masonry materials where the color and texture are derived from the material itself). This may be due to the actual unavailability of the material or to protracted delivery dates, particularly if the material cannot be sourced domestically. It is not uncommon for a local quarry that is no longer in operation to have been the source of an original stone. If another quarry cannot supply a satisfactory match, a substitute material such as dry-tamp cast stone or textured precast concrete may be an appropriate alternative, if care is taken to ensure that the detail, color, and texture of the original stone are matched. Even when the color is successfully matched, the appearance of a cementitious product may diverge from that of the historic stone as the substitute material ages.

Many manufactured materials that were used historically on buildings are no longer made. Terne-plated steel, which was the material most typically used for painted standing-seam or flat-seam roofing, is no longer made. However, because it was always painted, other metals including galvanized steel or copper can generally be substituted if painted. When the historic material needing to be replaced is a manufactured product developed as an imitation of

a natural material, which was the case with asbestos shingles meant to imitate slate, the natural material may now be an appropriate substitute material to consider for the manufactured one that is no longer produced.

- **Unavailability of skilled artisans or historic craft techniques.** These two issues can complicate any preservation or rehabilitation project. This is particularly true for intricate ornamental work, such as carved wood, carved stone, wrought iron, or cast iron. While skilled craftsmen may not be as difficult to find as they once were, there can still be limitations geographically, even in finding less specialized skills, and particularly if a project is small. Technical advances have allowed some stone or wood carvers to take advantage of computerized equipment, but complex designs will likely still require hand work. It may also be possible to mimic a carved element using a material that can be cast in a mold, adding significant efficiency where an historic element survives from which a mold can be made. Options for casting include aluminum, cast stone, fiberglass, glass fiber reinforced concretes, and terra cotta, but not all carved elements can be duplicated by a casting, and mold-making and casting still require skilled craftsmen.
- **Inadequate durability of the original material.** Some historic building materials were of inherently poor quality or were not durable. In other cases, one material was naturally incompatible with other materials on the building, causing staining or galvanic corrosion. Examples of poor-quality materials are very soft sandstones, which eroded quickly, and brownstone, which is vulnerable to delamination. In some cases, more durable natural stones may be visually similar enough to stand in for these soft stones but cast stone or another material may be needed to achieve an appropriate match.



The ready availability of manufactured ornamental wood features fed a nineteenth-century taste for decorative architectural details that were often used on the exterior of buildings with little concern for how they would be affected by moisture or maintained. Even old-growth wood from decay-resistant species often could not prevent features with severe exposure from eventually needing to be replaced. Today's available commercial supplies of lumber no longer provide the denser, more decay-resistant wood of old-growth forests, so even careful matching to species, which is not always possible, will not yield a replacement equal in performance to the historic material. Old-growth wood is likely to be very expensive, if it can be found, and may not be available from a sustainable, environmentally responsible source. When features with severe exposure need to be replaced or reproduced, substitute materials that are less susceptible to decay can have a longer life, and when the feature is painted, as exterior wood features generally are, the visual effect of a substitute material can be minimal.

- **Replacement of a secondary feature.** When it is necessary to replace a less distinctive, secondary feature that is less important in defining the historic character of the property, there is more flexibility in how it can be replaced. While it may be less important to find an exact match in materials when replacing



Figure 6. The dramatic difference in the number of growth rings between old-growth wood and wood that was recently harvested from second- or third-growth forests is indicative of the diminished dimensional stability and durability of most lumber currently available. Photo: Zachary Dettmore.

such a feature, the retention of the overall historic character should still guide selection of an appropriate replacement material. For example, replacing secondary features such as those with limited visibility (e.g., siding materials on a rear elevation) may permit replacement materials that are similar in appearance or character without having to be a perfect match.

- **Construction of a new addition.** The *Standards* require that new additions to historic buildings and related new construction be differentiated from the old as well as be compatible with the historic character of the property and its site and environment. Using materials that evoke, without matching, the historic material can be an effective means of achieving the needed balance between compatibility and



Figure 7. A new addition replaced non-historic construction on the rear elevation of this building. Fiber cement gives the addition a compatible appearance without replicating the exposure for thickness of the historic siding. Photo: Ward Architecture + Preservation.

differentiation for new additions and new construction. Even if differentiation is achieved through design rather than materials, there generally is no basis for requiring the use of matching historic materials for new additions and new construction as part of a rehabilitation project.

- **Reconstruction of a missing feature.** Many buildings lose significant features over the course of their lives for reasons such as those previously discussed. When a missing feature is to be reconstructed, the importance of matching the original material may be less important to the effect replacing the missing feature may have on the overall historic character and appearance of the building. Though replacement of missing features must be substantiated by documentary, physical, or pictorial evidence, in many cases the authenticity of the material may be secondary to the overall visual qualities. The use of a more cost-effective substitute material for the construction of a missing feature can often be an important factor in the feasibility of undertaking such work.

- **Code-required performance.** Modern building codes are regularly amended to require higher performance levels for new and existing buildings in such areas as life safety, seismic retrofits, and accessibility. Rehabilitation projects often trigger compliance with code requirements that were not in place when a building was constructed. Although building codes may often allow for the retention of historic materials and assemblies, substitute materials can offer an alternative in situations when the historic materials are non-compliant and cannot otherwise be reasonably retained. In these instances, a change in material may be appropriate to meet code requirements, while in other instances selecting the optimal code compliance method for the project may achieve code-compliant solutions that also allow for the preservation of a building's historic materials and finishes.

For example, fire codes may require increased resistance to flame spread for buildings within dense urban environments where building proximity and separation between buildings is a concern. Some substitute materials are non-combustible, have good ratings for flame spread, and can provide an alternative to help meet

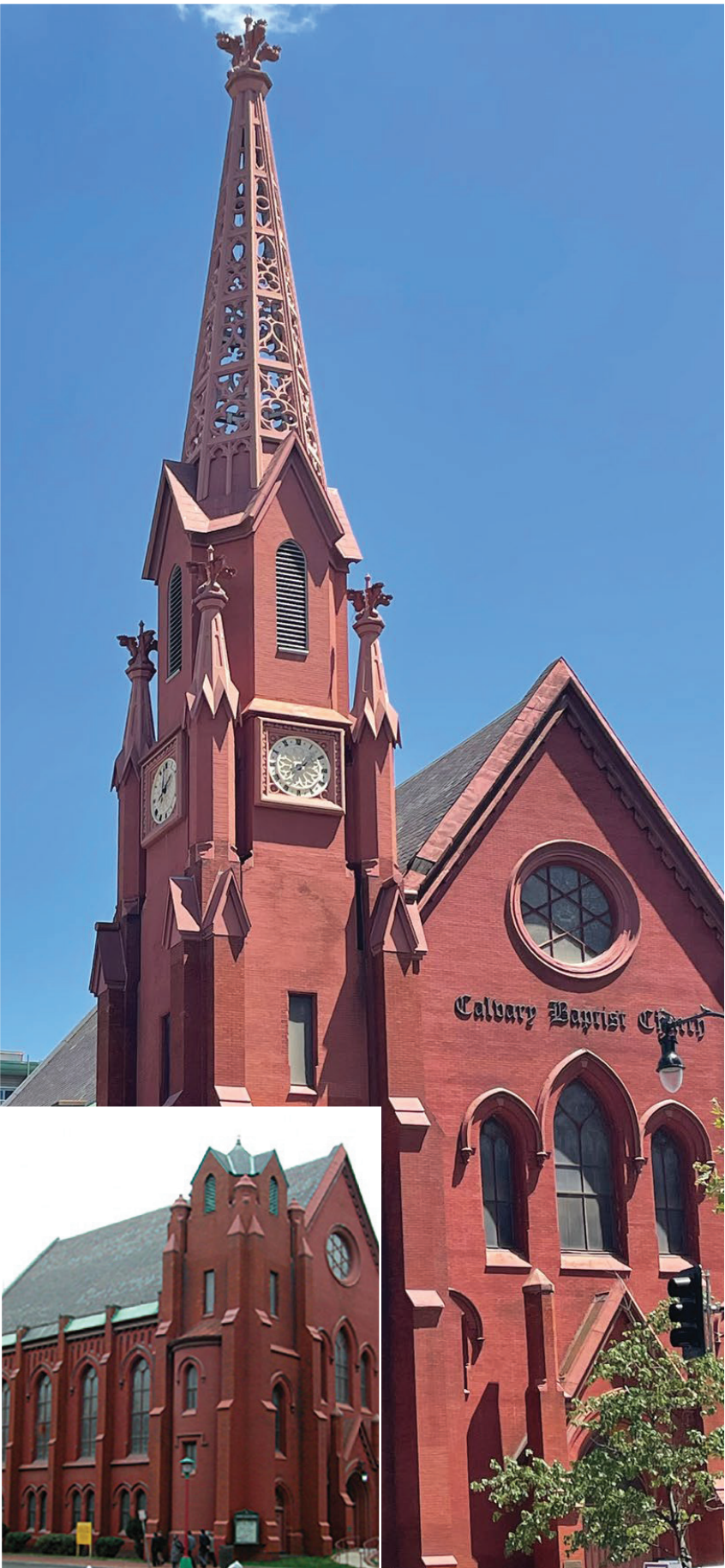


Figure 8. A long-missing cast-iron steeple was reconstructed in aluminum and fiber-reinforced polymer (FRP). Photo: John Sandor, NPS, Inset: Quinn Evans.



fire code requirements. Depending on the building component and the material, however, a substitute material may not resist fire any better than the historic material. In addressing code issues, all feasible alternatives should be considered to minimize the impact on the historic character of the building while still meeting code requirements.

With specific provisions in building code related to issues such as seismic hazards, the choice of materials for features inherently unstable in a seismic event can be a key part of a code-compliant retrofit solution. Elements at risk of falling such as parapets, finials, and overhanging cornices may be made safe by anchoring them to new structural frames. However, for some heavy masonry features, especially where there is deterioration or the feature is difficult to effectively brace, adequately anchoring the existing feature may not prove feasible. In such cases removing and replacing these features with lighter-weight replicas that incorporate a resilient structural framework can help preserve the historic character of the building while improving life safety performance.

- **Enhanced resilience and sustainability.** Wildfires, earthquakes, floods, hurricanes, and other extreme weather events put historic buildings and their occupants at risk and may require adaptive treatments that are more invasive than might be accepted in other circumstances, including related to the use of substitute materials. In these contexts, it is still necessary to try to minimize impacts on a building’s historic character as much as possible while still adapting it to be more resilient. Widespread wildfires, for example, have increased demand for fire resistant materials for the exterior building envelope. Flood events may necessitate the replacement of historic materials that have been damaged or inundated with hazardous substances in contaminated floodwaters. When undertaking repairs in such circumstances, substitute materials may offer greater resilience to anticipated future exposure to natural hazard risks.

Similarly, efforts to improve energy efficiency and performance may include the use of substitute materials as replacement components when modifications to building assemblies are required and the historic materials cannot be preserved. When evaluating substitute materials in the context of sustainability objectives, factors such as the environmental impact of production, the full life cycle of products, and the embodied carbon of the materials already in place should be carefully analyzed. There may be more sustainable choices for a replacement material, including the use of more traditional materials in place of manufactured products that may consist of non-renewable resources or hazardous materials. While some synthetic substitute materials are made from recycled materials or are otherwise sustainably produced, many are not repairable, salvageable, or recyclable themselves, and

they may have shorter lifespans to their historic material counterparts. When either greater resilience or sustainability is a factor, all feasible alternatives should be considered in finding a balanced approach that maintains historic character while meeting resilience and sustainability goals.

## Substitute Materials and Economic Feasibility

Economic feasibility is inevitably a concern when choosing a material for any part of a project, whether a historic or substitute material, but it should not be the sole determinant factor at the expense of maintaining the



Figure 9. Previously bricked-in openings below the flood line were reopened and new aluminum windows installed with cellular PVC trim detailed to hold back moderate flood waters and survive exposure to water. Photo: John Sandor, NPS.

historic character and historic integrity of a building. Other factors may prompt the consideration of a substitute material, such as the cost of maintaining the historic material, because it is comparatively difficult or costly to reach or access, or the frequency of required maintenance the historic material needs. Additionally, where in-kind replacement material is found to be prohibitively expensive, it may be reasonable to consider a substitute that offers an alternative and is a good physical and visual match. Not all substitute materials are, however, cost-effective replacements. Long-term durability and maintainability are other factors that should be considered in conjunction with initial cost.

Maintenance of a material, particularly where accessibility is difficult or expensive, can be an important part of a

cost evaluation. Maintenance costs should not be considered without also considering life-cycle expenses. While some substitute materials may offer reduced initial costs, they may be as or more costly than traditional materials to maintain over time. For example, many substitute materials are not readily repairable, necessitating full replacement when damaged. The cost to replace a material or assembly at the end of its lifespan may also be greater than the accumulated incremental expense to maintain the historic material, particularly if it is a more traditional, repairable material. Maintenance cost should never be the sole reason for replacing a historic material that is not deteriorated.

## Criteria for the Appropriate Use of Substitute Materials

Substitute materials must meet three basic criteria to be considered: they must be compatible with the historic materials in appearance; their physical properties must be similar to those of the historic materials, or the materials must be installed in a manner that tolerates differences; and they must meet certain basic performance expectations over an extended period of time.

- **Matching the Appearance of the Historic Material**  
Any material’s appearance varies depending on the nature of the material and how it is used. Some historic materials, such as wood and ferrous metals, were typically painted, making the color of the substitute unimportant, though the texture of the surface, which telegraphs through a paint layer, is still an important consideration. Texture can be a large part of distinguishing a material formed by hand from one that is machine-made. Many historic materials, such as most building stones, are used without any coating, making the color, pattern, and reflectivity, as well as surface texture, dependent on the material itself. Matching the color and surface

characteristics of a historic natural material with a man-made substitute can often be quite difficult.

When the color and surface characteristics of an existing material are important, cleaning the material should be the starting point for evaluating a potential matching material. In situations where there are subtle variations in color and texture within the original material, the substitute material should be similarly varied so that it is not conspicuous by its uniformity. If a material is custom fabricated, a sufficient number of samples should be supplied to permit on-site comparison of color, texture, detailing, and other critical visual qualities. For a manufactured product with preset choices of color or texture, it may be necessary to look at samples from more than one manufacturer to find the best match. Similarly, prefabricated products, such as roofing slate, may offer limited, if any, choice of unit size, which can be a critical factor for achieving a good match. A substitute material should not be used to replace distinctive, character-defining materials and features if an adequate match in design and appearance is not possible.

As all exposed materials are subject to ultraviolet degradation, samples of a new material, particularly when custom formulated, should be prepared during the early planning phases to allow for evaluation of the effects of weathering on color stability. When that is not possible, or if a prefabricated product is used, the fabricator or manufacturer may be able to identify regional locations where equivalent products have been installed long enough ago to get a better sense of how the material weathers and performs.

While a perfect match is the desired goal for replacing distinctive features, it is not always possible, even when the same matching material is chosen for the replacement. When any compromise



Figure 10. Polymer slates offer a choice of shapes but not sizes, limiting their ability to achieve a good visual match for some historic slate. With the size of the polymer slates (right) being nearly twice that of the historic slates (left), the scale of the entire feature is incompatibly altered. The molded edges of this material, which contribute to its ability to replicate slate, would be lost if each shingle was resized by cutting. Photo: John Sandor, NPS.





Figure 11. The thickness of the wood siding on the front (left) creates a deeper shadow line than is achieved with the fiber cement siding used on the side (right) elevation. While the exposure can be adjusted, fiber cement siding is not available in a matching thickness. Photo: John Sandor, NPS.

must be made in the precision of the match, it is wise to consider the vantage point from which the material will be seen. Sometimes what seems important at close range, such as variations in the texture of a surface, may be secondary to other aspects of the material when viewed from some distance. The closer a feature is to the viewer, the more closely the material and craftsmanship should match the original. An on-site mock-up using a sample of the proposed material can help evaluate whether it is an adequate visual match.

