

**CITY OF CHICAGO
COMMISSION ON CHICAGO LANDMARKS**

May 13, 2015

**RECOMMENDATION TO THE CITY COUNCIL OF CHICAGO THAT
CHICAGO LANDMARK DESIGNATION BE ADOPTED FOR**

FULTON-RANDOLPH MARKET DISTRICT

Including the Following Address Ranges (even/odd addresses):

**832-1156 W. Fulton Market St. (evens); 833-1157 W. Fulton Market St. (odds);
728-1044 W. Randolph St. (evens); 801-1025 W. Randolph St. (odds);
128-156 N. Halsted St. (evens) 151-165 N. Halsted St. (odds);
110-156 and 210-314 N. Green St. (evens); 129-157 N. Green St. (odds);
110-154 and 174-314 N. Peoria St. (evens); 119-135 and 225-315 N. Peoria St. (odds);
128-308 N. Sangamon St. (evens); 129-315 N. Sangamon St. (odds);
112-154 and 224-328 N. Morgan St. (evens); 127-329 N. Morgan St. (odds);
146-172 and 210-328 N. Carpenter St. (evens); 115-155 and 211-329 N. Carpenter St.
(odds);
210-308 N. Aberdeen St. (evens); 211-309 N. Aberdeen St. (odds);
216-328 N. May St. (evens); 225-309 N. May St. (odds);
225-329 N. Racine Ave. (odds);
900-956 W. Lake St. (evens); 901-957 W. Lake St. (odds);
833-925 W. Wayman St. (odds);
945-1041 and 1133-1157 W. Carroll Ave (odds).**

Docket No. 2015-01

To the Mayor and Members of the City Council of the City of Chicago:

Pursuant to Section 2-120-690 of the Municipal Code of the City of Chicago (the "Municipal Code"), the Commission on Chicago Landmarks (the "Commission") has determined that the Fulton-Randolph Market District (the "District") is worthy of Chicago Landmark designation. On the basis of careful consideration of the history and architecture of the District, the Commission has found that it satisfies the following three (3) criteria set forth in Section 2-120-620 of the Municipal Code:

1. *Its value as an example of the architectural, cultural, economic, historic, social, or other aspect of the heritage of the City of Chicago, State of Illinois, or the United States.*

4. *Its exemplification of an architectural type or style distinguished by innovation, rarity, uniqueness, or overall quality of design, detail, materials, or craftsmanship.*

6. *Its representation of an architectural, cultural, economic, historic, social, or other theme expressed through distinctive areas, districts, places, buildings, structures, works of art, or other objects that may or may not be contiguous.*

I. BACKGROUND

The formal landmark designation process for the District began on April 3, 2014, when the Commission approved a preliminary landmark recommendation (the "Preliminary Recommendation") for the District as a Chicago Landmark. The Commission found that the District meets three of the seven criteria for designation, as well as the integrity criterion, identified in the *Chicago Landmarks Ordinance* (Municipal Code, Section 2-120-580 *et seq.*). The Preliminary Recommendation, incorporated herein and attached hereto as **Exhibit A**, initiated the process for further study and analysis of the proposed designation of the District as a Chicago Landmark. As part of the Preliminary Recommendation, the Commission identified the "significant historical and architectural features" of the District as all exterior elevations, including rooflines, of the buildings visible from the public rights-of-way. Also, as part of the Preliminary Recommendation, the Commission adopted a Designation Report, dated April 3, 2014, incorporated herein and attached hereto as **Exhibit B**.

At its regular meeting of June 5, 2014, the Commission received a report from Andrew J. Mooney, Commissioner of Planning and Development, stating that the proposed landmark designation of the District is consistent with the City's plans and policies for the surrounding Fulton Market Innovation District and is consistent with the City's other governing plans and policies. This report is incorporated herein and attached hereto as **Exhibit C** (the "DPD Report").

