

# Panther Island

Real Estate, Economic Development, and Implementation Strategy

March 5, 2024

# ACKNOWLEDGMENTS

PANTHER ISLAND EXECUTIVE SUMMARY

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# INTRODUCTION

## PANTHER ISLAND'S ECONOMIC DEVELOPMENT OPPORTUNITY

**Panther Island is a once-in-a-generation city-building opportunity for Fort Worth to amplify the energy of its urban core and surrounding neighborhoods.** It is a critical link that consists of around 330 acres of underutilized public and private land in the city's core. This is an opportunity to create meaningful physical and community connections between some of Fort Worth's most vibrant neighborhoods. Given Fort Worth's rapid growth, with population surging by 24% from 2010 to 2020, Panther Island offers a new development ground for the city.

**As the Central City Flood Control Project is completed by the United States Army Corps of Engineers (USACE) to protect vital Fort Worth neighborhoods and position Panther Island as a core economic development opportunity, the redevelopment of Panther Island will move forward.** The construction of the bypass channel will not only reduce flood risk and create the possibility to embrace the Trinity River waterfront through levee removal, but it will also unlock significant land for development on Panther Island. A once-neglected, industrial section of the Trinity River will be transformed into a vibrant neighborhood with green spaces bustling with activity and opportunities for living, working, shopping, connecting, and playing.

In 2023, the Panther Island Steering Committee, which includes the public and civic stakeholders leading planning and implementation, embarked on a mission to update the vision for Panther Island. This process was sparked by the recent influx of federal funding to build the Trinity River bypass channel, an ambitious flood-control project which will help mitigate flooding in the region and will unlock extensive development potential on Panther Island. The Steering Committee engaged a consulting team consisting of HR&A Advisors, Lake Flato, and a supporting team to create an updated strategic vision that focuses on the physical and design aspects of the plan and also to gain a deeper understanding of real estate economics, funding, financing, and implementation strategies.

This document addresses the latter, including themes such as:

- **The Generational Economic Development Opportunity of Panther Island**
- **State of the Real Estate Market:** A project of the scale and centrality of Panther Island needs to be responsive to the ever-changing conditions of the economy and real estate market conditions. To factor in these changes in the updated strategic vision, the consultant team examined existing documents, such as the City of Fort Worth Economic Development Strategic Plan, the City of Fort Worth Comprehensive Plan, and the Downtown Fort Worth Plan 2033.
- **Real Estate Strategy:** The successful development of Panther Island requires attracting significant real estate development interest, strategically deploying publicly owned property for development, and providing the public infrastructure necessary to serve the development of the scale and quality envisioned in the Strategic Vision.

- **Phasing Drivers & Approach:** Over the multi-decade development of Panther Island, the public and private partners and stakeholders will need to be flexible and nimble to be able to respond to opportunities and conditions that are not always predictable, but an approach to phasing can help guide public and private investment in a way that seeks to take advantage of early momentum, balance cost and benefit, and effectively manage the sequencing and timing of infrastructure costs and land disposition.
- **Funding & Financing:** Clearly articulating the shared benefits of a well-developed Panther Island, not just for private investors but for the entire community, can help garner support for a balanced funding approach.
- **Project Governance & Coordinating Structure:** Panther Island demands an approach to governance that creates the alignment of mission, powers, and capacities to deliver upon the vision.
- **Community & Equitable Development:** A variety of engagement approaches allowed the team to collect important input from key stakeholders and the broader public, with a focus on the communities on and surrounding Panther Island who may be most impacted by the development.
- **Next Steps for Planning & Implementation:** Continuing the momentum from this report and managing the Panther Island project towards successful implementation in the coming years will require consistent planning, policy making, partnership development, community engagement, property disposition, and other activities.

This report will point to the key factors that influence the development process on Panther Island. Factors include influencing the development process, the intersection of utilities and urban design, economic viability, phasing, governance, and community involvement.