- **Matching the Physical Properties of the Historic Material**

Carefully chosen substitute materials can often closely match the appearance of historic materials, but their physical properties may differ greatly. These differences are most critical when incrementally replacing components of a larger assembly that retains significant historic material. The chemical composition of the material (e.g., the presence of acids, alkalis, salts, or metals) should be evaluated to ensure that the replacement materials will be compatible with the adjacent historic materials. Materials that will cause galvanic corrosion or other chemical reactions must be isolated from one another.

The thermal- and moisture-driven expansion and contraction coefficients of each adjacent material must be within narrow limits or be accommodated



Figure 12. Cellulose composite materials, like wood, expand and contract with moisture. Here it was used to reconstruct a missing storefront. Unlike solid wood that is dimensionally stable parallel to the grain, this composite moves equally in all dimensions, resulting in gaps that were not adequately anticipated in the design. Photo: John Sandor, NPS.

by carefully designed joints and fasteners. Joints can play a role both in accommodating movement of materials as well as in managing moisture, either to keep it from entering the enclosure assembly or to let it escape from the building envelope, or both. Because some synthetic materials are less permeable to moisture than more traditional materials, installations must take into account the potential to trap moisture and cause deterioration of historic and new materials. An assembly incorporating new and historic materials should be designed so that if material failures occur, the failures occur within the new material rather than the historic one.

During installation, surface preparation is critical to ensure proper attachment. Deteriorated underlying material must be removed or stabilized. Non-corrosive anchoring devices or fasteners that are designed to carry the new material and to withstand wind, rain, snow, and other destructive elements should be used. Since physical failures often result from poor anchorage or improper installation techniques, a structural engineer should be included in planning any major project. For readily available, off-the-shelf materials, manufacturers' recommendations for attachment and spacing should be followed.

Nearly all substitute materials have some properties that are different from the historic materials they may replace. Even when substitute materials are isolated from historic materials and features, it is important to understand the substitute materials' properties in order to use them successfully.

- **Performance of the Material Over Time**

When more traditional materials are used to replace damaged historic materials and features, their performance is predictable in most cases. An exception may be modern wood that has durability and other prop-

erties different than those of historic wood from old-growth forests. Many of the materials used as substitutes have been in use long enough to provide some idea of how they perform over time. Other material may only have test results from accelerated weathering. The length of manufacturer warranties may be an indicator of expected durability and lifespan. Warranties only predict a manufacturer's expectation of a product's performance and are no guarantee that the manufacturers will still be in business at the time needed to stand behind them. Just as new manufacturers emerge with new materials, others disappear. Where possible, projects involving substitute materials in similar installations and exposures should be examined before selecting a new, less-tested material. It is unrealistic to expect a substitute material, which can be quite different in composition than the historic material, not to age differently.

Even traditional materials will not perform well if not used or detailed appropriately, and experienced architects, engineers, fabricators, and installers rely on their professional knowledge and experience to ensure proper installation and techniques when working with familiar materials. This is just one of many reasons that using the original materials for needed replacement is usually the best choice. Some of the materials now available as substitutes have properties that differ greatly from the traditional materials they may be used to replace. It is critical to the successful performance of substitute materials that everyone involved in the selection, design, and installation fully understands the material's properties, especially how it is different than the material it is replacing, and how that will affect the surrounding materials and building systems.



Figure 13. Cast stone was used to effectively replace individual blocks of sandstone. Both the original (left) and the substitute material (right) retain similar physical and visible properties. Having weathered for over 30 years, some erosion of the binder has revealed quartz grains of the aggregate (inset), but it is only noticeable upon close inspection. Photo: John Sandor, NPS.

Many traditional building materials can be repaired either with traditional methods and materials or with more modern conservation techniques using substances like epoxies. However, many modern substitute materials (particularly synthetic ones) are not as easily repaired, if repairable at all, as their more traditional counterparts. Confirming that a material is repairable may be important for those used, e.g., where impact or significant wear or abrasion is likely.

Finally, it is critical that the substitute materials be documented as part of the historical record of the building so that proper care and maintenance of all of the building materials continue, ensuring the continued life of the historic building.

## Choosing an Appropriate Substitute Material

Once all reasonable options for repair and replacement in kind have been considered and sufficient justification for substitute materials has been established, the choice among the variety of substitute materials currently available must be made. Rapidly developing technologies allow a wide variety of materials to choose from that are intended to mimic historic materials. Many of the materials that were historically used as substitutes for more traditional historic materials have themselves become historic, and some of these early substitutes continue to be reasonable options as substitute materials today. No substitute material will exactly match the historic material in all aspects, but many are able to adequately match the appearance and relevant physical attributes to make for a potential substitute. If a substitute material is not



an adequate physical and visual match given the specific conditions of the building and the project, then it should not be used to replace distinctive, character-defining materials and features.

Listed below are various building components or features and the substitute materials which may, in some circumstances, be considered for use as possible replacement materials in a historic rehabilitation project consistent with the *Standards for Rehabilitation*. This list includes different substitute material options available today for these building features and poses questions that should be asked and considered when choosing between the original material and various types of substitute materials. This is followed by a list of some of the more commonly used, currently available materials that may have some applications as substitute materials and the properties of each that affect their suitability for use as substitutes. This list should not be read as an endorsement of any of these materials, generally, or their appropriateness for use as a substitute material, but it serves as a reminder that the successful use of any building material requires a careful consideration of its properties relative to where and how it will be used.

Historic Features and Substitute Materials

| Historic Building Features     |                                     | Masonry<br>Stone, terra<br>cotta | Architectural<br>Metals<br>Cast & wrought<br>iron, steel,<br>pressed metal | Siding<br>Wood, asbestos | Roofing<br>Wood shingle,<br>slate, tile | Decking<br>Tongue-and-<br>groove &<br>square-edge<br>wood | Molding / Trim<br>Wood |
|--------------------------------|-------------------------------------|----------------------------------|----------------------------------------------------------------------------|--------------------------|-----------------------------------------|-----------------------------------------------------------|------------------------|
| Potential Substitute Materials | Aluminum                            | ●                                | ●                                                                          | ●                        |                                         |                                                           | ●                      |
|                                | Cast Stone & Precast Concrete       | ●                                |                                                                            |                          | ●                                       |                                                           |                        |
|                                | Fiber Reinforced Concretes          | ●                                |                                                                            |                          |                                         |                                                           |                        |
|                                | Glass Fiber Reinforced Polymers     | ●                                | ●                                                                          |                          |                                         |                                                           |                        |
|                                | Fiber Cement                        |                                  |                                                                            | ●                        | ●                                       |                                                           | ●                      |
|                                | Mineral / Polymer Composite         |                                  |                                                                            | ●                        | ●                                       | ●                                                         | ●                      |
|                                | Cellulose Fiber / Polymer Composite |                                  |                                                                            | ●                        | ●                                       | ●                                                         | ●                      |
|                                | Non-composite Polymers              |                                  | ●                                                                          |                          |                                         | ●                                                         | ●                      |
|                                | Cellular PVC                        |                                  |                                                                            | ●                        |                                         | ●                                                         | ●                      |

The above chart lists materials that are sometimes used as substitutes for replacement of historic building features. Even within a given category, all materials may not be equally suitable as a substitute replacement material for the actual historic material or feature. Any substitute material should be selected based on its specific physical and visual characteristics, conditions, and intended application consistent with the Secretary of the Interior's Standards for Rehabilitation.

Considering Substitute Materials

Considering the use of a substitute material should begin with the following questions about the conditions and location where it will be used:

- Will the significance or visibility of the historic feature require a very precise match?
- Is the entire feature being replaced or just a component of it?
- Are pre-existing conditions contributing to the failure of the existing material, and, if so, how will they be addressed/corrected?
- Is the need for replacement due to inherent deficiencies of the original material?
- Will the material need to resist any environmental hazards such as flooding or fire?

Historic Building Features: Criteria for selecting an appropriate replacement material

Masonry

**FEATURES:** corbels, brackets, balusters, cornices, window and door surrounds, friezes, wall surfaces, horizontal surfaces, incidental ornament, columns

**HISTORIC MATERIALS:** terra cotta, cast stone, stone, concrete

**POTENTIAL SUBSTITUTES:** cast stone, pre-cast concrete, GFRC, GFRP, non-composite polymers (polyurethane), cast or stamped metal

Questions to ask about the replacement material:

- Can it serve a structural function?
- How is the material affected by moisture?
- Can the material survive flooding and be reused?
- Can it reproduce the surface texture of the original?
- Is its shrinkage in curing low enough to allow it to be molded from existing stones?
- Can matching color be achieved without a coating and with UV stability?
- Can an adequate match of the surface (color and texture) be achieved with a coating?
- Is a coating required?
- If it is not self-supporting, is it lightweight enough to be supported by an underlying framework?
- Can multiple original units be replicated with a single replacement piece?
- Where thermal movement is different from the original material, how will joints accommodate?
- Is the material combustible?

Architectural Metals

**FEATURES:** pilasters, door and window surrounds, cornices, incidental ornament, columns, spandrels, ceilings, sheathing, roofing

**HISTORIC MATERIALS:** cast and wrought iron, steel, bronze, lead, aluminum, and stamped steel (usually galvanized or terne-coated)

**POTENTIAL SUBSTITUTES:** GFRP, aluminum, non-composite polymer (polyurethane), GFRC, metallic/polymer composite

Questions to ask about the replacement material:

- Will the replacement material serve a structural or cosmetic role?
- Will it expand and contract with temperature change enough to require special accommodation in its installation?
- If part of an assembly of mixed materials, how will any expansion and contraction of the dissimilar materials be accommodated?
- Will the replacement material increase deterioration of the historic or surrounding elements, for instance due to galvanic corrosion, moisture entrapment, jacking of original material, off-gassing creating a corrosive environment, or poor original design of the historic material?
- How will the replacement material mimic the surface color/patination of the original material?
- If a coating is needed, what preparation is needed, and what is its durability or service life of the finish?
- What attachment and support systems are necessary?
- If the original element is structural, but the new material is not, how can supplemental structure be introduced to support the new?





Figure 14. Surface texture is an important aspect in matching the appearance of a historic material, especially when a material is viewed at close range. As seen in these two images, many of the substitute materials produced for siding and trim have an embossed wood grain, making them incompatible for replacing historic wood that was typically planed to a smooth surface. Some substitute products are available with a smooth surface as well. Photos: John Sandor, NPS.

## Siding

**FEATURES:** clapboard, tongue-and-groove or shiplap siding, board and batten, shingles

**HISTORIC MATERIALS:** wood and asbestos

**POTENTIAL SUBSTITUTES:** cellular PVC, wood fiber/polymer composite, fiber cement, mineral/polymer composite

### Questions to ask about the replacement material:

- What are the widths, lengths, profiles, thicknesses, and textures available?
- What, if any, are the finishing requirements, and/or is it available factory-finished?
- How well does it hold paint, and can prefinished surfaces be renewed?
- What tools are needed to cut it, and can it be machined?
- Does it absorb moisture and, if so, to what effect?
- Can the material survive flooding and be reused?
- Will it expand and contract with temperature change enough to require special accommodation in its installation?
- What characteristics can affect its handling (e.g., weight, flexibility, brittleness)?
- Does it have specific fastening requirements?
- Is it susceptible to insect damage?
- What is its impact resistance?
- Does it have a flame spread rating?
- What is the expected lifespan and/or warranty?

## Roofing

**HISTORIC MATERIALS:** wood shingle, slate shingle, asbestos shingle, clay tile, concrete tile, metal

**POTENTIAL SUBSTITUTES:** fiber cement, mineral/polymer composite, wood fiber/polymer composite, pre-cast concrete, metal

### Questions to ask about the replacement material:

- What sizes and shapes are available?
- What are color choices?
- What is the color stability of the new material, and how will it age/weather?
- What is the impact resistance?
- What is its flame spread rating?
- What are the installation requirements of the new material?
- Can the feature being replaced be custom-produced if ready-made ones of the new material are not an accurate match?
- What is the expected lifespan and/or warranty?

## Decking

**FEATURES:** tongue-and-groove, square-edge flooring

**HISTORIC MATERIALS:** wood

**POTENTIAL SUBSTITUTES:** cellular PVC, wood fiber/polymer composite, mineral/polymer composite, non-composite polymers (solid PVC)

### Questions to ask about the replacement material:

- What are the widths, lengths, and textures available?
- Is it site painted or prefinished?
- How well does it hold paint, and can prefinished surfaces be renewed?
- What tools are needed to cut it, and can it be machined?
- What dimensional span does its strength allow?
- Does it absorb water, and if so, to what effect?
- Can the material survive flooding and be reused?
- Does it require a drainage plane, or can it be installed atop a membrane?
- Will it expand and contract with temperature change enough to require special accommodation in its installation?
- Is it susceptible to insect damage?
- Is it impact resistant?
- Does it have a flame spread rating?
- What is the expected lifespan and/or warranty?



Figure 15. Tongue-and-groove porch flooring is manufactured in several different substitute materials. Each type has different properties, though most are more moisture-resistant than wood. The prefinished product shown can be painted when worn, but repainting is not recommended for some product choices. Photo: Oak Alley Foundation.

## Molding / Trim

**FEATURES:** run moldings, flat boards, casings, cornice, frieze, railings, balustrade, columns

**HISTORIC MATERIALS:** wood, metal

**POTENTIAL SUBSTITUTES:** cellular PVC, wood fiber/polymer composite, mineral/polymer composite, non-composite polymer (polyurethane), GFRP, sheet metal

### Questions to ask about the replacement material:

- What are the widths, lengths, and textures available?
- What, if any, are the finishing requirements and/or is it available factory-finished?
- How well does it hold paint, and can prefinished surfaces be renewed?
- What tools are needed to cut it, and can it be machined?
- Does it absorb moisture, and if so, to what effect?
- Can the material survive flooding and be reused?
- Will it expand and contract with temperature change enough to require special accommodation in its installation?
- What characteristics can affect its handling (e.g., weight, flexibility, brittleness)?
- Does it have specific fastening requirements?
- Is it susceptible to insect damage?
- What is its impact resistance?
- Does it have a flame spread rating?
- What is the expected lifespan and/or warranty?



# Potential Substitute Materials: Matching properties and performance needs

## Physical Composition and Properties

After assessing different material options based on the intended application, the appropriateness of a substitute material should also be considered in context of the material’s physical composition, associated properties, and necessary visual match.

### Aluminum

**MATERIAL:** Aluminum is a highly corrosion-resistant alloy that can be cast, wrought, or extruded. Molten aluminum is cast into permanent (metal) molds or one-time sand molds forming cast aluminum. Extruded aluminum is formed by passing heated aluminum through a die which produces the desired form. Wrought aluminum is worked using the heated metal and then bending, stamping, and otherwise shaping the metal. If not self-supporting, aluminum elements are generally screwed or bolted to a structural frame. Aluminum can be welded, but more often sections, particularly extruded ones, are mechanically connected.

**PROPERTIES:**

- Isotropic
- Lightweight
- Thermal movement greater than cast iron or wood
- Corrosion-resistant, but direct contact with other metals may trigger galvanic corrosion
- Lower structural strength than iron or steel
- Ductile - less brittle than cast iron
- Non-combustible
- Retains high definition through molding process and produces crisp profiles through extrusion
- Can be given a durable metallic finish through anodization. Surface etching required for paint adhesion
- Can be machined into a large variety of shapes/ dimensions



Figure 16. Aluminum is a highly corrosion-resistant metal that is commonly used as a substitute material for cast iron. Aluminum can be a more affordable and lightweight alternative to cast iron that retains a similar texture, shape, and maintenance cycle. Photo: NPS.



Figure 17. The balustrade consists of multiple prior campaigns of using cast stone to replace the natural stone. The effective match for the surface texture and color of the original stone allowed individual elements to be incrementally replaced only when they had failed, thus retaining the maximum amount of original material as long as possible. Photo: EverGreene Architectural Arts.