On June 30, 2014, the Commission officially requested consent to the proposed landmark designation from the owners of properties within the District. It has been the Commission's practice to send one consent form to the owner of each tax parcel, identified by Property Index Number (or PIN), in a proposed landmark district. There are 174 PINs (excluding PINs for individual condominium units) in the proposed District, and therefore the Commission mailed 174 consent forms. Except for condominium buildings, properties with multiple PINs receive one consent form for each PIN. Under the Commission's Rules and Regulations, condominium buildings receive one consent form representing all of the unit owners in the association.

At its regular meeting of November 6, 2014, the Commission received an Expanded Designation Report from Commission staff, incorporated herein and attached hereto as **Exhibit D**. The Expanded Designation Report included additional research on the history of the District as well as information on each of the buildings within it. Upon receiving the Expanded Designation Report, the Commission adopted a Resolution, incorporated herein and attached hereto as **Exhibit E**, which reaffirmed its Preliminary Recommendation of April 3, 2014, and adopted the Expanded Designation Report. As part of the Resolution, the Commission preliminarily identified the "significant historical and architectural features" of the District with more specificity as:

- All exterior elevations, including rooflines and projecting canopies, of the buildings visible from public rights-of-way.
- All streetscapes, including streets, alleys, extensive areas of Belgian-block paving in alleys, sidewalks, reduced-height street-level sidewalks, raised sidewalk loading docks, and similar private and public rights-of-way.

Upon the end of the consent period, as required by the Chicago Landmarks Ordinance, the Commission notified owners of properties within the District in a letter dated April 13, 2015, of a public hearing on the proposed designation scheduled for April 30, 2015. Notices of the time and date of the hearing were (a) posted on signs in the proposed District, and (b) published as a legal notice in the Chicago Sun-Times, as required by the Landmarks Ordinance. A notice was also posted on the DPD web site.

The Commission's Designation Report, initially adopted by the Commission on April 3, 2014, expanded and adopted by the Commission on November 6, 2014, and revised as of this date, which contains specific information about the District's architectural and historic significance, is incorporated herein and attached hereto as **Exhibit F** (the "Final Designation Report").

II. PUBLIC HEARING

The hearing was convened, as scheduled and noticed, on Thursday, April 30, 2015, at 9:30 a.m. at City Hall, 121 N. LaSalle St., Rm. 201-A. Commission member Reverend Richard Tolliver served as Hearing Officer, assisted by Lisa Misher, Senior Corporation Counsel of the Real Estate and Land Use Division of the City's Law Department, as legal counsel to the Commission, and Eleanor Esser Gorski, Director of the Historic Preservation Division of the Department of Planning and Development. Arthur Dolinsky, Senior Corporation Counsel of the Real Estate and Land Use Division of the City's Law Department, served as the Commission staff's counsel for today's public hearing. The hearing was conducted in accordance with the Commission's Rules and Regulations, specifically Article II regarding the conduct of public hearings for landmark designation.

The Commission staff's presentation recommending the proposed landmark designation was given by Matt Crawford, Coordinating Planner. The Commission's Rules and Regulations allow the staff's presentation to include the testimony of an expert witness, and Dominic Pacyga, PhD, historian, author and professor on the faculty of the Humanities, History and Social Sciences Department at Columbia College, Chicago, provided testimony as to how the District satisfied the criteria for landmark designation.

At the conclusion of the staff presentation, the Commission's Rules and Regulations allow property owners, regardless of whether they request party status, to question the staff and/or the staff's expert. The owner of property in the 900-block of W. Lake St. asked why the vacant lot at 912-924 W. Lake St. was included in the District, while the vacant lot at 844 W. Randolph St. was excluded. Staff stated that the National Register guidelines for drawing district boundaries recommend excluding vacant lots at the perimeter of a district, as is the

case at 844 W. Randolph, but also recommend including vacant lots in the middle of a district in order to maintain contiguity and avoid “donut holes.”