# PANTHER ISLAND: A GENERATIONAL ECONOMIC DEVELOPMENT OPPORTUNITY

## PANTHER ISLAND'S ECONOMIC DEVELOPMENT OPPORTUNITY

In 2004, the *Trinity Uptown Plan* for the area now known as Panther Island proposed to “promote mixed-use family-oriented development in this area” and “[join] a North American city movement that is finding strategies to reconnect citizens and downtowns with their riverfronts.” The wait for federal flood infrastructure funding for the investment necessary to unlock real estate and economic development of Panther Island significantly delayed Fort Worth’s initial plans for Panther Island. Now, with infrastructure funding secured, the Panther Island project will begin at a critical moment in the development of Fort Worth’s economy. As Fort Worth leads Texas in rapid population growth, Panther Island will be one of the final signature developments in the urban core that defines community, identity, and economic opportunity for the next generation of Fort Worthians.

- (1) **Today, Fort Worth is at a critical juncture of planning how to capture projected growth while attracting employers that will grow, strengthen, and sustain the economy along with the growing population.** This is an opportunity to secure investment. The Dallas-Fort Worth-Arlington metro area is one of the fastest growing regions in the country. The region’s economic opportunities, cultural diversity and attractions, and relative affordability in cost of living are attracting new residents from across the country and the world. Fort Worth was the fastest growing city in Texas from 2020-2023, a trend that has been reflected in the increasing pace of housing production.
- (2) **Panther Island is one of the last untapped development opportunities in the urban core of Fort Worth.** Unlocking investment in Panther Island requires an inspiring vision, quality infrastructure, and an urban fabric that can foster density and a people-scaled district. The Strategic Vision will help make possible activation and development of at least 193 acres that otherwise are likely to remain underutilized. The scale and centrality of the project has very few precedents in major cities and poses a huge opportunity for the city and region to intentionally build a district for the future of Fort Worth.
- (3) **Panther Island sits at the crossroads of an incredibly dynamic and diverse set of neighborhoods and destinations, including Downtown, Northside, the Stockyards, and the Cultural District.** Panther Island can knit these places together and complement them with new experiences, offerings, and increased vitality – creating a unique synergy between neighborhoods in Fort Worth.
- (4) **With 383 acres of public land holdings\*, Panther Island can set a new standard for public-private partnerships and equitable real estate development.** The project provides many opportunities to purposefully leverage public land to build community, reduce economic disparity, and bring new opportunities to the people of Fort Worth.

## CONNECTIONS TO FORT WORTH'S ECONOMIC DEVELOPMENT PRIORITIES

The City of Fort Worth’s first economic development plan was written in 2017. Since then, the city has grown rapidly, with major developments and investments such as the Dickies Arena, the TCU School of Medicine, and major progress on the further development of the Stockyards. The 2022 update to the City’s Economic Development Strategic Plan addresses the effects of COVID-19 on the economy and real estate, growing opportunities for real estate development, and the importance of equitable

workforce development. The development of Panther Island presents an opportunity for the City to deliver on many of its economic development goals, especially supporting large-scale public-private partnerships, building capacity and opportunities for local businesses, attracting new anchors in target industries (especially culture and anchors and innovators), and leveraging the equitable development of real estate to reduce disparities.

Relevant Fort Worth Economic Development Priority Initiatives (2022-2026)	What role could Panther Island Play?
<b>INVESTMENT FRAMEWORK</b> Adopt an investment framework to drive public-private development projects, align City incentives to create new jobs and private sector investment, and build capacity in Fort Worth businesses.	As the largest scale public-private project in Fort Worth, Panther Island can set a national standard for leveraging public assets to attract private investment, developing a place that economically, socially, and culturally benefits the whole region. <ul style="list-style-type: none"> <li>• Focus on attracting anchors that provide a range of job opportunities.</li> <li>• The ample real estate available on Panther Island creates opportunities to attract major employers for two of the City’s target sectors: Anchors &amp; Innovators and Culture.</li> </ul>
<b>EQUITABLE REAL ESTATE DEVELOPMENT</b> Position Fort Worth for equitable real estate development Citywide—including catalyst projects, like the Texas A&M expansion and Convention Center expansion, in historically underserved areas and foundational infrastructure in new growth centers—through external funding, City resources, and private sector engagement. For more specific tools that could be used, see the Equitable Development Toolkit on p. 29	Panther Island could set the standard for equitable real estate development in Fort Worth, complementing surrounding neighborhoods, reducing economic disparities, and providing new opportunities for building wealth. <ul style="list-style-type: none"> <li>• Use the development process as an opportunity to provide capacity building for small businesses and local contractors, and build in space for local small business in the completed development.</li> <li>• Utilize equitable development tools (see p. 28) to maximize local participation in the development process, ensure the development is beneficial to residents of surrounding neighborhoods, and encourage the production of affordable housing and amenities throughout the island.</li> </ul>
<b>HUMAN CAPITAL INVESTMENTS</b> Focus on human capital investments that attract, retain, and develop a broad base of creative talent in Fort Worth.	Panther Island will focus on attracting employers by first attracting talent. The island will be a district where people can find housing, employment, a robust network of green space and nature, arts, and culture, all within a walk or a bike ride. Panther Island will be an investment in the quality of life of all residents of Fort Worth, drawing talent to the region. <ul style="list-style-type: none"> <li>• Partner with organizations like Tarrant County College to proactively build workforce development pipelines for Fort Worthians to access jobs created by Panther Island.</li> </ul>