### Cast Stone & Precast Concrete

**MATERIAL:** A cement lime and aggregate mixture that is dry-tamped into a mold is generally referred to as cast stone. Cast stone is one of the original substitute materials. Its longevity has proved that the material ages compatibly with stone. A wet mix of cement and aggregate poured into molds also has a long history of being used to produce concrete masonry units mimicking stone and roofing tiles mimicking clay tile. Both methods have minimal shrinkage during curing, though they employ different curing and finishing techniques. Both can include reinforcing bars and anchorage devices installed during fabrication. The dry-tamp fabrication method is especially effective at producing an outer surface with the appearance of stone.

**PROPERTIES:**

- Isotropic
- Weight equivalent to stone
- Expansion/contraction similar to stone
- Water absorption may differ from that of any particular stone
- Can be structural
- Non-combustible
- Vapor-permeable
- May achieve a wide range of color and surface textures by varying mix, but use of pigments may reduce UV stability
- Can be coated
- May be tooled to match the appearance of tooled stone
- Repairs similarly to stone





Figure 18. Missing historic terra cotta spandrel panels on all floor levels were recreated utilizing glass fiber reinforced concrete (GFRC) replacements. New spandrels were fabricated as individual components and attached with metal clips between historic terra cotta piers. Photo: Kris Frail, Dewberry.



Figure 19. A new, lightweight fiber reinforced polymer is attached to a new metal armature to replicate damaged and missing elements of a terra cotta cornice. Photo: Quinn Evans.

## Fiber Reinforced Concretes (GFRC, CFRC)

**MATERIAL:** Fiber reinforced concretes are lightweight concrete compounds modified with additives and reinforced with alkaline resistant glass fibers (GFRC), or less frequently carbon fibers (CFRC). They are generally fabricated as thin-shelled panels and applied to a separate structural frame or anchorage system. GFRC is typically sprayed into forms, although it can be poured, and anchoring devices are included in the fabrication. The color is derived from the natural aggregates and, if necessary, a small percentage of added pigments. Because of its low shrinkage in curing, it can be produced using molds taken directly from the building.

### PROPERTIES:

- Isotropic
- Lighter weight than solid masonry
- Expansion/contraction similar to stone
- No load bearing capacity, so underlying framework must be used to accommodate any loads
- Material can be fire-rated
- Vapor-permeable
- Can be produced in larger sections efficiently reproducing repetitive elements or features that were originally made up of small individual units
- Large range of colors achievable by varying aggregates, but when pigments are needed UV stability may be reduced
- May be left uncoated or may be painted

## Glass Fiber Reinforced Polymers (FRP, Fiberglass)

**MATERIAL:** Fiberglass is the most well-known of the FRP products generally produced as a thin, rigid, laminate shell formed by pouring a polyester or epoxy resin gelcoat into a mold. When tack-free, layers of chopped glass or glass fabric are added along with additional resins. The surface gel coat can be pigmented or painted. Reinforcing rods and attachment devices can be added when necessary. Because of its low shrinkage in curing, it can be produced using molds taken directly from the building. Rather than being produced as standard components, FRP is custom fabricated for individual applications.

### PROPERTIES

- Isotropic
- Lighter weight than masonry, similar to sheet metal
- More thermally driven expansion than masonry or metals
- No load bearing capacity, so underlying framework must be used to accommodate any loads
- High strength to weight ratio
- Flammable
- Not vapor-permeable
- Can be produced in larger sections efficiently reproducing repetitive elements or features that were originally made up of small individual units
- May be difficult to match false joints in multi-unit assemblies to actual joints that need to accommodate movement
- Color can be incorporated into the surface gel-coat, or the surface may be coated





Figure 20. Cement board was used to replace a non-historic infill and mimics the configuration of a typical vehicular door of the period.  
Photos: Historic Augusta.

## Fiber Cement

**MATERIAL:** Fiber cement products are made from fiber, sand that is ground to a powder, cement, and proprietary additives to reduce moisture absorption. The fiber used in roof products is glass fiber alone, whereas siding and trim board products are primarily wood fiber. The material is formed with a smooth or textured surface, cut to standard sizes of panels, boards, or shingles, and cured in an autoclave. Roofing material has integral color, but board and siding products are produced with a primer, if not fully factory finished. Most siding and trim boards are embossed with a wood grain on one surface and are smooth on the other, the smooth side being the appropriate surface to imitate planed wood.

### PROPERTIES:

- Products are minimally orthotropic
- Heavier and more brittle than wood, limiting available lengths
- Very little thermal- and no moisture-driven movement
- Low water absorption, but not recommended for ground or roof contact
- Class A flame spread
- Resists insect damage
- Available in limited thicknesses and widths
- Not machinable, but may be cut with special carbide blades; cutting requires dust collection and personal protective equipment
- Cut edges require sealing
- Available unfinished, primed, or prefinished, and must be painted (with latex paint)
- 15-year limited warranty typical



Figure 21. A mineral polymer composite siding was available in the profile very similar to the historic siding. The replacement siding was used where the original material was almost completely missing beneath a more modern covering. Areas where the original wood was largely intact were replaced with matching wood to sustain more of the material integrity of the building. Photo: Belk Architecture.

## Mineral / Polymer Composite

**MATERIAL:** Calcium carbonate or fly ash are mineral ingredients held in a matrix of various polymers to produce materials formed or molded into a number of building products. Additives found in some of the roofing products include pigments and UV stabilizers. Some use a substantial portion of recycled material. Different combinations yield products with different properties, each formulated for a specific building component. When the material is fly ash with some glass fibers bound in a matrix of polyurethane, it is identified as polyash. Siding, trim, bead board, and deck products are primed or prefinished, whereas roof products have integral color.

### PROPERTIES:

#### Fly ash (siding and trim)

- Isotropic
- Heavier and more brittle than wood, and lacking structural capacity
- Little thermal or moisture-driven movement
- Sufficiently low water absorption to permit ground contact
- Class C flame spread
- Resists insect damage
- Available in limited thicknesses and widths
- Machinable with carbide tools blades; requires dust collection
- Cut edges do not require sealing

- Must be painted
- 30-year limited warranty typical

#### Calcium carbonate or recycled rubber (roofing)

- Isotropic
- More thermally-driven movement than slate or wood
- Little to no moisture absorption
- As shingles: lighter and more flexible than slate
- As tongue-and-groove decking: heavier and harder than wood
- Not vulnerable to insect damage
- Available in limited dimensions
- As shingles: Class 4 impact resistance, and flame spread ratings ranging from Class A to Class C depending on the specific product
- As shingles: integral color, that may be subject to fading
- As tongue-and-groove decking: prefinished with non-renewable finish, and can be cut with woodworking tools
- 50-year limited warranties on roofing products typical



## Cellulose Fiber / Polymer Composite

**MATERIAL:** Wood strands or fibers are coated with resin for moisture resistance and zinc-borate for insect and fungal-decay resistance, then consolidated under heated pressure. Solid composite core boards are cut from sheets of material, then factory-primed or finished. Resulting siding and trim board products can be referred to as engineered wood, fiber board, or hardboard. Products may be embossed with a wood grain or have a smooth finish, the smooth side being the appropriate surface to imitate planed wood. Siding, trim, and tongue-and-groove decking with a slightly different properties are produced by extruding polyvinyl chloride (PVC) combined with non-wood cellulose. Roofing shingles are molded from fine wood fibers, color additives, and UV stabilizers bound with polypropylene or polyethylene (thermoplastics).



Figure 22. A porch was reconstructed using posts fabricated on site from a smooth-surface cellulose/polymer composite material. Though the face of the posts are painted, the lack of paint on the bottom at the cut ends is not consistent with manufacturers' recommendations. This treatment will allow moisture to be absorbed, shortening the life of the new replacement feature. Photo: John Sandor, NPS.

### PROPERTIES:

#### Predominantly Cellulose (siding, trim and decking)

- Minimal thermal movement
- Resistant to moisture-driven movement
- Lighter and more flexible than solid wood, but lacks structural capacity
- Rice hull cellulose: can span typical floor-framing spacing as decking
- Low water absorption (for wood, no ground or roof contact)
- Class A or Class C flame spread
- Resists insect damage
- Available in limited dimensions
- Machinable with woodworking tools
- Wood cellulose: Cut edges must be sealed and may need additional surface prep for finish; must be painted if unfinished or primed, also available prefinished
- Rice hull cellulose: Accepts stain/paint, but no finish required
- 30–50 year limited warranty, depending on manufacturer

#### Predominantly Polymer (roofing)

- Minimal thermal movement
- Little to no moisture absorption
- Lighter and more flexible than slate
- Class 4 impact-resistance
- Class A flame spread
- Available in limited shingle size
- 50-year limited warranty typical



Figure 23. 3-D printing using various polymers is occasionally used to replicate missing metal or wood features. This new application is continually being refined, but the application can be successful when a painted, lightweight feature needs to be replicated. Photo: NPS.

## Non-composite Polymers

**MATERIALS:** The main two polymer materials used without significant other components are polyurethane and polyvinyl chloride (PVC). Polyurethane millwork is constructed of urethane foam created by mixing isocyanate and resin. The polyurethane mixture is kept under pressure in a mold as it expands to any desired shape. These molded products have a closed-cell, foamed core with a denser surface skin. Polyurethane products can have exterior applications but are more often used for interior features. Polyvinyl chloride (PVC) in a solid extruded form is another polymer that can have architectural application as tongue-and-groove decking. Various polymers formed using 3-D printing are also being explored as replacements for painted metal or wood ornamental features.

**PROPERTIES:** Each of the two groupings has distinct physical properties

#### Urethane Foam (moldings and decorative elements)

- Lightweight and flexible, but lacking structural capacity
- More thermally-driven movement than wood or stone, but less than cellular PVC
- Does not absorb water
- Flammable
- Resists insect damage
- Can be cut with standard woodworking tools
- Adhesive and mechanical fasteners both recommended for installation

- Supplied primed and must be painted (latex paint)
- Lifetime limited warranty typical

#### Solid PVC (flooring)

- Isotropic
- Heavier and less flexible than wood
- Minimal thermal movement
- Does not absorb water
- Strength to span typical floor-framing spacing
- Impact-resistance greater than wood
- Class A flame spread
- No insect susceptibility
- Good paint adhesion, but also available prefinished
- 20-year warranty typical



## Cellular Polyvinyl Chloride (PVC)

**MATERIAL:** Varying amounts of calcium carbonate and a foaming agent are added to melted PVC before passing through an injection die and then a calibrator to produce the shape and size of the finished product. Cellular PVC is produced as sheets, boards, and mold-ings. Differences in the specifics of the equipment and the rate of cooling create two varieties of product, with distinct properties. One is known as free-foam, having a fairly consistent structure throughout its section, and the other is identified as Celuka, having a skin that is denser than its core. This primarily affects the ease with which the product can be milled and shaped. The material is white and needs no applied finish. When produced for decking the material has a colored and textured wear layer over the PVC core.

### PROPERTIES

- Isotropic
- Lighter and more flexible than wood
- Less strong than wood (in tension and shear), but can span typical floor- framing spacing as decking
- More impact-resistance than wood
- Negligible water absorption; no moisture-driven movement, unlike wood
- Subject to thermal expansion and contraction significantly greater than wood, though the thermal movement is less for the same dimension than the cross-grain moisture-driven movement of wood
- For longer pieces, thermal movement requires manufacturer’s specifications to be followed for attachment, and inclusion of expansion joints when installed at low temperature (joints should be glued)
- Class A flame spread
- Resists insect damage
- Machinable with woodworking tools, though cut edges may need additional surface prep for finish
- Good paint adhesion; if painted, high light reflectance (HLV) is recommended to minimize heat driven expansion
- 25–30-year limited warranty, depending on manufacturer



Figure 24. Cellular PVC when painted can be used to replace deteriorated wood features. This beadboard set in a wood frame was not historically designed to shed water effectively and had deteriorated. Cellular PVC was able to match the appearance of the wood details, while its properties were well matched to the shady location, painted finish, and limited size and configuration within the overall assembly; thus, it should provide a long-lasting solution for this application. Photo: Jennifer Balson Alvarez, NPS.

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## Acknowledgements

John Sandor, Architectural Historian, David Trayte, Historical Architect, and Amy Elizabeth Uebel, Architectural Historian, Technical Preservation Services, National Park Service, revised *Preservation Brief 16: The Use of Substitute Materials on Historic Building Exteriors*, originally written by Sharon C. Park, FAIA, FAPT, and published in 1988. The revised Brief contains expanded and updated information as well as new color photographs describing the general issues and application of substitute materials on historic buildings.

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This publication has been prepared pursuant to the National Historic Preservation Act of 1966, as amended, which directs the Secretary of the Interior to develop and make available information concerning historic properties. This publication is available from the Technical Preservation Services website at <http://www.nps.gov/tps/> or hard copies may be purchased from the Government Printing Offices at the U.S. Government Bookstore at <https://bookstore.gpo.gov/>. Comments about this publication should be addressed to Technical Preservation Services, National Park Service, 1849 C Street, NW, Mail Stop 7243, Washington, DC 20240, or by email to [NPS\\_TPS@nps.gov](mailto:NPS_TPS@nps.gov).

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October 2023





State of Texas

County of Brazoria

City of Freeport

BE IT REMEMBERED, that the City Council of Freeport, Texas met on Monday, October 21, 2024 at 6:00 PM at the Freeport Council Chamber located at 430 North Brazosport Blvd. , Freeport Texas for the purpose of considering the following agenda items:

City Council:

- Mayor Jerry Cain
- Councilman Jeff Pena
- Councilman Jarvis Davis
- Councilman George Matamoros
- Councilman Winston Rossow

Staff:

- Lance Petty, City Manager
- David Olson, Interim City Attorney
- Clarisa Fernandez, City Secretary
- Ashlee Ferguson, Interim Finance Director
- Toby Cohen, IT Manager
- Donna Fisher, Human Resource Director
- Crystal Ruiz, Executive Administrative Assistant
- Rudy Ragle, Public Works Director
- Wade Dillon, Main Street Director
- Laura Cramer, Special Projects Supervisor

|           |                |                  |
|-----------|----------------|------------------|
| Visitors: | David McGinty  | Con McCleester   |
|           | John Jasso     | Diane McCleester |
|           | Melanie Oldham | Sam Reyna        |
|           | Pamela Dancy   |                  |

**Call to Order:**

Call to Order - Jerry Cain, Mayor

Mayor Cain called the meeting to order at 6:00P.M.

Invocation - Councilman

Councilman Rossow led the Invocation.

Pledges - Pledge of Allegiance to the United States; Pledge of Allegiance to the State of Texas.

Councilman Rossow led the Pledge of Allegiance to the United States and the Pledge of Allegiance to the State of Texas.

Audience Participation – Anyone who has registered to speak prior to the meeting being called to order and desires to address the City Council will be heard at this time, or during the discussion of an item listed on the agenda. These forms are located by the City Secretary. After completing the form, give it to the City Secretary. She will give it to the Mayor. The Mayor will call on you when that item is presented, once a motion has been made by Council then public participation will not be allowed. You will have four (4) minutes to make your comments regardless of the number of agenda items to be addressed.