Five (5) property owners or owner representatives for properties within the proposed District specifically requested and were granted party status by the Hearing Officer:

- Nancy Herring, owner of property at 1118 W. Fulton Market, a residential condominium building, was granted party status in favor of the District. As a property owner in the proposed District, Ms. Herring was permitted to question Commission staff after the staff presentation. Ms. Herring only asked questions of staff; she did not make a presentation.
- Daniel P. Barrins, owner of property at 1011 W. Fulton Market, was granted party status in opposition to the District. As a party, Mr. Barrins questioned staff and staff’s expert, and made an oral presentation in opposition to the District.
- Chrissoula Haralampopoulos, owner of a 3-story commercial building at 160 N. Halsted St., made a verbal statement and submitted a written report objecting to the District.
- Melissa Otte, representing MCD Fulton Properties, L.L.C., which owns 1114-1116 W. Fulton Market St., made a presentation in opposition to the District.

After presentations by parties, property owners within the District not requesting party status and members of the general public made statements. Ten owners of property within the District spoke in opposition to the District. Two members of the general public spoke in opposition to the District, including the Randolph Fulton Market Association. Four members of the general public, including the West Loop Community Organization, Landmarks Illinois and Preservation Chicago, spoke in favor of the proposed designation.

The transcript (the “Hearing Transcript”) and related exhibits from the public hearing are attached hereto.

III. TALLY OF CONSENTS TO THE DESIGNATION AND CHANGES TO THE DISTRICT

As of the date hereof, 111 of 174 request-for-consent forms mailed to property owners have been returned to the Commission. Owners of five (5) PINs submitted forms consenting to the proposed designation. These five (5) PINs are owned by and represent five (5) individual property owners or entities. Owners of 106 PINs submitted forms not consenting to the District. These 106 PINs represent 66 individual property owners or entities. Owners of the remaining 63 PINs did not respond to the Commission’s request.

Because a majority of property owners in the District responding to the Commission’s request for consent have not consented to the proposed designation, a recommendation to City Council for landmark designation of the District must be approved by the affirmative vote of at least six members of the Commission as required by Section 2-120-690 of the Municipal Code.

IV. FINDINGS OF THE COMMISSION ON CHICAGO LANDMARKS

WHEREAS, the District is the oldest food marketing district in Chicago. Though the majority of the historic buildings in the District were built between 1880 and 1929, the District began to function as a food market in 1850 when a municipal market hall was built in the middle of Randolph St. To a substantial degree the District has continuously functioned as a food distribution area to the present day; and

WHEREAS, the widened portion of Randolph St. in the District is a legacy of three City of Chicago planning initiatives to support food marketing. In 1850 the city widened the street between Desplaines and Halsted Streets for a municipal market hall that was later replaced by an open air market supplied by truck farmers and operated by the City of Chicago. In 1908 the city extended the widened street west to Sangamon St. to relieve overcrowding in the farmer's market and to remove a vice district. In 1923 the street was widened again west to Union Park in a bid to attract wholesale produce dealers vacated from South Water Market; and

WHEREAS, the District includes the historic location of an open air farmers market supplied by truck farmers. Truck farmers worked land in Chicago's undeveloped neighborhoods and suburbs and their produce was an important part of Chicago's economy and food supply in the late nineteenth and early twentieth centuries; and

WHEREAS, the District conveys Chicago's importance as a wholesale market into which poured the agricultural bounty of the Midwest and West. The vast quantities of produce and livestock required complex systems of distribution that gave rise to wholesale food markets, of which the District is a rare survivor; and

WHEREAS, the District functioned historically and currently as a meatpacking district, one of the city's most historically significant industries. Historic buildings on Fulton Market St. housed branch operations of Philip Armour, Gustavus Swift and Nelson Morris, the nation's "big three" packers and global brand names in the early twentieth century; and