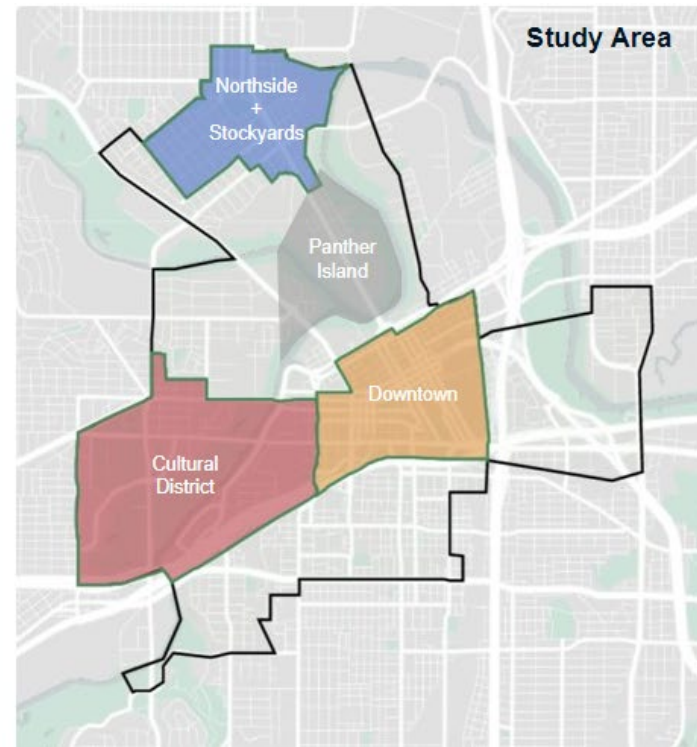
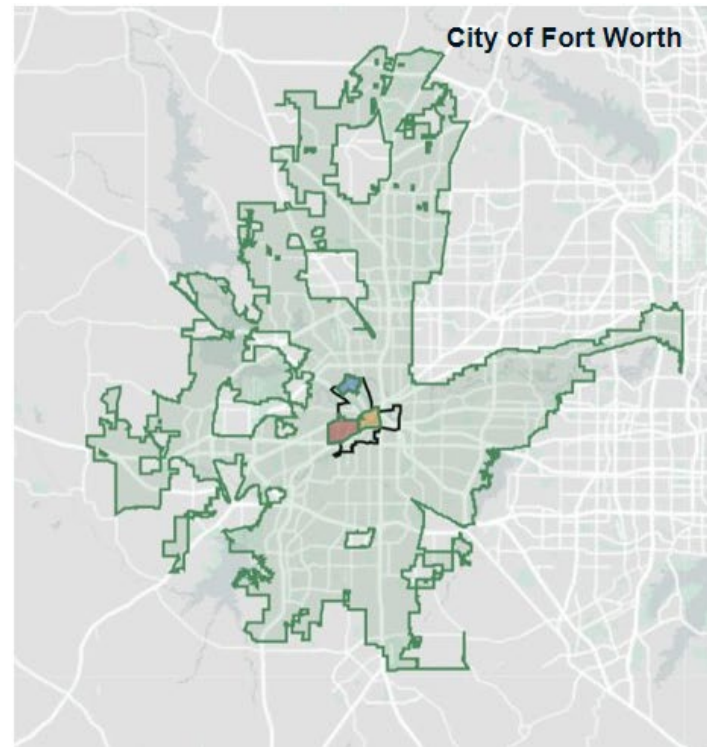
\*This does not include land dedicated as public ROW (56 acres)