Melanie Oldham resides at 1206 West Broad Street. She said she mentioned a year ago she took a new job working with a nonprofit, which just turned out to be a 50-hour plus a week job, and she travels a lot, but she has been watching the Council as much as she can City Council meetings and other City meetings online. She said first of all, a year ago, the City Council made her the liaison between the City Council and the MUD #1 Clinton Wong's Industrial MUD which she attended the majority of the meetings, and even though it is really hard to ask questions as the liaison at those meetings, she has asked them, and she would like to request that at the next City Council meeting the Council will put her on the agenda and she can give a full report of what she has heard last year of what actually is happening out there regarding the Industrial MUD that he is again demanding that the Council combine with a Residential MUD. Ms. Oldham said she watched online as Mr. Matamoros and Mr. Davis asked good hard questions which were not answered even by Mr. Wong or his lawyer, who she knows very well. She said it was almost like *déjà vu*. She said Mr. Pearson and herself and others in the room were at RiverPlace in 2014 when Mr. Clinton Wong stood up there and made his presentation about how he was going to have an industrial and a residential, and he was going to combine them over there on the urban renewal land and, of course, that never happened. She said he said that he was going to take and people do not know but the AE flood zone is a quarter of that land and somebody asked the question to Mr. Wong about how close he was to getting the VDD and the City to approve the flood management drainage plan and there was no answer. Ms. Oldham said he is no closer probably than he was 5 to 10 years ago for good reason because he will not develop the entire piece of land, and he wants to do it in little pieces the way his engineer partner and him want to. She said she hopes the Council will put her on the agenda, and she would love to talk to them about what she knows. She said Mr. Wong had told her that he had talked to each and every single one of the Council members by phone and just to hear from other people like Mr. Pearson who remembers what he said 10 years ago and here they are. Ms. Oldham said she had not been there, but down the road there will be discussion on the TIRZ money and again, just as an educated member of the public that has attended EDC and TIRZ meeting for 13 years, she thinks at some point the City Council will ask for opinions on how to use the \$600,000 whatever it is sitting in the TIRZ fund that will be coming up. She said there were a few that went to the Historical Main Street Visioning meetings, maybe around 20 but at both meetings what they recommended over and over was to get with the Charter Committee and, must divide the Historical Main Street Board into two boards and go out and get people and she had been hearing for six months that they will get with Mr. Olson and going to figure out if this can be done and get the Charter Review in changing that. She said, but because of that, things are happening downtown that should not be happening, like buildings being torn down. She said the ordinances have in there how Main Street and the separate Historical Board were operational they could stop that kind of stuff until they have time to help people get grants and other funding for their buildings downtown. She said she does not know why it seems like things are going slow and hopes Mr. Olson is looking into that because it is not only her asking those questions and would like an answer as to if the Charter allows to call a special charter review and fix it so they can divide those two committees. She said \$70,000 was paid to the company and the City needed to get the \$70,000 worth.

Pamela Dancy resides at South Front Street. She said she had not seen and it is not just her speaking anything on the agenda or at the executive meetings about the \$345,000 of what is going on with that. She said also about the attorney that is working on that that has not pulled subpoenas for the contractors' bank accounts, or whatever, and she would like to have an update on that or said in an executive session at least. She asked Mr. Petty she does not recall but she thinks the City is getting funds for coming into Freeport and is the county is supposed to fix that, or is it the state coming into Freeport? City Manager Lance Petty said that it is TXDot. Ms. Dancy asked if that was in 2025? Mr. Petty said yes. Ms. Dancy asked if Mr. Petty knew when in 2025? Mr. Petty said February.

Yessenia Cardenas resides at the 1400 Block of West 10th Street. She said she had been living there since 2015, and she had worked that whole time, and so she did not have an issue with the school zone. She said,

however, now that she had a baby, she used to work around the school schedule. She said this time she wanted to get inside her house, and she needed that driveway unblocked. She said she had been having issues with cars blocking her driveway and when she tries to honk at them and tell them that she lives there, they are very rude to her, and they do not let her in, and they think that she is cutting. She said she had been calling the Freeport PD, and she had been calling the BISD and at first they were putting it between each other, and she had been calling the school, and then she finally got it worked out, and they did clear it up. She said, and then it came to her knowledge that the school zone is actually supposed to go down 11th Street versus Pecan Street and had a teacher out there redirecting traffic, and so they got it to go down 11th Street then you have a couple of bad apples that try to cut, and she has seen where there is almost an accident, and she knows that the Freeport PD has officers that are on patrol duty for traffic and then other ones take the other calls. She said she does not really expect an officer out there 24/7, but until this gets situated she would like for somebody to be out there, whether it is the school, Freeport PD, somebody out there that redirects traffic again because with the week break the school just had, they are down Pecan Street again and not only do they block her driveway she has videos where they will block the street intersection in front of the stop sign they are blocking that lane and in order for her to go around she has to go into the oncoming lane and there is a lot of traffic around that time. She said she would be back until it gets resolved, and her voice would be heard.

Sam Reyna resides at 2002 North Avenue G. He said the photos that he gave to the Council were taken on Sunday the 13th a week ago. He said Ameriwaste picking up bulky and green waste and was doing the disposal manually. He said Ameriwaste has grabbing trucks at their disposal to properly do the job. He said last time he saw a grabbing truck being used in Freeport was January 2022. He said Ameriwaste has to provide vehicles and equipment to perform the work and render the services required by the contract, but they are not doing it and that is a breach of contract. He said bulky and green waste was being picked up from residential properties, and he would consider this a residential collection and Section 4 of the contract states no residential collection should be made on Saturdays and Sundays unless the contractor is directed to do so by the City. He said he just found out that, yes, the City did give them a permit and thanked the Council for making Ameriwaste do their job. He said the first photo he pulled up behind the truck and was there approximately 12 minutes, and he did not know how long it had been there and how long they were there after he left, and he did not see no flaggers, no cones, no barricades, and it was definitely a safety violation. He said in Section 13 of the contract, it states that the contractor shall provide the work in accordance with applicable laws, codes, ordinances, and regulations of the State of Texas and the United States and in compliance with OSHA and other laws they apply to its employees, the contractor shall be responsible for instructing its employees concerning safe working habits and shall be responsible for complying with all OSHA regulations. He said maybe cones and barricades were not necessary, but a flagger was needed to direct traffic around the working area. He said safety is first. He said the first photo was taken in front of his front yard and that debris had been there for so long it burned his grass, and it was picked up on Sunday, but it was too late, and the damage had already been done. He said the rest of the photos show their front yard. He said Mrs. Nicole and himself have a lot of hours invested in the yard, and it stresses him out seeing the burn spots. Mr. Reyna said Ameriwaste is not doing their job and citizens are burning their green waste in their backyards because of that. He said Waste Management was picking up heavy trash once a week and bulk waste twice a week. He said Waste Connections was picking up bulky waste weekly, not every month, but weekly. He said Ameriwaste took them almost three years to properly pick up bulky and green waste and that was last Sunday with manual labor and the fleet of trucks. Mr. Reyna asked and they have a seven year contract? He said Ameriwaste is supposed to pick up bulky waste once a month and in his area it is every third Thursday of the month, and they do send out the trucks but only pick up some and not all. Mr. Reyna said if they use grabbing trucks they have some they can always pick up, and he knows they have some. Mr. Reyna said to get rid of the company, and they are not fit for Freeport.

### **Consent Agenda:**



Action regarding Minutes, October 7, 2024 and October 8, 2024. - Clarisa Fernandez, City Secretary

Approval of Road Closures for Dia de Los Muertos Procession on Friday, November 1, 2024 from 6:00PM to 8:00PM.- Wade Dillon, Main Street Director

A motion was made by Councilman Matamoros to approve the Consent Agenda, seconded by Councilman Rossow with all present and voting "Aye" 5-0. The Council unanimously approved the motion.

### **Proclamations - Presentations and Updates**

Presentations – Brazoria County Veterans Parade Committee recognition of the City of Freeport's participation in the 25th Anniversary Parade- John Jasso

John Jasso chairman of the Veterans Organization of Brazoria County presented a recognition plaque to the City of Freeport and to Special Projects Supervisor Laura Cramer for entertaining the Veterans Day Parade in Freeport.

Upcoming Events - Fright Night October 24th @ FMP Riverplace 6:00P.M.-9:00P.M.  
Community Clean up November 2nd 8:00A.M.- 12:00P.M.  
@ OA Fleming 431 West 4th Street

City Manager Lance Petty gave an update on upcoming events.

### **Business**

Consideration and possible action approving Resolution No. 2024-2889 appointing member(s) to the Beautification/Parks and Recreation Committee.

City Manager Lance Petty said the Beautification/Parks and Recreation Committee has two vacancies due to the resignation of Mr. and Mrs. Johnson and their terms are due to expire May 31, 2025. He said the appointment would be to fill out the remainder of the term and at the time this memo was prepared, the City had received an application from Robert J. Dohle.

A motion was made by Councilman Rossow to appoint Robert J. Dohle to the Beautification/Parks and Recreation Committee, seconded by Councilman Matamoros with all present and voting "Aye" 5-0. The Council unanimously approved the motion.

Consideration and possible action approving Resolution No. 2024-2890 authorizing a revision to the City of Freeport Policy Handbook Chapter 5- Standards of Conduct revising Section 5.23 Information Resources Acceptable Use (AUP) and Security Policy Agreement.

Human Resource Director Donna Fisher said this is to add Section 5.23A to the policy manual in order to comply with Senate Bill 1893 that was passed in the 88th legislature. She said the City is to have a policy in the policy manual that bans TikTok and other technology that the governor deems to be a security risk from all City owned and lease devices. She said this policy will meet those requirements.

A motion was made by Councilman Matamoros to approve Resolution No. 2024-2890 authorizing a revision to the City of Freeport Policy Handbook Chapter 5-Standards of Conduct revising Section 5.23 Information Resources Acceptable Use (AUP) and Security Policy Agreement, seconded by Councilman Rossow with discussion that followed.

Mayor Cain said this is banning the use of TikTok and others as mentioned on City owned and City leased devices. Mayor Cain asked if someone wants to TikTok on their own time on their own is that fine? Human Resource Director Donna Fisher said that is not prohibited by this policy.

Mayor Cain called the motion to a vote with all present and voting "Aye" 5-0. The Council unanimously

approved the motion.

Consideration and possible action approving the proposal from IAD Architects for professional architectural and engineering services to design and produce construction contract documents for the renovation of the Pixie Heritage House.

City Manager Lance Petty said staff had previously on two occasions brought to the Council for approval of architectural and design for the renovation of the Pixie Heritage House. He said the City Council requested on both occasions requested to get additional quotes. He said staff had reached out to other firms and did not receive any additional quotes. He said staff elected to advertise the project through an RFP in an effort to allow other firms to bid on the project. Mr. Petty said the City advertised the project on September 26, 2024 and again on October 3, 2024, with a bid opening on October 10, 2024. He said the City received a proposal from Integrated Architecture & Design, LLC (IAD) for the amount of \$43,917.00. He said the proposal included: architectural design and construction contract documents, structural engineering, and windstorm engineering and inspections. Mr. Petty said the Pixie House has been inoperable for a number of years. He said the City in the past had a renovation project completed and shortly after that time, the building started having issues regarding water infiltration in the building which has caused damage to the windows, walls, ceiling, and flooring. He said the City had budgeted \$375,000.00 to make the necessary repairs. He said this building in the past was heavily used as a rental venue and an additional source of revenue for the City. He said this building is in the downtown district, and it is important not only to have an additional rental space for the public, but to preserve the building for revitalization of the downtown. Mr. Petty said, once approved, IAD Architect and Design will be tasked to provide the required documents for the advertisements for construction. He said staff would bring proposals back to the Council at a later date for selection of a contractor to perform the work.

A motion was made by Councilman Matamoros to approve the proposal from IAD Architects for professional architectural and engineering services to design and produce construction contract documents for the renovation of the Pixie Heritage House, seconded by Mayor Cain with discussion that followed.

Councilman Davis asked if this was to do no work? City Manager Lance Petty said correct they have to do the architectural design, and they have to bid the specifications to be able to bid the project out, but it includes the windstorm engineering and everything else for the project.

Mayor Cain asked City Manager Lance Petty if he recalled the last time this was discussed with IAD what their fee was? City Manager Lance Petty said \$39,000. Mayor Cain said it has gone up to \$4,000.

Councilman Pena said he had two questions and they were why and who? He said he was asking why they are doing this, and it was \$39,000 before it was brought to the Council before, and said to take it back out to get other bids but the real push at the time was to make sure to not waste \$39,000, and now they are on the verge of wasting \$44,000. He said he wants to be crystal clear, and he wants Pixie House redeveloped, reemployed, and reutilized. He said there had been restaurant businesses that have gone through the downtown who have asked to occupy and lease it, and it was his understanding that they would be willing to do the renovation or that there would be some agreement on their part to help absorb those costs in exchange for a generous lease. He said that is something that the EDC he would hope would be trying to facilitate. He said he had a problem with the Council, as he mentioned, six months ago when this came up and prior that they are looking to spend \$30,000, tens of thousands of dollars, \$39,000 last time, and \$44,000 this time, and he can not image what cost increased to get it from 39 to 44 but simply put you can get an engineer to get all the windstorm and all the other structural information for \$2,500. Councilman Pena asked who were the guys that just demolished the Whites Cafe or the building that the EDC owns? Councilman Pena said it was the construction company that is actually in the downtown district over off of Second Street. He said they did the demolition for the EDC building. Councilman Pena asked Mr. Ronnie Martin if he remembers what that construction company was? Councilman Pena said he would hope that the City Manager would know or anybody in permitting since they had to get a permit to demo it and was wondering who that was?



City Manager Lance Petty said he knows who it is but can just not remember the name. Councilman Pena said he googled it, and he could not see it, but that company there could have easily demolished it or at least assessed it because they do remodeling and there are a handful of other construction companies in town. He said there were a handful of other companies in town, and he was just thinking why not just pick up the phone and asked them "hey can you give a bid on what it would take to fix it". He said, because about three and a half years ago he did just that while he was on the EDC board, and he got an estimate of about \$250,000, and he knew it was in the budget 375, but at no time was there ever any discussion about hiring somebody at \$40,000 or even \$20,000 or \$10,000 to say what a general contractor will say for free. He said he is hoping that they think about why they are doing this. He said he thinks they should basically look for a local contractor that would do it for probably less than \$5,000 and give that same information in the hope that they actually get that job. He said the second thing he wanted to ask was who was doing this and who we are asking to do this is IAD architects? He said this was a very important question because they have been down this road because a year and three days ago it was brought up that the Covarrubias fiasco had been revealed. He said he just wanted to let everybody know that a year ago, when this Covarrubias \$345,000 misuse of City funds, illegal wires or however you want to frame it, which he believed Ms. Oldham had actually asked about or was it Ms. Dancy? Mayor Cain said to Councilman Pena Covarrubias does not have anything to do with Pixie House. Councilman Pena said correct, but IAD does and wants to mention the role in that whole transaction was in March of that year of last year they were tasked with this very responsibility to go out and get general contractors to present to the City to give bids and give all the parameters and all the scope of work for the City and the problem was in that whole endeavor of theirs it was later found out in November, he said mind you this was March and this was voted on in June. He said they voted on June and the vote was 4 to 1 and he was the one to dissenter, but more importantly, at the time of November last year or October last year, it was discovered that IAD had included a letter of recommendation for one of the contractors, and he thought well that kind of really kind of messes up the whole sense of objectivity of the process. He said he does not think they asked for who they recommended but was sure they could have given a recommendation the way that staff always does but that the fact that they included a letter really pushing Covarrubias was really suspect to him back in November when this all came out. He said what is even crazier is that in July when that wire went out, the month of August was spent with IAD architects being a part of trying to get Covarrubias back on track and some people say maybe part of the cover up, but what stands there today is when Ms. Dancy asked where they are with that investigation and, well the truth of the matter was it has been his position that IAD is still part of that investigation, and he can not in good faith include them in any City business going forward until that is resolved and making sure that in fact their name is cleared of any malfeasance. He said that is all he wanted to ask why they are doing it, it is a waste of money and who they are doing it with, and said they have to ask are those good actors.

Councilman Davis said one of the statements that was just made the IAD group and asked if they were involved in the placing of getting bids for the other company that was lost out on that company? He asked if they were involved in the letter of recommendation and then used that company and then got burnt? City Manager Lance Petty said he personally had not seen the letter of recommendation. Councilman Davis asked if they were involved on like they are doing now going out and looking for bids and contractors for the job? Mr. Petty said that is typical for all engineers and architects, and they build the scope of work, and then they put the RFP, and then the City advertises to get the contractors in. Councilman Davis said he was asking if this was the company that did the same thing and did the City pay them to do that? Mr. Petty said yes.