WHEREAS, the District includes a significant number of manufacturing and warehouse buildings which housed industrial businesses that helped generate Chicago's economic development as an industrial city; and

WHEREAS, the District includes a rare, and likely unique for Chicago, collection of commission houses, a historic building type specifically designed for the wholesale marketing of produce and other compact foodstuffs like poultry, butter, cheese, and eggs. Characteristic features of this building type are large street-level vehicular openings, modular design and a two- to three-story height; and

WHEREAS, the District contains a rare surviving group of historic meatpacking buildings that record the historical importance of the meatpacking industry in Chicago. Characteristic features of this building type are their long street-frontages, raised sidewalks and sidewalk canopies; and

WHEREAS, there are a number of larger manufacturing and warehouse buildings in the District which exhibit a high degree of design, detail and craftsmanship in traditional brick masonry; and

WHEREAS, the majority of buildings in the District were designed with a utilitarian aesthetic that placed a priority on functionality, sturdy construction, minimal wasted space or material and a clearly expressed structure. Characteristic features of this aesthetic include large windows, projecting vertical piers, thick masonry walls and limited architectural ornamentation; and

WHEREAS, many of the buildings in the District exhibit excellent design and craftsmanship in brick masonry. Corbelled and machicolated cornices, strips of projecting headers which frame architectural elements, recessed courses which suggest rustication, and checkerboard bond patterns were all used to add visual interest with little additional cost; and

WHEREAS, the presence of sidewalk canopies, raised loading docks and the absence of curbs in some areas of the District are rare streetscape features in Chicago, and these features convey the District's historic and ongoing wholesale function; and

WHEREAS, taken as a whole, the District exemplifies the importance of wholesale produce marketing, meatpacking and manufacturing in the City's economic history from the late-nineteenth century through the mid-twentieth century, and the District's buildings share common historic, architectural, and economic themes; and

WHEREAS, the District meets the three (3) criteria for landmark designation set forth in Sections 2-120-620 (1), (4) and (6) of the Municipal Code; and

WHEREAS, consistent with Section 2-120-630 of the Municipal Code, the District has a significant historic, community, architectural, or aesthetic interest or value, the integrity of which is preserved in light of its location, design, setting, materials, workmanship, and ability to express such historic, community, architectural, or aesthetic interest or value; now, therefore,

THE COMMISSION ON CHICAGO LANDMARKS HEREBY:

1. Incorporates the preamble and Sections I, II, III, and IV into its findings; and
2. Adopts the Final Designation Report, including the building catalog and District map, as revised as of the date hereof. Among other revisions, the Final Designation Report excludes the following properties:
 - The vacant land at 215 to 221 N. Peoria St. (PINs 17-08-425-005-0000, 17-08-425-004-0000, 17-08-425-003-0000 and 17-08-425-002-0000); and
 - the building at 160 N. Halsted Street (PIN 17-08-434-016-0000).
3. Finds, based on the Final Designation Report as revised, and dated as of the date hereof, the first DPD Report dated June 5, 2014, the updated DPD Report dated as of the date hereof, the Hearing Transcript and the entire record before the Commission, that the District meets the three (3) criteria for landmark designation set forth in Sections 2-120-620 (1), (4), and (6) of the Municipal Code; and
4. Finds that the District satisfies the "integrity" requirement set forth in Section 2-120-630 of the Municipal Code; and

5. Finds that the significant historical and architectural features of the District are identified as follows:
- All exterior elevations, including rooflines and projecting canopies, of the buildings visible from public rights-of-way.
 - All streetscapes, including streets, alleys, extensive areas of Belgian-block paving in alleys, sidewalks, reduced-height street-level sidewalks, raised sidewalk loading docks, and similar private and public rights-of-way.
6. Recommends that the District be designated a Chicago Landmark.

This recommendation was adopted unanimously (7-0).



Rafael M. Leon, Chairman
Commission on Chicago Landmarks

Dated: 5 / 13 / 2015