# STATE OF THE REAL ESTATE MARKET

## INTRODUCTION

Since the City of Fort Worth adopted the Trinity Uptown Plan in 2004, the population and economy of the region and the city have experienced significant growth. The Dallas-Fort Worth-Arlington metro area emerged as the leader in population expansion among metro areas nationwide. From 2009 to 2019, the region exhibited a job growth rate surpassing that of the state. Since 2004, the city's population surged by 55%, with more than 13 million square feet of new developments added, accompanied by an 81% increase in employment. A project of the scale and centrality of Panther Island needs to be responsive to the ever-changing conditions of the economy and real estate market conditions. To factor in these changes in the updated strategic vision, the consultant team examined existing documents, such as the City of Fort Worth Economic Development Strategic Plan, the City of Fort Worth Comprehensive Plan, and the Downtown Fort Worth Plan 2033 (full list of documents can be found in the appendix). Additionally, the team utilized quantitative data sources portraying demographic and development trends over time, such as the U.S. Census Bureau, the U.S. Bureau of Labor Statistics, and CoStar.

## STUDY AREA



### Panther Island

Located immediately north of Downtown Fort Worth, Panther Island district of approximately 335 acres, which consists of approximately 146 acres that are considered developable today and an additional 193 acres that will become developable once the Central City Flood Control project is completed and the existing levees are removed. In

addition to Downtown, Panther Island is surrounded by several of Fort Worth's most celebrated neighborhoods and districts, including the Stockyards, the Northside, and the Cultural District. Panther Island has a concentration of existing businesses that have been located there for decades. Over the last 15 years, TRWD has acquired land in preparation for the flood control implementation that is now being funded by the United States Army Corps of Engineers.



### Cultural District

Located west of downtown, the Cultural District is home to major museums and an array of other cultural venues. Today, the Cultural District is reviving its sporting and performance roots with the opening of Dickies Arena.

Population	3,630
Annual Visitors	2.5 million



### Northside + Stockyards

The Northside + Stockyards area includes the vibrant residential Northside neighborhood and the Fort Worth Stockyards, a historic district centered on a former livestock market.

Population	3,690
Annual Visitors	8 million



### Downtown

Downtown is Fort Worth's traditional center of commerce, transportation, government services and hospitality with expanding residential development and higher education offerings.

Population	9,970
Annual Visitors	12.6 million
Employees / Businesses	37,970 / 1,450