Mayor Cain said the City has used IAD in several projects in the past and this, to his knowledge or at least for the time he has been on the Council, was the first incident they had with them. He said, as far as them doing their job yes they are going to look at it and they are going to create a scope of work, and they are going to put it out for bid the contractors are going to come in, and they vet the contractors, and then it goes to the Council and the Council takes it from there. City Manager Lance Petty said they would do the same thing they did with City Hall they are there to design the contract documentation and specifications, and they

receive pay applications from contractors and review all their submittals for review they do all the inspections. Mr. Petty said outside that they are not involved with the contractor itself. Mayor Cain said this is money that has been sitting in this particular fund for several years as the Pixie House is just sitting there and going to waste.

Councilman Pena said what gives him the most heartburn about the who is the letter or recommendation, but then in the month of November of last year, when IAD was asked by him if they thought Covarrubias could actually be worked with to get the work done, and they said no. He said which runs counter to their recommendation six months earlier but then he asked another question if they even thought they could do the job and the answer was a no, which again flies in the face of that recommendation six months earlier. He said he would say the \$345,000 still has not been accounted for and still has a piling of legal fees but the last part yes, that money is set aside and thank goodness, it had not been wasted or for that matter wired to another contractor that is going to run off with it while the City does not have their ducks in a row. He said he just wants to make sure that they are working with good contractors that they can trust that have been vetted, and then legal can make sure that the contractors are written correctly so that the City is not in a lurch out of \$345,000 or in this case, \$375,000.

Mayor Cain called the motion to a vote with all present and voting "Aye" 4-1. The Council approved the motion. Councilman Pena voted "Nay".

Consideration and possible action approving Resolution No. 2024-2891 accepting the financing proposal from Government Capital to fund the Ameresco Water Meter Project.

Interim Finance Director Ashlee Ferguson said the City of Freeport has been gathering financing proposals to find the most desirable rates and repayment options. She said the Council approved the contract with Ameresco on October 7th to begin implementation of an advanced metering infrastructure system and meter replacement project. She said the project is guaranteed to offset the implementation costs through operational savings and revenue increases from inaccurate meters. She said if the guarantees are not met, Ameresco will write a check for the shortfalls or replace failed equipment. She said staff has been seeking financing proposals to cover the initial cost of installation with payment terms that would allow the increased revenue to cover the payment. She said Governmental Capital submitted two proposals and Webster Bank submitted one proposal. Ms. Ferguson said Governmental Capital presented the most desirable option of a 15-year financing proposal for \$3,500,000.00 with an interest rate of 4.45% and annual payments of \$337,856.32 beginning eighteen months from funding. She said the Turnkey Project cost is \$3,480,210.00, O&M Cost Savings of \$93,000.00 a year and the capture of lost water and unaccounted for revenues due to inaccurate meters are projected to be over \$305,000.00 in year one. She said the increased revenues between O&M savings and unaccounted for revenues will cover the 15 payments as proposed by Governmental Capital with repayment terms beginning eighteen months from funding and staff felt most comfortable with the fact that the City will see the increased revenues before a payment is due with this financing proposal option. She said the recommendation is to accept the financing terms from Governmental Capital with payments beginning 18 months from funding.

A motion was made by Councilman Matamoros to accept the payment amount for the 15 payments of \$337,856.32 beginning 18 months from funding as it has been presented in the packet, seconded by Councilman Rossow with discussion that followed.

Councilman Pena said he had in his hand and asked if they remembered that scene in that movie Dumb and Dumber when they spent all the money, but they had a whole bunch of post-it notes saying I owe you? He said he has the I owe you that Ameresco is going to give the City when they fall short and the reason he says that is not to be funny but to really make the Council think of what a blind promise sounds good and throw in the undercoating, throw in the spare tire, and throw in the free oil changes to. He said he asks why they are doing this and who they are doing this with? He said he was asking himself where they are going to get this money? He said he keeps thinking of the fact that two months ago the previous CFO stood up there and



said there was not enough money and had to tighten our belts. He said the budget was passed 4 to 1, and he was against it because he did not trust the numbers, and he did not trust the message, and here they are still with more information and more surprises, just adding on \$40,000 here, \$44,000 there, and \$375 here, and another \$3,480,210.00 here and there with a blind promise that this is going to be paid back if there is any shortage. He said might as well hold on to the I owe you's that he has. City Manager Lance Petty said it was not a blind promise, and they were paid to do a study of the meters and also had a third party to review those numbers and guarantee those numbers, and so it was not a blind promise. Councilman Pena said his contention at the last meeting, and he knows there was a workshop six months ago that he was at and another workshop that was basically reiterating the same thing, but at the last Council meeting when they talked about moving this chess piece forward or checkerboard piece forward because it is not complicated and this thing got moved forward and no questions asked and just keep spending the money. He said he thought about Ameresco and the thing he brought up at the last Council meeting was and asked Mr. Mayor, Mr. Petty was, why are they doing this when they do not have the money in place and the staffing is discombobulated. Councilman Pena said he knows the comment at the meeting was no it is not. He said he was glad that he has some kind of verification of what he was saying because he could say that and asked Mr. Petty if we are whole in the water department, do we have our staff, supervising staff or do we have job postings out for that job position currently? City Manager Lance Petty said currently yes. Councilman Pena said this just makes his point that they are not ready and the water department is still disorganized, we still need the proper leadership in that department before they move forward. He said he was just a messenger, and it would go 4 to 1 but he just wanted to make sure he always did his job as an elected official to inform the public and go on the record so that nobody could say nobody said anything. He said he has the I owe you's and it was a dumb and dumber agreement.

Mayor Cain said he would like to answer one of the questions and the reason they are doing this is to make sure the City gets paid for the water that is being distributed plain and simple. He said the City pays for it and the end user needs to as well.

Councilman Rossow asked if Ameresco had said they were saving the City money? Interim Finance Director Ashlee Ferguson said yes. Councilman Rossow said four of the Council believe that this will be saving money by putting these meters in and asked if this was correct? Councilman Rossow said he was just trying to figure out where the problem is. Councilman Rossow said dumb and dumber. He asked who is dumb? Councilman Rossow said four of the Council members are dumb and only have one smart guy up there. Councilman Rossow said he knows this sounds crazy.

Councilman Matamoros said they had two workshops on this, and he attended both of them. He said he asked questions and those answers were satisfied with data which they were given. He said he likes to look at data and looking at this he reads his packet on Friday when he receives it Saturday and Sunday. He said he makes sure he was going over everything, and it looks like in the packet it states the first year the City would recover \$305,000 and asked if this was correct? Interim Finance Director Ashlee Ferguson said yes, that is correct. Councilman Matamoros said for lost water and unaccounted revenues due to inaccurate meters. He said then, annually, in addition to the capture of those that amount they are going to save is another \$93,000 and asked if this was correct? Ms. Ferguson said yes. Councilman Matamoros said to push it over the top, Ameresco said the meters are not correct, and they were going to cut the City a check and asked if that was correct? City Manager Lance Petty said yes. Councilman Matamoros said upon hearing all these things it made it a no-brainer decision. Councilman Pena said yes, no brains for sure. Councilman Matamoros said if more income needed to be obtained maybe the City could get taxes that are not paid.

Councilman Pena said he had one last comment on this, and he would like to have it answered by staff. He said, as he mentioned at the last meeting, the problem was not all of the meters but 25% and maybe 25% was probably closer to 10% and the question he has tonight is on that same point. He asked who is enforcing these contracts, and who is watching what the left hand is doing? He said when the staff is not in place that

they know that they have not even hired so they do not even know how competent they are going to be until they get into the seats, and they sit in the halls of the City Hall, but now they are just going to trust this third party contractor because they put it in their contract. He said there were a lot of things in the Covarrubias contract too and the fact is that nobody was keeping track of stuff. He said he was wondering and asked who is going to keep track of this, and who is going to be doing that? He said he hopes everybody asks the same questions.

Mayor Cain called the motion to a vote with all present and voting "Aye" 4-1. The Council approved the motion. Councilman Pena voted "Nay".

A motion was made by Councilman Pena to pull the discussion on the EDC/Board of Adjustments discussion out into open session because he is curious as to why an open meetings discussion would be put in executive session when that is illegal and is curious why Olson and Olson approved that. He said if he could get an answer why Olson and Olson were advising that they put what is legally supposed to be an open session in executive session. Interim City Attorney David Olson said he could give Councilman Pena legal advice in executive session. Councilman Pena said all he knows is he does not want the Council to be discussing in an executive session like they did in the past about this very topic that was actually illegal when they were talking about somebody who is both handicap and a minority in executive session and it was not even on the executive session agenda and that is what he is concern that they are hiding potential legal liability in executive session trying to hide how they are treating the residents and that is why he is very concerned. Councilman Pena said if it turns out that some malfeasance is going on about it he will be reporting it.

A motion was made by Councilman Pena to pull the discussion on the EDC/Board of Adjustments discussion out into open session. The motion died for a lack of a second.

Mayor Cain said legal advice was it needs to be in executive session. Interim City Attorney David Olson said he is going to give the Council legal advice about this issue in executive session and will come back out if they want to discuss it they can.

Councilman Pena said to just remember they got burned on that legal advice when they were discussing it in executive session, and they should not have been because it was not on the agenda so tempered the enthusiasm for legal advice leaning on that sentence.

Mayor Cain said this is on the agenda. Councilman Pena said it is tonight, but he is asking why it is in executive session when it legally is an open meetings discussion. Mayor Cain said they would get that answer in just a few minutes.

### **Executive Session**

Executive Session regarding a.) (Consultation with Attorney) 1.) Consider Appointment or Removal of EDC/BOA Board member. 2.) Water Rates pursuant to Section 551.071.

The regular session closed at 6:54P.M. and the Council entered into the Executive Session.

### **Reconvene into Open Session:**

Take any action resulting from Executive Session.

Executive Session ended at 7:31P.M. and the Council entered back into regular session.

There was no action from Executive Session.



## **Adjournment**

### Adjournment – Jerry Cain, Mayor

A motion was made by Councilman Pena to adjourn the meeting, seconded by Councilman Davis with all present and voting "Aye" 3-2. Mayor Cain and Councilman Matamoros voted "Nay". Mayor Cain adjourned the meeting at 7:32P.M.

---

Jerry Cain, Mayor

---

Clarisa Fernandez, City Secretary



## City Council Agenda Item #[3.B]

**Title:** Consideration and possible action approving Resolution No. 2024-2892 appointing candidate for the Board of Directors of the Brazoria County Appraisal District.

**Date:** November 4, 2024

**From:** Ashlee Ferguson, Finance Director

---

**Staff Recommendation:** Staff recommends Council approve the resolution and designate for whom it intends to cast the City's allowed votes

**Item Summary:** Annually, the county, cities, ISDs, and all taxing units within Brazoria County cast votes for nominees appearing on a ballot to serve on the Board of Directors for the Brazoria County Appraisal District. Attached is the ballot with all names of candidates nominated by each taxing entity to serve on the board. The Freeport City Council has 21 votes to cast.

**Background Information:** The board of directors is an authoritative body of individuals that govern our local appraisal district. The board serves as part of the local property tax system equation of checks and balances. The board of directors hires the chief appraiser, and approves our annual budget. The directors have no authority to set values or appraisal methods. The chief appraiser is appointed by and serves at the pleasure of the appraisal district board of directors. It is the responsibility of the chief appraiser to carry out the appraisal district's legal duties, hire staff, administer the annual appraisal process, and operate the appraisal office. The following is a nonexclusive list of the primary responsibilities of the board of directors under the Property Tax Code:

- Establish the CAD's appraisal office;
- Hire a chief appraiser;
- Adopt the CAD's annual operating budget before Sept. 15 after fulfilling notice requirements and holding a public hearing;
- Select a chairman and a secretary from among ARB members;
- Notify taxing units of any vacancy on the board and elect by majority vote of members one of the submitted nominees;
- Elect from members a chair and secretary at the first meeting of the calendar year;
- Have board meetings at least once each calendar quarter;
- Develop and implement policies regarding reasonable access to the board;
- Prepare information describing the board's functions and complaint procedures; the information must be made available to the public and the appropriate taxing units;
- Notify those parties to a complaint filed with the board of the status of the complaint unless otherwise provided;





- Appoint a taxpayer liaison officer (in counties having a population of over 125,000);
- Biennially develop a written plan for the periodic reappraisal of all property in the CAD's boundaries, hold a public hearing with the required notice, approve a plan by Sept. 15 of each even-numbered year, and distribute copies to participating taxing units and to the Comptroller as required;
- Make an agreement with the newly formed taxing unit's governing body on an estimated budget allocation for the new taxing unit;
- Have prepared an annual financial audit conducted by an independent certified public accountant and deliver a copy of the audit to each voting taxing unit and made available for inspection at the CAD office;
- Designate the CAD depository at least once every two years;
- Receive taxing units' resolutions disapproving board actions;
- Adhere to requirements regarding purchasing and contracting under Local Government Code Chapter 252;
- Provide advice and consent to the chief appraiser concerning the appointment of an agricultural appraisal advisory board and determine the number of members on that advisory board;
- Adhere to laws concerning the preservation, microfilming, destruction or other disposition of records

**Special Considerations:** While there are 11 names identified on the ballot, at the September 16, 2024 Council meeting, Freeport nominated Karla Clark and Eric Hayes to appear on the ballot. At the October 7, 2024 Council meeting, Freeport removed Karla Clark from the ballot, at her request, leaving Eric Hayes as the nominee. Council may cast their votes for any candidate or split their votes among candidates.

**Financial Impact:** N/A

**Board or 3rd Party Recommendation:** N/A

**Supporting Documentation:**

1. Votes Resolution\_2
2. copier@freeport.tx.us\_20241028\_091156

**RESOLUTION NO. 2024-2892**

**A RESOLUTION OF THE CITY COUNCIL OF THE CITY OF FREEPORT,  
TEXAS, NOMINATING, CONSTITUTING AND APPOINTING A QUALIFIED  
PERSON(S) TO THE BOARD OF DIRECTORS OF THE BRAZORIA COUNTY  
APPRAISAL DISTRICT.**

\* \* \* \* \*

**WHEREAS**, the official ballot containing the names of the duly nominated candidates for the Board of Directors of the Brazoria County Appraisal District has been received from the Chief Appraiser of the Brazoria County Appraisal District; and

**WHEREAS**, the City of Freeport wishes to cast its votes thereon;

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COUNCIL OF THE CITY OF FREEPORT, TEXAS:**

**Section 1.** The City Council does hereby determine and cast its votes for the candidates for the Board of Directors of the Brazoria County Appraisal District as follows:

| NOMINATIONS/CANDIDATES | VOTE(S) CAST |
|------------------------|--------------|
| 1. _____               | 1. _____     |
| 2. _____               | 2. _____     |
| 3. _____               | 3. _____     |
| 4. _____               | 4. _____     |
| 5. _____               | 5. _____     |
| 6. _____               | 6. _____     |
| 7. _____               | 7. _____     |
| 8. _____               | 8. _____     |

**BE IT FURTHER RESOLVED** that the official ballot be marked in accordance with this resolution and returned to the Chief Appraiser of the Brazoria County Appraisal District with a copy of this resolution attached hereto prior to December 15, 2024.