# STATE OF THE REAL ESTATE MARKET

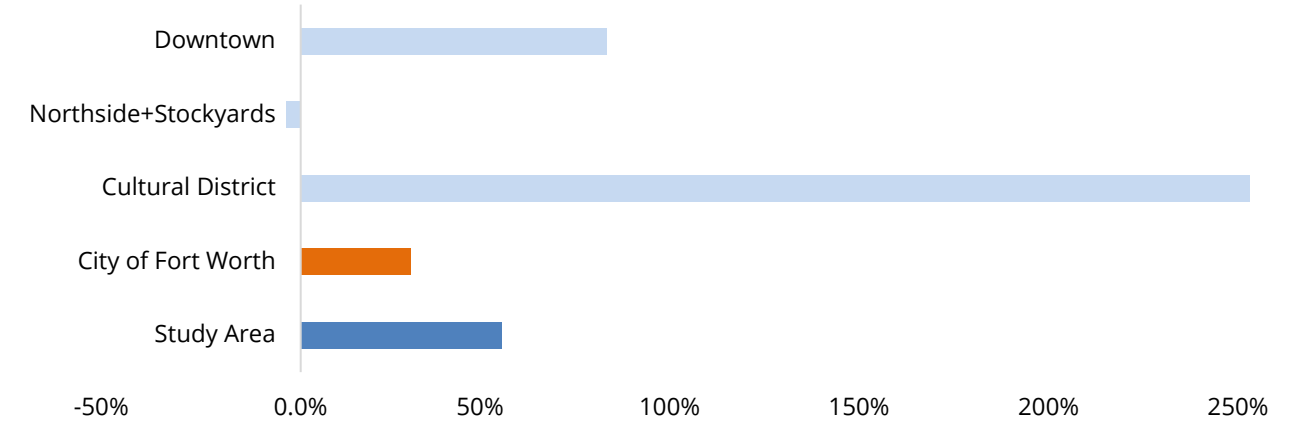
## STUDY AREA DEMOGRAPHIC TRENDS

The population in the study area is experiencing rapid growth, surpassing that of the City of Fort Worth. Over the past 12 years, the Cultural District has nearly tripled in population, driven by new housing development. The neighborhoods around Panther Island reflect the significant diversity of the city and region, but also the racial and socioeconomic divisions prevalent across many center cities. For example, the population north of Panther Island is over 90% Hispanic, while the south and west are less than 10% Hispanic. The socioeconomic gap is widening as affluent populations in Downtown and the Cultural District expand, contrasted by significantly lower incomes in the Stockyards/Northside. The study area also features a distinctive mix of single households and families, with a higher proportion of children compared to similar urban core districts in nearby cities. While residents in the Cultural District and Downtown are predominantly of workforce age, the Stockyards Northside neighborhood stands out with over 70% of its population comprising families, many with young children.

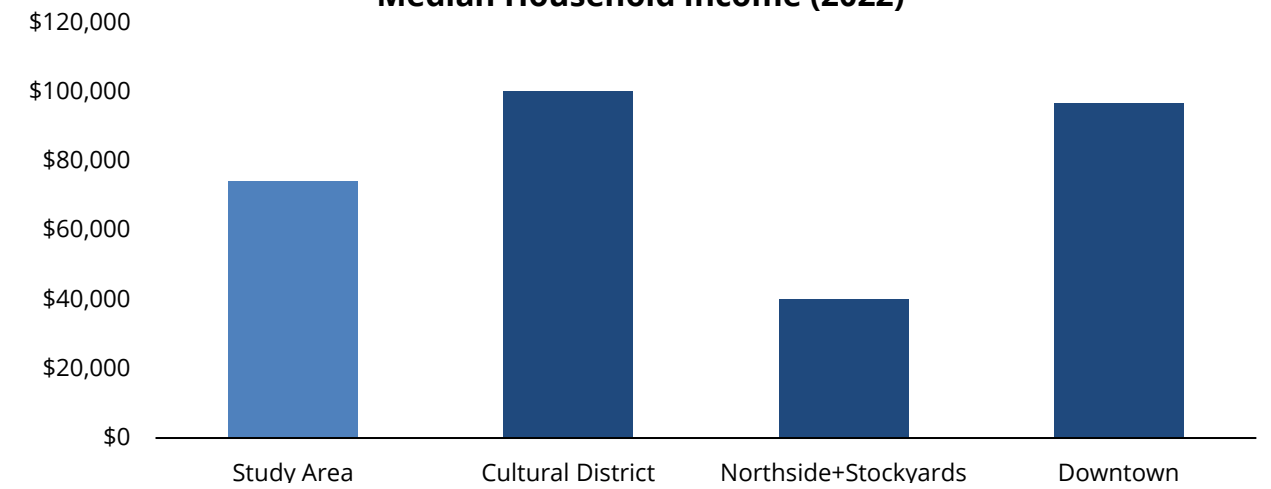
- Population Growth (2010-2022): 53%
- Median Household Income: \$74K
- Median Age: 36
- Workforce Population: 37%
- Labor Force Participation Rate: 48.6%
- Highest Employed Industries
  - Healthcare: 12.5%
  - Manufacturing: 11.6%
  - Professional/Scientific/Tech: 11.5%
  - Construction: 10.2%
  - Retail Trade: 9.3%

**Implication for Panther Island:** In light of Fort Worth's substantial and continuing population growth, the creation of a distinctive district is crucial to accommodate not only the individuals propelling the city's economy, but also to engage with and add to the bordering neighborhoods and city overall. Panther Island will provide this growing population with spaces to live, work, and engage in recreational activities. The location of Panther Island amid diverse and culturally rich neighborhoods offers opportunity to reflect, embrace, and welcome all surrounding communities to the future development and activity on Panther Island.

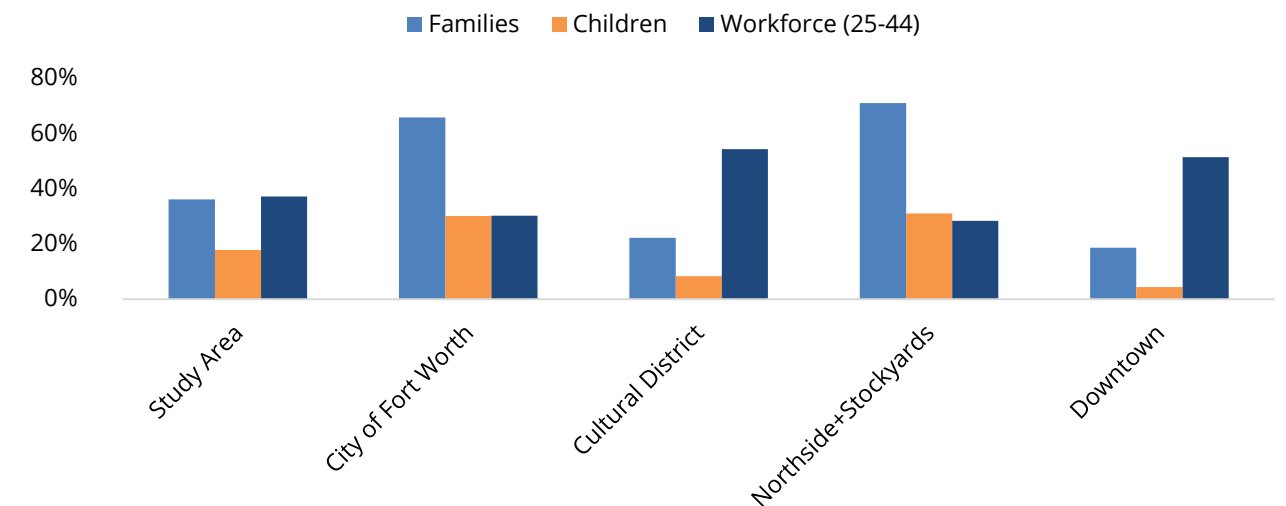
**Population Growth (2010-2022)**



**Median Household Income (2022)**



**Neighborhood Composition (2022)**



# STATE OF THE REAL ESTATE MARKET

## STUDY AREA REAL ESTATE MARKET TRENDS

### 1. Multifamily

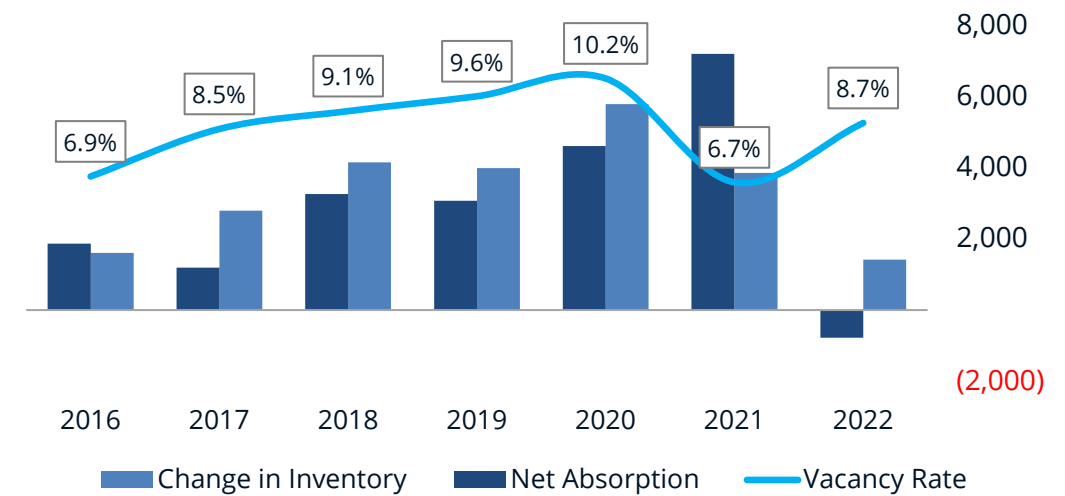
Over the past decade, multifamily development has been strong, with apartment construction citywide growing significantly between 2016 and 2020 and growth in rents within study area neighborhoods demonstrating robust demand for residential properties. According to the 2033 Strategic Action Plan for Downtown Fort Worth, concession rates in the Downtown area currently stand at 1.2%, the lowest since 2015. The Study Area currently constitutes 9% of the city's multifamily housing stock. The Study Area shows higher multifamily vacancy rate compared to citywide, yet 25-50% of the absorption in the City is happening in the Study Area. This, combined with rising market rents and low vacancy rates, underscores the significant demand for multifamily residential developments.