**PASSED AND APPROVED** this \_\_\_\_\_ day of \_\_\_\_\_, 2024.

ATTEST:

\_\_\_\_\_  
Jerry Cain, Mayor  
City of Freeport, Texas

\_\_\_\_\_  
Clarisa Fernandez, City Secretary  
City of Freeport, Texas



# BRAZORIA COUNTY APPRAISAL DISTRICT

## MEMBERS OF THE BOARD

Kristin Bulanek  
Elizabeth Day  
Tommy King  
John Luquette  
Patrick O'Day  
Gail Robinson  
George Sandars  
Susan Spoor  
Robert York-Westbrook

## CHIEF APPRAISER

Marcel Pierel III  
500 N. Chenango  
Angleton, Texas 77515  
979-849-7792  
Fax 979-849-7984

October 21, 2024

Mr. Lance Petty  
City Manager of Freeport  
200 W. Second St.  
Freeport, TX 77541

Dear Mr. Petty,

Thirty-four voting taxing units were entitled to submit by written resolution, nominations to appoint five-members to the board of directors of the Brazoria County Appraisal District for the year 2025. **Attached is the official ballot with the nominations we received.**

**CITY OF FREEPORT** IS ENTITLED TO CAST **21** VOTE(S).

Each voting unit must vote by **Written Resolution** and submit it to the chief appraiser before **December 15, 2024**. The governing body of the taxing unit may cast all its votes for one candidate or distribute the votes among any number of candidates. When you add the column of your votes, your total should not be greater than your allotted number.

A voting unit must cast its votes for a person, or persons nominated and named on the ballot. There is no provision for write-in candidates. The chief appraiser may not count votes cast for someone not listed on the official ballot.

Please complete the ballot and return to Marcel Pierel III, Chief Appraiser, by mail to 500 North Chenango, Angleton, Texas 77515, email [mpierel@brazoriacad.org](mailto:mpierel@brazoriacad.org) or fax to 979-849-7984 **along with a Written Resolution before December 15, 2024.** If you have any questions about the format of your resolution or any other matter, give me a call immediately.

It is important that you return your **Ballot and Resolution** to the chief appraiser before **December 15, 2024**, so that we may count the votes, declare the winners, and notify all taxing units and candidates of the results.

Sincerely,



Marcel Pierel III  
Chief Appraiser

MP/td  
Enclosure

**BRAZORIA COUNTY APPRAISAL DISTRICT  
BOARD OF DIRECTORS ELECTION 2024**

**OFFICIAL BALLOT**

| <u>NOMINATIONS/CANDIDATES</u> |                         | <u>VOTE(S) CAST</u> |
|-------------------------------|-------------------------|---------------------|
| 1.                            | <u>Kristin Bulanek</u>  | 1. _____            |
| 2.                            | <u>Eric Hayes</u>       | 2. _____            |
| 3.                            | <u>Wayman Hutchings</u> | 3. _____            |
| 4.                            | <u>Glen Jones</u>       | 4. _____            |
| 5.                            | <u>Tommy King</u>       | 5. _____            |
| 6.                            | <u>Arnetta Murray</u>   | 6. _____            |
| 7.                            | <u>Marinell Music</u>   | 7. _____            |
| 8.                            | <u>Patrick O'Day</u>    | 8. _____            |
| 9.                            | <u>Gail Robinson</u>    | 9. _____            |
| 10.                           | <u>George Sandars</u>   | 10. _____           |
| 11.                           | <u>Susan Spoor</u>      | 11. _____           |

**PLEASE ATTACH YOUR RESOLUTION TO THIS FORM**

SUBMITTED BY: \_\_\_\_\_

VOTES ENTITLED TO: \_\_\_\_\_

VOTES CAST: \_\_\_\_\_





## City Council Agenda Item #[3.C]

**Title:** Consideration and possible action of the annual appointment for the ex officio board member for MUD #1.

**Date:** November 4, 2024

**From:** Lance Petty, City Manager

---

**Staff Recommendation:** Staff recommends that Council appoint someone to represent the City's interests as Ex-Officio to the Freeport MUD #1 Board

**Item Summary:** Per the agreement with Clinton Wong and Skymark Development for the formation of MUD #1, the city of Freeport has the right to appoint someone to represent the city's interests as an ex-officio member of the MUD Board of Directors. That appointment would have all the rights and privileges of a regular board member except they would not be allowed to vote on issues brought to the board.

**Background Information:** The Freeport MUD #1 meets at least quarterly in the City of Freeport, normally at On the River Restaurant. It is responsible for planning and financing, including the issuance of bonds for infrastructure improvements to the 360 acre area north of Gulf Blvd.

**Special Considerations:** Melanie Oldham was appointed as the City's ex-officio member for the last year.

**Financial Impact:** None

**Board or 3rd Party Recommendation:** None

**Supporting Documentation:**  
None



## City Council Agenda Item #[3.D]

**Title:** Consideration and possible action on appointing of City Council Liaison for City of Freeport Boards and Commissions.

**Date:** November 4, 2024

**From:** Lance Petty, City Manager

---

**Staff Recommendation:** Staff recommends Council Members volunteer and formally be appointed to serve as Liaisons to the city's various boards and commissions

**Item Summary:** According to Title 3, chapter 32 of the City of Freeport Code of Ordinances, the City Council shall appoint a representative from its members to serve as Liaisons between the City Council and the various boards. We currently have no Liaison for the Charter Review.

**Background Information:** Currently, there are 7 active boards and 1 other board that is not active that require additional appointments to be able to meet with a quorum. Active boards include (with current liaison):

- Planning and Zoning Commission (Councilman Matamoros)
- Board of Adjustments (Councilman Matamoros)
- Economic Development Corporation (Mayor Cain)
- Senior Citizens Commission (Councilman Pena)
- Historical Commission and Main Street Advisory Board (Mayor Cain)
- Beatification/Parks (Councilman Rossow)
- Charter Review (Open)

One Board is inactive because of a lack of members:

- Library Board

**Special Considerations:** Generally, the EDC is the most active board meeting every month and sometimes more than once. On regularly scheduled monthly meeting dates, the Planning and Zoning Commission, Board of Adjustments, Main Street, Senior Citizen, and Parks board meet once per month. The Charter Review meets as needed generally over a 4-5 month time frame prior to making recommendation for Charter amendment provisions.

**Financial Impact:** None

**Board or 3rd Party Recommendation:** None



979.233.3526 Fax 979.233.8867



1201 North Avenue H. Freeport, TX 77541

**Supporting Documentation:**

None



## City Council Agenda Item #[3.E]

**Title:** Consideration and possible action approving of IT Server Replacement with Dell Technologies.

**Date:** November 4, 2024

**From:** Toby Cohen, Information Technology Manager

---

**Staff Recommendation:** Staff recommends approval of the proposed Dell server replacement, which will significantly enhance system performance, reliability, and long-term cost efficiency. This approach aligns with the city's strategic goals to maintain and upgrade critical infrastructure.

**Item Summary:** This agenda item seeks the City Council's approval to replace the city's existing server infrastructure provided by Dell Technologies. The new equipment includes a 5-year warranty, eliminating the need for existing recurring annual warranty expenses, and is designed to meet the city's current and future data, storage, and performance needs.

**Background Information:** The city's current server infrastructure has been in place beyond its anticipated serviceable lifespan, resulting in increased maintenance demands and posing potential risks for data loss or service interruptions. With rapid technological advancements, the current setup struggles to meet the city's growing demands for secure, efficient data management and application hosting.

The proposed Dell solution includes advanced features tailored to our infrastructure and compatibility requirements, particularly for our backup solutions, ensuring data redundancy and enhanced cybersecurity compliance. Additionally, transitioning will streamline IT management processes and improve system response times.

**Special Considerations:** The new Dell servers come with a 5-year warranty, replacing our previous annual warranty costs, offering both budget predictability and financial savings over the server's lifespan. This setup also reduces the administrative overhead associated with annual warranty renewals, allowing IT resources to focus on system enhancements and support.

**Financial Impact:** The initial quote cost for the Dell server replacement is \$48,542.29, covering all required hardware, software licenses, and initial setup. By securing a 5-year warranty in this purchase, the city will replace annual warranty costs with a single upfront cost, generating long-term savings while ensuring consistent support and reduced downtime risks.

**Board or 3rd Party Recommendation:**

**Supporting Documentation:**

None



979.233.3526 Fax 979.233.8867



1201 North Avenue H. Freeport, TX 77541



## City Council Agenda Item #[3.F]

**Title:** Consideration and possible action to award the Bid for Freeport SFA Park Roof Replacement to Tra-Con and have the City Manager sign the Contract.

**Date:** November 4, 2024

**From:** Rudy Ragle, Public Works Director

---

**Staff Recommendation:** Staff recommends awarding the contract to Tra-Con.

**Item Summary:** On October 31, 2024, bids were opened for Request for Proposal #2024-15, Freeport SFA Park Roof Replacement. Tra-Con was the only bidder, with a bid of \$39,855.00.

**Background Information:** Background Information: The City of Freeport solicited proposals for repairs to the Freeport SFA Park Roof Replacement. These repairs are for the damage caused by Hurricane Beryl. The City advertised the Request for Proposals (RFP) on October 15, 2024, and October 22, 2024. On October 31, 2024, the City received one proposal. Tra-Con was the only bidder at \$39,855.00. Tra-Con has done work for the City on many occasions and the City has been happy with their work.

**Special Considerations:**

**Financial Impact:** The City will apply for a FEMA grant for this project, which will pay 75% of the project if awarded. The funding for this will come from fund balance.

**Board or 3rd Party Recommendation:** None

**Supporting Documentation:**

1. Freeport SFA Park Roof Replacement



**TRA-CON, LLC**  
**General Construction**

1 West Way Ct.  
Lake Jackson, Tx  
77566

PROJECT MANAGER:  
Troy Tracy  
979-373-1801  
tracytroy@sbcglobal.net

Signing Principal:  
Troy Tracy

# **TRA-CON**

## **General Construction & Design**

### PROPOSAL

DATE: 10-25-2024

Customer:

City of Freeport - Softball Fields  
1300 N. Ave M  
Freeport, Tx  
77422

**TRA-CON**

53 Joshua Court  
Lake Jackson, TX  
77566

| Scope of Work:                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               | Amount              |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|---------------------|
| <p>Tra-Con will reroof the pressbox, Concession stand the equipment bldg. All three roofs will be a 30yr composition architectural 3d shingle. New Rhino All weather underlayment will be used on each roof. The rotten/damaged soffit and fascia boards on all 3 buildings will be repaired and painted red. The paint shall be Sherwin Williams. The damaged siding on the pressbox will be removed and replaced. The Freeport Softball Logo on the South Upper wall will be painted/ touched up. The lower part of that wall will be covered up and will not be touched. The roof on the small equipment building will be totally removed and new joist/trusses will be installed as well.</p> <p>Tra-Con will remove all project debris.</p> <p>NOTE:<br/>This proposal includes labor and materials and is valid for a period of 30 days. Discovery work may exist.</p> | <p>\$ 39,855.00</p> |
| <p>TOTAL:</p>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                | <p>\$ 39,855.00</p> |

**53 JOSHUA CT  
LAKE JACKSON, TX**

**77566**

**TRA-CON**

**(979)373-1801**





**CITY OF FREEPORT, TEXAS  
REQUEST FOR PROPOSALS  
FOR FREEPORT SFA PARK ROOF REPLACEMENT**

**Freeport City Hall  
1201 N Avenue H  
Freeport, Texas 77541  
COMPETITIVE SEALED RFP # 2024-15**

**DEADLINE:  
Thursday October 31 , 2024 BY 2:00 P.M.**

**CITY OF FREEPORT  
PUBLIC NOTICE  
REQUEST FOR PROPOSALS # 2024-15  
Freeport SFA Park Roof Replacement**

The City of Freeport is Accepting Sealed Proposals for the roof replacement of the Freeport SFA Park located at 1300 North Avenue M.

The scope of work includes:

- a. Perform all work in accordance with OSHA standards.
- b. Re roof pressbox at SFA Softball Field with 30year composition shingles
- c. Replace damaged siding
- d. Re roof Equipment building at SFA Softball Field with 30 year composition Shingles
- e. Replace and paint all rotten/damaged facia and soffit boards
- f. Re roof Concession at SFA Softball Field with 30 year composition shingles
- g. Replace and paint all rotten/damaged facia and soffit boards
- h. Provide Warranty
- i. Provide WPI-8 Cerificate
- j. Provide Bond (if required)

**The deadline for submission of proposals is 2 P.M. Thursday, October 31, 2024.** It is the responsibility of the submitting entity to ensure that the proposal is received in a timely manner. Proposals received after the deadline will not be considered for award, regardless of whether or not the delay was outside the control of the submitting firm. The City of Freeport reserves the right to negotiate with any and all persons or firms submitting timely bids.

All Proposals submitted for City consideration must include the original and four (4) copies, be clearly marked on the outside of the sealed envelope with the words "City of Freeport, Attention: City Secretary, RFP# 2024-15 – Freeport SFA Park Roof Replacement", and must contain the name of the company submitting the Bid.

Bids will be publicly opened and read at the Freeport City Hall located at 1201 North Avenue H, Freeport, Texas 77541 on Thursday, October 31, 2024 at 2:00 p.m.

RFP documents may be downloaded from the City of Freeport's website at [freeport.tx.us/page/public\\_notices](http://freeport.tx.us/page/public_notices) or obtained in person at Freeport City Hall, 1201 North Avenue H., Freeport, Texas.

The City of Freeport is an Affirmative Action/Equal Opportunity Employer.

1<sup>st</sup> Advertisement: The Facts, Tuesday, October 15, 2024

2<sup>nd</sup> Advertisement: The Facts, Tuesday, October 22, 2024

For inquiries regarding this RFP, please contact Ashlee Ferguson, Interim Finance Director by phone, 979-871-0107, or email, [aferguson@freeporttx.gov](mailto:aferguson@freeporttx.gov) .The deadline for inquiries is Friday October 25, 2024 at 5:00 P.M.



**CITY OF FREEPORT  
REQUEST FOR PROPOSAL # 2024-15  
Freeport SFA Park Roof Replacement**

**INSTRUCTIONS TO BIDDERS**

**READ THIS ENTIRE DOCUMENT CAREFULLY AND FOLLOW ALL INSTRUCTIONS. YOU ARE RESPONSIBLE FOR FULFILLING ALL REQUIREMENTS STATED HEREIN. THE INSTRUCTIONS AND CONDITIONS APPLY TO ALL RFP'S AND BECOME A PART OF THE TERMS AND CONDITIONS OF ANY RFP'S SUBMITTED AND ANY AGREEMENT ENTERED SUBSEQUENT THERETO, UNLESS EXCEPTION IS TAKEN IN WRITING BY BIDDER WHEN SUBMITTING QUALIFICATIONS.**

**1. RFP, PREPARATION AND SUBMITTAL**

Bidders must utilize the required Forms and must submit the original and four (4) copies of the sealed RFP to the City Secretary prior to the response due date and time as described in the Invitation to Bidders. Failure to submit the additional copy may result in the Bidder being declared unresponsive to specification and may not be further evaluated.

All figures must be written in ink or typed. Figures written in pencil or erasers are not acceptable. However, mistakes may be crossed out, corrections inserted and initialed in ink by the person signing the Forms. No oral, telegraphic, telephonic, e-mailed or facsimile Proposals will be considered. All Proposals must be submitted in a sealed envelope. Bidders must provide all documentation required with the RFP response. Failure to provide this information may result in rejection of Proposals.

**2. SUBMISSION**

Responses must be received at the City of Freeport- City Hall, City Secretary's Office, 1201 North Avenue H, Freeport, TX 77541, no later than 2:00 p.m., Thursday, October 31, 2024. In the interest of fairness to all bidders submitting Proposal documents and to allow for the City's timely review, Proposals received after the scheduled receipt time will not be accepted. All Proposals received become the property of the City and will not be returned. Faxed or e-mailed documents will not be accepted. A total of four (4) bound hard copies and one (1) electronic copy must be submitted in a sealed envelope labeled as "RFP# 2024-15 for Freeport SFA Park Roof Replacement".

The Proposals should include the following information:

|                                 |                                                        |
|---------------------------------|--------------------------------------------------------|
| Cover Letter (one page maximum) | Phone Number                                           |
| Firm Name                       | Email Address                                          |
| Address                         |                                                        |
| City, State, Zip                | Name of Project Manager                                |
|                                 | Signature and Name of Principal with signing authority |

**SIGNATURES**

All Proposal responses are required to be signed by an authorized representative of the Bidder's entity. Proposal responses received unsigned will result in the Proposal being declared unresponsive to specification and may not be further evaluated.

**Terms and Agreement Duration:** it is anticipated that the duration of the agreement may be for 10 months or extended by the City. The City reserves the right to cancel any professional agreement after giving thirty (30) days written notice for unresolved issues or problems.

There will be no pre-proposal conference. Questions regarding this request should be directed in writing to:

The City Secretary, Clarisa Fernandez at [cfernandez@freeporttx.gov](mailto:cfernandez@freeporttx.gov) no later than one week before the Proposal due date.

Maintaining integrity of the Proposal process is of paramount importance for the City. To this end, do not contact any members of City Council or City Staff, or other than the City Secretary, regarding the subject matter of this Proposal until selection has been made. All clarifications and interpretations shall be in writing. Any clarification or interpretation that is not in writing shall not legally bind the City. Only information supplied by the City in writing or in this RFP should be used in preparing the Proposal.

This RFP does not commit the City to pay for any direct and/or indirect costs incurred in the preparation of the Proposal and presentation of a response.

The City reserves the right to reject any and all proposals, and to waive all technicalities. The right is reserved to make award as considered to be the most advantageous to the City.

**Award:** The City reserves the right to negotiate with any and all firms that submit proposals. The engagement process is summarized as follows:

- The City will open and review submissions
- The Review Committee shall rank submissions according to the proposal criteria and prepare a recommendation to the City Council.
- The Review Committee may, at its discretion, request proposing bidders to be interviewed.
- Proposals and rankings will be submitted and recommended to the City Council for consideration at a regular scheduled City Council meeting after the scoring meeting.
- Performance Bond issued after selection of bidder
- Notice to proceed



### **3. PROPOSAL ALTERATION/WITHDRAWAL**

Proposals cannot be altered or amended after the submission deadline. The signer of the Proposal, guaranteeing authenticity, must initial any interlineations, alteration, or erasure made before RFP opening time. RFP may be withdrawn by written request signed by the firm prior to the time fixed for opening; however, such written request must be received by the City in the normal course of business and prior to the time fixed for RFP opening. Negligence on the part of the Bidder in preparing the RFP represents no right for withdrawal after the RFP is opened. No RFP may be withdrawn for a period of sixty (60) calendar days after opening of the RFP'S.

### **4. DISQUALIFICATIONS OF BIDDERS**

The Firms may be disqualified and their RFP'S and proposals not considered for the following reasons, including, but not limited to:

- Reason for believing collusion exists between bidders.
- The Bidder being an interested party in any litigation against the City.
- Failure to use the required Forms furnished by the City.
- Failure to comply with any of the requirements contained herein.
- Lack of signature by an authorized representative on the signature Form.
- Failure to properly complete the RFP Form.
- Bidder is indebted to the City.
- Communicating with an elected official regarding this RFP or its award.

### **5. BASIS OF AWARD**

It is the intent of the City to award the Contract to the Bidder(s) submitting the most efficient and/or most economical for the City. It shall be based on all factors, which have a bearing on price and performance of the items in the user environment. All RFP's are subject to re-tabulation. Compliance with all RFP requirements, delivery and needs of the using department are considerations in evaluating RFP's

The City of Freeport reserves the right to contact any offeror, or at any time, to clarify, verify or request information with regard to any RFP. Unless stipulated in the attached RFP, the contract will be awarded to the lowest responsible bidder or to the bidder who provides goods and services specified herein at the best value for the City of Freeport in compliance with Section 252.043 of the Texas Local Government Code. The City reserves the right to waive any formality or irregularity, to make awards to more than one offeror, or to reject any or all RFP.

The City anticipates awarding the contract by November 18, 2024. The recommended contractor will be notified prior to Council consideration of award.

The City anticipates awarding this project to one bidder.

### **6. PROTESTS**

All protests regarding the RFP solicitation process must be submitted in writing to the City within five (5) working days following the opening of the RFP's. This includes all protests relating to advertising of RFP notices, deadlines, RFP opening, and all other related procedures under the Texas Local Government Code, as well as any protests relating to alleged improprieties or ambiguities in the specifications.

This limitation does not include protests relating to staff recommendations as to award of this RFP. Protests relating to staff recommendations may be directed to the City Manager within five (5) days of the staff recommendation memo. Unless otherwise provided by law, all staff recommendations will be made available for public review prior to consideration by the City Council.

**BID SECURITY/BOND REQUIREMENTS:** a bid security of 5% shall be submitted with all construction bids. Any bid submitted without bid bond, or cashiers/certified check, shall be considered non-responsive and will not be considered for award. Performance and/or payment bonds, when required, shall be submitted to the City, prior to commencement of any work pursuant to the agreement provisions.

#### **CITY OF FREEPORT CONTRACTOR INSURANCE REQUIREMENTS**

Contractors providing good, materials and services for the City of Freeport shall, during the term of the contract with the City or any renewal or extension thereof, provide and maintain the types and amounts of insurance set forth herein. All insurance and certificate(s) of insurance shall contain the following provisions:

1. Name the City, its officers, agents, representatives, and employees as additional insureds as to all applicable coverage with the exception of workers compensation insurance.
2. Provide for at least thirty (30) days prior written notice to the City for cancellation, non-renewal, or material change of the insurance.
3. Provide for a waiver of subrogation against the City for injuries, including death, property damage, or any other loss to the extent the same is covered by the proceeds of insurance.

Insurance Company Qualification: All insurance companies providing the required insurance shall be authorized to transact business in Texas and rated at least "A" by AM Best or other equivalent rating service.

Certificate of insurance: A certificate of insurance evidencing the required insurance shall be submitted with the contractor's bid or response to proposal. If the contract is renewed or extended by the City, a certificate of insurance shall also be provided to the City prior to the date the contract is renewed or extended.

| <b>Type of Contract</b> | <b>Type and amount of Insurance</b> |
|-------------------------|-------------------------------------|
|-------------------------|-------------------------------------|

|                |                                                                                                                                                                                                                                               |
|----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Special Events | General Liability insurance for personal injury (including death) and property damage with a minimum of \$1 Million Dollars per occurrence and \$2 Million Dollars aggregate, including coverage for advertising injury and products coverage |
|----------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|  |                                                                   |
|--|-------------------------------------------------------------------|
|  | Statutory Workers compensation insurance as required by state law |
|--|-------------------------------------------------------------------|

|  |                                                                                                                                                 |
|--|-------------------------------------------------------------------------------------------------------------------------------------------------|
|  | (If the contractor serves alcoholic beverages) Liquor Liability with a minimum of \$1 Million Dollars per Occurrence and \$2 Million Aggregate. |
|--|-------------------------------------------------------------------------------------------------------------------------------------------------|

|  |                                                                                                               |
|--|---------------------------------------------------------------------------------------------------------------|
|  | (If high risk or dangerous activities) Umbrella Coverage or Liability Excess Coverage of \$ 2 Million Dollars |
|--|---------------------------------------------------------------------------------------------------------------|

|  |                                                                     |
|--|---------------------------------------------------------------------|
|  | (If automobile or limousine service is involved even if volunteers) |
|--|---------------------------------------------------------------------|

|  |                                                                                   |
|--|-----------------------------------------------------------------------------------|
|  | Automobile Liability with a minimum of \$1 Million Dollars combined single limit. |
|--|-----------------------------------------------------------------------------------|

|                               |                                                                                                                                                                                                                                                                                                                                                                                                                                                            |
|-------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Public Works and Construction | General Liability insurance for personal injury (including death) and property damage with a minimum of \$1 Million Dollars per occurrence and \$2 Million Dollars aggregate, including advertising injury, products coverage and (XCU) Explosion, collapse and underground (If high risk or dangerous activities) Umbrella Coverage or Excess Liability Coverage of \$2 Million Dollars Statutory Workers compensation insurance as required by state law |
|-------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|

|                       |                                                                                                                          |
|-----------------------|--------------------------------------------------------------------------------------------------------------------------|
| Professional Services | Professional Liability Insurance with a minimum of \$1 Million Dollars per occurrence and \$2 Million Dollars aggregate. |
|-----------------------|--------------------------------------------------------------------------------------------------------------------------|

|  |                                                                                                             |
|--|-------------------------------------------------------------------------------------------------------------|
|  | (If size or scope of project warrant) Umbrella Coverage or Excess Liability Coverage of \$2 Million Dollars |
|--|-------------------------------------------------------------------------------------------------------------|



**Submit Insert System for Award Management (SAM) record search for company name and company principal from <https://www.sam.gov/SAM/>**

**Example:**

The screenshot shows the SAM.gov website interface. At the top, there's a navigation bar with links like HOME, SEARCH RECORDS, DATA ACCESS, CHECK STATUS, ABOUT, and HELP. A banner at the top right encourages users to log in with their SAM account. Below the navigation bar, a maintenance alert is displayed. The main section is titled 'Search Results' and contains a list of instructions for interpreting the search results. Below this, the current search terms are shown as 'City of Freeport'. A summary bar indicates 'Total records: 4' and provides options to save PDF, export results, or print. The results are sorted by Relevance and ordered by Descending. The first result is for 'FREEMONT, CITY OF' with a status of 'Active'. The second result is for 'FREEMONT, CITY OF' with a status of 'Active'.

**Search Results**

- Your search results represent the broadest set of records that match your search criteria. You may get entity registration records that are still in progress or have been submitted, but not yet activated. Check the status of each record.
- Of note, some entities choose to opt out of public display. Even if they are registered in SAM, you will not see their entity registration records in a public search. You can only see them if you log in as Federal Government user.
- You can refine your search results. If you used the Quick Search, select the search filters on this page. If you used one of the Advanced Search options, select the Edit Search button.
- If you want to perform a new search, use the Clear button to remove your current search results. If you are logged in with your SAM User Account, you can save your search criteria to run again later using the Save Search button.
- NOTE:** Please read this important message when searching for exclusion records.

**Current Search Terms: City of Freeport\***

Clear Search

Total records: 4 Save PDF Export Results Print

Result Page: 1 Sort by: Relevance Order by: Descending

**FILTER RESULTS** Your search for City of Freeport\* returned the following results...

| By Record Status    | Entity                                                  | Entity            | Status         |
|---------------------|---------------------------------------------------------|-------------------|----------------|
| Active              | DUNS: 102914806                                         | FREEMONT, CITY OF | Active         |
| Inactive            | Has Active Exclusion?: No                               |                   |                |
|                     | Expiration Date: 06/03/2020                             |                   |                |
| By Record Type      | Purpose of Registration: Federal Assistance Awards Only |                   |                |
| Entity Registration |                                                         |                   |                |
| Exclusion           | Entity                                                  | FREEMONT, CITY OF | Status: Active |
| Apply Filters       | DUNS: 005598461                                         |                   |                |
|                     | Has Active Exclusion?: No                               |                   |                |
|                     | CAGE Code: 5CLE6                                        |                   |                |
|                     | DoDAAC:                                                 |                   |                |

**Request for Taxpayer  
Identification Number and Certification**

**Give Form to the  
requester. Do not  
send to the IRS.**

► Go to [www.irs.gov/FormW9](http://www.irs.gov/FormW9) for instructions and the latest information.

Print or type.  
See Specific Instructions on page 3.

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                        |
|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| <b>1</b> Name (as shown on your income tax return). Name is required on this line; do not leave this line blank.<br><u>TRA-CON LLC</u>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                 |                                                                                                                                                                                                                                                                        |
| <b>2</b> Business name/disregarded entity name, if different from above                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                |                                                                                                                                                                                                                                                                        |
| <b>3</b> Check appropriate box for federal tax classification of the person whose name is entered on line 1. Check only <b>one</b> of the following seven boxes.<br><input checked="" type="checkbox"/> Individual/sole proprietor or single-member LLC<br><input type="checkbox"/> Limited liability company. Enter the tax classification (C=C corporation, S=S corporation, P=Partnership) ►<br><input type="checkbox"/> Other (see instructions) ►<br><input type="checkbox"/> C Corporation<br><input type="checkbox"/> S Corporation<br><input type="checkbox"/> Partnership<br><input type="checkbox"/> Trust/estate<br><b>Note:</b> Check the appropriate box in the line above for the tax classification of the single-member owner. Do not check LLC if the LLC is classified as a single-member LLC that is disregarded from the owner unless the owner of the LLC is another LLC that is <b>not</b> disregarded from the owner for U.S. federal tax purposes. Otherwise, a single-member LLC that is disregarded from the owner should check the appropriate box for the tax classification of its owner. | <b>4</b> Exemptions (codes apply only to certain entities, not individuals; see instructions on page 3):<br>Exempt payee code (if any) _____<br>Exemption from FATCA reporting code (if any) _____<br><small>(Applies to accounts maintained outside the U.S.)</small> |
| <b>5</b> Address (number, street, and apt. or suite no.) See instructions.<br><u>2 WEST WAY CT.</u>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                    | <b>6</b> City, state, and ZIP code<br><u>LAKE JACKSON, TX 77566</u>                                                                                                                                                                                                    |
| <b>7</b> List account number(s) here (optional)                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                        |                                                                                                                                                                                                                                                                        |

**Part I Taxpayer Identification Number (TIN)**

Enter your TIN in the appropriate box. The TIN provided must match the name given on line 1 to avoid backup withholding. For individuals, this is generally your social security number (SSN). However, for a resident alien, sole proprietor, or disregarded entity, see the instructions for Part I, later. For other entities, it is your employer identification number (EIN). If you do not have a number, see *How to get a TIN*, later.

**Note:** If the account is in more than one name, see the instructions for line 1. Also see *What Name and Number To Give the Requester* for guidelines on whose number to enter.

|                                                                   |                                              |
|-------------------------------------------------------------------|----------------------------------------------|
| <b>Social security number</b>                                     |                                              |
| <div><div></div><div></div><div></div></div>                      | <div><div></div><div></div><div></div></div> |
| <b>or</b>                                                         |                                              |
| <b>Employer identification number</b>                             |                                              |
| <div><div>99</div><div>-</div><div>4206</div><div>960</div></div> |                                              |

**Part II Certification**

Under penalties of perjury, I certify that:

- The number shown on this form is my correct taxpayer identification number (or I am waiting for a number to be issued to me); and
- I am not subject to backup withholding because: (a) I am exempt from backup withholding, or (b) I have not been notified by the Internal Revenue Service (IRS) that I am subject to backup withholding as a result of a failure to report all interest or dividends, or (c) the IRS has notified me that I am no longer subject to backup withholding; and
- I am a U.S. citizen or other U.S. person (defined below); and
- The FATCA code(s) entered on this form (if any) indicating that I am exempt from FATCA reporting is correct.

**Certification instructions.** You must cross out item 2 above if you have been notified by the IRS that you are currently subject to backup withholding because you have failed to report all interest and dividends on your tax return. For real estate transactions, item 2 does not apply. For mortgage interest paid, acquisition or abandonment of secured property, cancellation of debt, contributions to an individual retirement arrangement (IRA), and generally, payments other than interest and dividends, you are not required to sign the certification, but you must provide your correct TIN. See the instructions for Part II, later.

**Sign  
Here**

Signature of  
U.S. person

Date

**General Instructions**

Section references are to the Internal Revenue Code unless otherwise noted.

**Future developments.** For the latest information about developments related to Form W-9 and its instructions, such as legislation enacted after they were published, go to [www.irs.gov/FormW9](http://www.irs.gov/FormW9).

**Purpose of Form**

An individual or entity (Form W-9 requester) who is required to file an information return with the IRS must obtain your correct taxpayer identification number (TIN) which may be your social security number (SSN), individual taxpayer identification number (ITIN), adoption taxpayer identification number (ATIN), or employer identification number (EIN), to report on an information return the amount paid to you, or other amount reportable on an information return. Examples of information returns include, but are not limited to, the following.

- Form 1099-INT (interest earned or paid)

- Form 1099-DIV (dividends, including those from stocks or mutual funds)
- Form 1099-MISC (various types of income, prizes, awards, or gross proceeds)
- Form 1099-B (stock or mutual fund sales and certain other transactions by brokers)
- Form 1099-S (proceeds from real estate transactions)
- Form 1099-K (merchant card and third party network transactions)
- Form 1098 (home mortgage interest), 1098-E (student loan interest), 1098-T (tuition)
- Form 1099-C (canceled debt)
- Form 1099-A (acquisition or abandonment of secured property)

Use Form W-9 only if you are a U.S. person (including a resident alien), to provide your correct TIN.

If you do not return Form W-9 to the requester with a TIN, you might be subject to backup withholding. See What is backup withholding, later.



**CONFLICT OF INTEREST QUESTIONNAIRE**

For vendor doing business with local governmental entity

**FORM CIQ**

This questionnaire reflects changes made to the law by H.B. 23, 84th Leg., Regular Session.

This questionnaire is being filed in accordance with Chapter 176, Local Government Code, by a vendor who has a business relationship as defined by Section 176.001(1-a) with a local governmental entity and the vendor meets requirements under Section 176.006(a).

By law this questionnaire must be filed with the records administrator of the local governmental entity not later than the 7th business day after the date the vendor becomes aware of facts that require the statement to be filed. See Section 176.006(a-1), Local Government Code.

A vendor commits an offense if the vendor knowingly violates Section 176.006, Local Government Code. An offense under this section is a misdemeanor.

**OFFICE USE ONLY**

Date Received

**1** Name of vendor who has a business relationship with local governmental entity.*N/A***2** ☐ Check this box if you are filing an update to a previously filed questionnaire. (The law requires that you file an updated completed questionnaire with the appropriate filing authority not later than the 7th business day after the date on which you became aware that the originally filed questionnaire was incomplete or inaccurate.)**3** Name of local government officer about whom the information is being disclosed.*N/A*

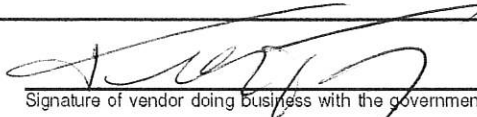
Name of Officer

**4** Describe each employment or other business relationship with the local government officer, or a family member of the officer, as described by Section 176.003(a)(2)(A). Also describe any family relationship with the local government officer. Complete subparts A and B for each employment or business relationship described. Attach additional pages to this Form CIQ as necessary.

A. Is the local government officer or a family member of the officer receiving or likely to receive taxable income, other than investment income, from the vendor?

☐ Yes☒ No

B. Is the vendor receiving or likely to receive taxable income, other than investment income, from or at the direction of the local government officer or a family member of the officer AND the taxable income is not received from the local governmental entity?

☐ Yes☒ No**5** Describe each employment or business relationship that the vendor named in Section 1 maintains with a corporation or other business entity with respect to which the local government officer serves as an officer or director, or holds an ownership interest of one percent or more.**6** ☐ Check this box if the vendor has given the local government officer or a family member of the officer one or more gifts as described in Section 176.003(a)(2)(B), excluding gifts described in Section 176.003(a-1).**7**   
Signature of vendor doing business with the governmental entity*10/29/24*  
Date

## CONFLICT OF INTEREST QUESTIONNAIRE

### For vendor doing business with local governmental entity

A complete copy of Chapter 176 of the Local Government Code may be found at <http://www.statutes.legis.state.tx.us/Docs/LG/htm/LG.176.htm>. For easy reference, below are some of the sections cited on this form.

**Local Government Code § 176.001(1-a):** "Business relationship" means a connection between two or more parties based on commercial activity of one of the parties. The term does not include a connection based on:

- (A) a transaction that is subject to rate or fee regulation by a federal, state, or local governmental entity or an agency of a federal, state, or local governmental entity;
- (B) a transaction conducted at a price and subject to terms available to the public; or
- (C) a purchase or lease of goods or services from a person that is chartered by a state or federal agency and that is subject to regular examination by, and reporting to, that agency.

**Local Government Code § 176.003(a)(2)(A) and (B):**

(a) A local government officer shall file a conflicts disclosure statement with respect to a vendor if:

\*\*\*

(2) the vendor:

(A) has an employment or other business relationship with the local government officer or a family member of the officer that results in the officer or family member receiving taxable income, other than investment income, that exceeds \$2,500 during the 12-month period preceding the date that the officer becomes aware that

(i) a contract between the local governmental entity and vendor has been executed;

or

(ii) the local governmental entity is considering entering into a contract with the vendor;

(B) has given to the local government officer or a family member of the officer one or more gifts that have an aggregate value of more than \$100 in the 12-month period preceding the date the officer becomes aware that:

(i) a contract between the local governmental entity and vendor has been executed; or

(ii) the local governmental entity is considering entering into a contract with the vendor.

**Local Government Code § 176.006(a) and (a-1)**

(a) A vendor shall file a completed conflict of interest questionnaire if the vendor has a business relationship with a local governmental entity and:

(1) has an employment or other business relationship with a local government officer of that local governmental entity, or a family member of the officer, described by Section 176.003(a)(2)(A);

(2) has given a local government officer of that local governmental entity, or a family member of the officer, one or more gifts with the aggregate value specified by Section 176.003(a)(2)(B), excluding any gift described by Section 176.003(a-1); or

(3) has a family relationship with a local government officer of that local governmental entity.

(a-1) The completed conflict of interest questionnaire must be filed with the appropriate records administrator not later than the seventh business day after the later of:

(1) the date that the vendor:

(A) begins discussions or negotiations to enter into a contract with the local governmental entity; or

(B) submits to the local governmental entity an application, response to a request for proposals or bids, correspondence, or another writing related to a potential contract with the local governmental entity; or

(2) the date the vendor becomes aware:

(A) of an employment or other business relationship with a local government officer, or a family member of the officer, described by Subsection (a);

(B) that the vendor has given one or more gifts described by Subsection (a); or

(C) of a family relationship with a local government officer.



Certification Regarding Lobbying

(To be submitted with each bid or offer exceeding \$100,000)

The undersigned certifies, to the best of his or her knowledge and belief, that:

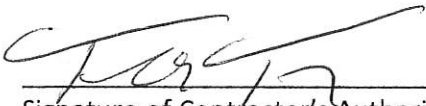
(a) No Federal appropriated funds have been paid or will be paid, by or on behalf of the undersigned, to any person for influencing or attempting to influence an officer or employee of an agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with the awarding of any Federal contract, the making of any Federal grant, the making of any Federal loan, the entering into of any cooperative agreement, and the extension, continuation, renewal, amendment, or modification of any Federal contract, grant, loan, or cooperative agreement.

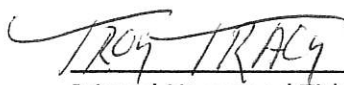
(b) If any funds other than Federal appropriated funds have been paid or will be paid to any person for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with this Federal contract, grant, loan, or cooperative agreement, the undersigned shall complete and submit Standard Form-LLL, "Disclosure Form to Report Lobbying," in accordance with its instructions.

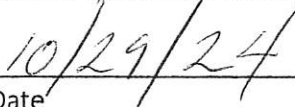
(c) The undersigned shall require that the language paragraph 1 and 2 of this anti-lobbying certification be included in the award documents for all subawards at all tiers (including subcontracts, subgrants, and contracts under grants, loans, and cooperative agreements) and that all subrecipients shall certify and disclose accordingly.

This certification is a material representation of fact upon which reliance was placed when this transaction was made or entered into. Submission of this certification is a prerequisite for making or entering into this transaction imposed by 31, U.S.C. § 1352 (as amended by the Lobbying Disclosure Act of 1995).

The Contractor, \_\_\_\_\_, certifies or affirms the truthfulness and accuracy of each statement of its certification and disclosure, if any. In addition, the Contractor understands and agrees that the provisions of 31 U.S.C. § 3801 et seq., apply to this certification and disclosure, if any.

  
\_\_\_\_\_  
Signature of Contractor's Authorized Official

  
\_\_\_\_\_  
Printed Name and Title of Contractor's Authorized Official

  
\_\_\_\_\_  
Date

## INSTRUCTIONS FOR COMPLETION OF SF-LLL, DISCLOSURE OF LOBBYING ACTIVITIES

This disclosure form shall be completed by the reporting entity, whether subawardee or prime Federal recipient, at the initiation or receipt of a covered Federal action, or a material change to a previous filing, pursuant to title 31 U.S.C. section 1352. The filing of a form is required for each payment or agreement to make payment to any lobbying entity for influencing or attempting to influence an officer or employee of any agency, a Member of Congress, an officer or employee of Congress, or an employee of a Member of Congress in connection with a covered Federal action. Complete all items that apply for both the initial filing and material change report. Refer to the implementing guidance published by the Office of Management and Budget for additional information.

1. Identify the type of covered Federal action for which lobbying activity is and/or has been secured to influence the outcome of a covered Federal action.
2. Identify the status of the covered Federal action.
3. Identify the appropriate classification of this report. If this is a follow-up report caused by a material change to the information previously reported, enter the year and quarter in which the change occurred. Enter the date of the last previously submitted report by this reporting entity for this covered Federal action.
4. Enter the full name, address, city, State and zip code of the reporting entity. Include Congressional District, if known. Check the appropriate classification of the reporting entity that designates if it is, or expects to be, a prime or subaward recipient. Identify the tier of the subawardee, e.g., the first subawardee of the prime is the 1st tier. Subawards include but are not limited to subcontracts, subgrants and contract awards under grants.
5. If the organization filing the report in item 4 checks "Subawardee," then enter the full name, address, city, State and zip code of the prime Federal recipient. Include Congressional District, if known.
6. Enter the name of the federal agency making the award or loan commitment. Include at least one organizational level below agency name, if known. For example, Department of Transportation, United States Coast Guard.
7. Enter the Federal program name or description for the covered Federal action (item 1). If known, enter the full Catalog of Federal Domestic Assistance (CFDA) number for grants, cooperative agreements, loans, and loan commitments.
8. Enter the most appropriate Federal identifying number available for the Federal action identified in item 1 (e.g., Request for Bid (BID) number; Invitations for Bid (IFB) number; grant announcement number; the contract, grant, or loan award number; the application/bid control number assigned by the Federal agency). Included prefixes, e.g., "BID-DE-90-001."
9. For a covered Federal action where there has been an award or loan commitment by the Federal agency, enter the Federal amount of the award/loan commitment for the prime entity identified in item 4 or 5.
10. (a) Enter the full name, address, city, State and zip code of the lobbying registrant under the Lobbying Disclosure Act of 1995 engaged by the reporting entity identified in item 4 to influence the covered Federal action.  
  
(b) Enter the full names of the individual(s) performing services, and include full address if different from 10(a). Enter Last Name, First Name, and Middle Initial (MI).
11. The certifying official shall sign and date the form, print his/her name, title, and telephone number.

---

According to the Paperwork Reduction Act, as amended, no persons are required to respond to a collection of information unless it displays a valid OMB control Number. The valid OMB control number for this information collection is OMB No. 0348-0046. Public reporting burden for this collection of information is estimated to average 10 minutes per response, including time for reviewing instructions, searching existing data sources, gathering and maintaining the data needed, and completing and reviewing the collection of information. Send comments regarding the burden estimate or any other aspect of this collection of information, including suggestions for reducing this burden, to the Office of Management and Budget, Paperwork Reduction Project (0348-0046), Washington, DC 20503



Approved by OMB

0348-0046

### Disclosure of Lobbying Activities

Complete this form to disclose lobbying activities pursuant to 31 U.S.C. 1352

(See reverse for public burden disclosure)

|                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                           |                                                                                                        |                                                                                                                                         |
|---------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------|-----------------------------------------------------------------------------------------------------------------------------------------|
| <b>Type of Federal Action:</b><br>a. contract<br>____ b. grant<br>c. cooperative agreement<br>d. loan<br>e. loan guarantee<br>f. loan insurance                                                                                                                                                                                                                                                                                                                                                                                                                                                                           | <b>Status of Federal Action:</b><br>a. bid/offer/application<br>____ b. initial award<br>c. post-award | <b>Report Type:</b><br>a. initial filing<br>____ b. material change                                                                     |
| <b>Name and Address of Reporting Entity:</b><br>____ Prime      ____ Subawardee<br>Tier____, if Known:<br><br><b>Congressional District, if known:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                    |                                                                                                        | <b>If Reporting Entity in No. 4 is Subawardee, Enter Name and Address of Prime:</b><br><br><br><b>Congressional District, if known:</b> |
| <b>Federal Department/Agency:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                         |                                                                                                        | <b>7. Federal Program Name/Description:</b><br><br><i>CFDA Number, if applicable:</i> _____                                             |
| <b>Federal Action Number, if known:</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                        | <b>9. Award Amount, if known:</b><br><br>\$                                                                                             |
| <b>10. a. Name and Address of Lobbying Registrant</b><br><i>(if individual, last name, first name, MI):</i>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                               |                                                                                                        | <b>b. Individuals Performing Services</b> <i>(including address if different from No. 10a)</i><br><i>(last name, first name, MI):</i>   |
| <b>11. Information requested through this form is authorized by title 31 U.S.C. section 1352. This disclosure of lobbying activities is a material representation of fact upon which reliance was placed by the tier above when this transaction was made or entered into. This disclosure is required pursuant to 31 U.S.C. 1352. This information will be reported to the Congress semi-annually and will be available for public inspection. Any person who fails to file the required disclosure shall be subject to a civil penalty of not less than \$10,000 and not more than \$100,000 for each such failure.</b> |                                                                                                        | <b>Signature:</b> _____<br><b>Print Name:</b> _____<br><b>Title:</b> _____<br><b>Telephone No.:</b> _____ <b>Date:</b> _____            |
| <b>Federal Use Only</b>                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                                   |                                                                                                        | <b>Authorized for Local Reproduction</b><br><b>Standard Form - LLL (Rev. 7-97)</b>                                                      |

# CERTIFICATE OF INTERESTED PARTIES

FORM 1295

Complete Nos. 1 - 4 and 6 if there are interested parties.  
Complete Nos. 1, 2, 3, 5, and 6 if there are no interested parties.

## OFFICE USE ONLY

1 Name of business entity filing form, and the city, state and country of the business entity's place of business.

2 Name of governmental entity or state agency that is a party to the contract for which the form is being filed.

3 Provide the identification number used by the governmental entity or state agency to track or identify the contract, and provide a description of the services, goods, or other property to be provided under the contract.

| 4<br>Name of Interested Party | City, State, Country<br>(place of business) | Nature of Interest (check applicable) |              |
|-------------------------------|---------------------------------------------|---------------------------------------|--------------|
|                               |                                             | Controlling                           | Intermediary |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |
|                               |                                             |                                       |              |

5 Check only if there is NO Interested Party. ☐

## 6 UNSWORN DECLARATION

My name is \_\_\_\_\_, and my date of birth is \_\_\_\_\_.

My address: \_\_\_\_\_ (street) \_\_\_\_\_ (city) \_\_\_\_\_ (state) \_\_\_\_\_ (zip code) \_\_\_\_\_ (country).

I declare under penalty of perjury that the foregoing is true and correct.

Executed in \_\_\_\_\_ County, State of \_\_\_\_\_, on the \_\_\_\_\_ day of \_\_\_\_\_, 20\_\_\_\_.  
(month) (year)

\_\_\_\_\_  
Signature of authorized agent of contracting business entity  
(Declarant)

ADD ADDITIONAL PAGES AS NECESSARY



### MINORITY/WOMAN-OWNED BUSINESS PARTICIPATION

It is the policy of the City of Freeport to involve small businesses and qualified minority/women-owned businesses to the greatest extent possible in the procurement of goods, equipment, services and construction projects. To assist us in our record keeping, please list below the names of the minority or woman-owned firms you would be utilizing in this bid, and note the monetary involvement:

| NAME OF FIRM | TELEPHONE # | \$ INVOLVEMENT |
|--------------|-------------|----------------|
|              |             |                |
|              |             |                |
|              |             |                |