**Implication for Panther Island:** The notable share of overall multifamily absorption and the consistent upward trend in rents underscore continued growing demand for rental apartments in Fort Worth and the appeal of the city's core for residents. With the market in Fort Worth and the region continuing to deliver apartments at significant scale, multifamily projects are likely to be an important and significant component of early development activity on Panther Island.

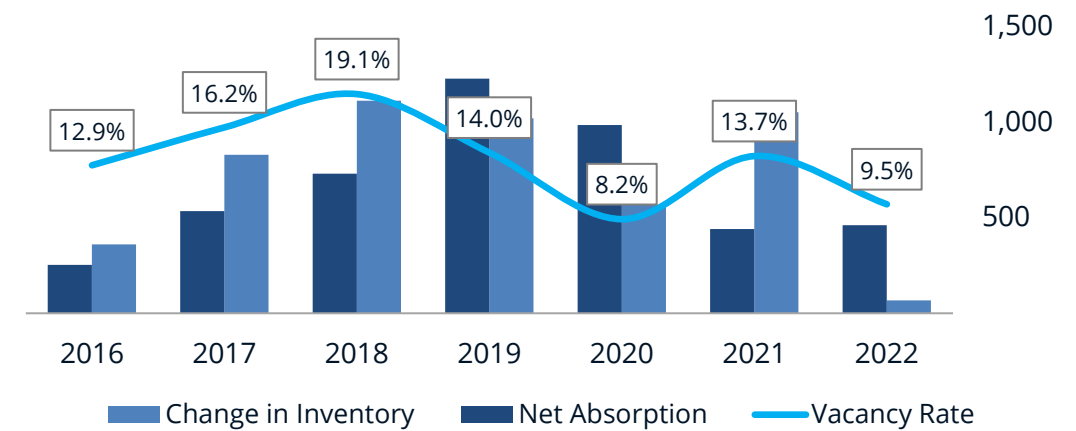
	Downtown	Cultural District	Northside+Stockyards	Study Area	City of Fort Worth
Inventory Units (2023)	2,188	2,163	77	9,857	108,052
Rent per Square Foot (2023)	\$1.77	\$1.86	\$1.06	\$1.87	\$1.52

Note: The Study Area is inclusive of Downtown, the Cultural District, the Northside+Stockyards, and smaller areas surrounding these neighborhoods as noted on the Study Area map on Page 4.

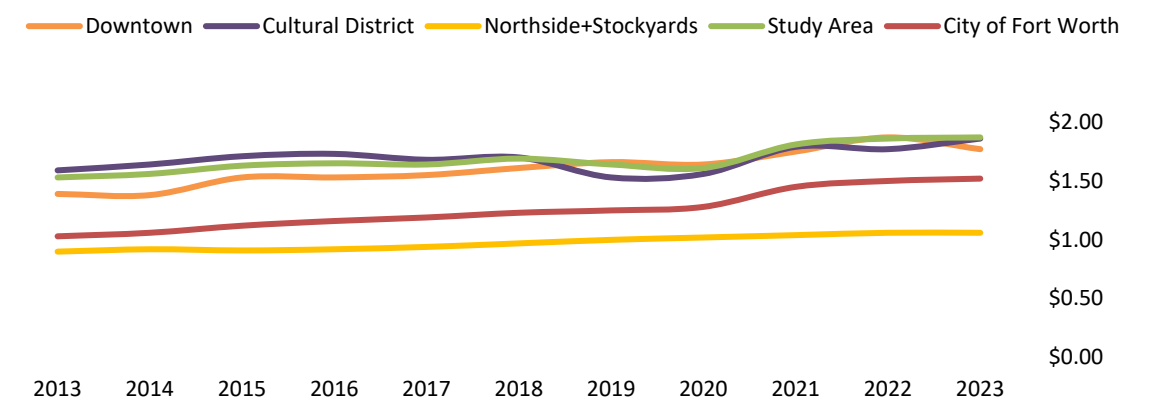
### Multifamily in City of Fort Worth



### Multifamily in Study Area



### MF Rent Per Square Foot



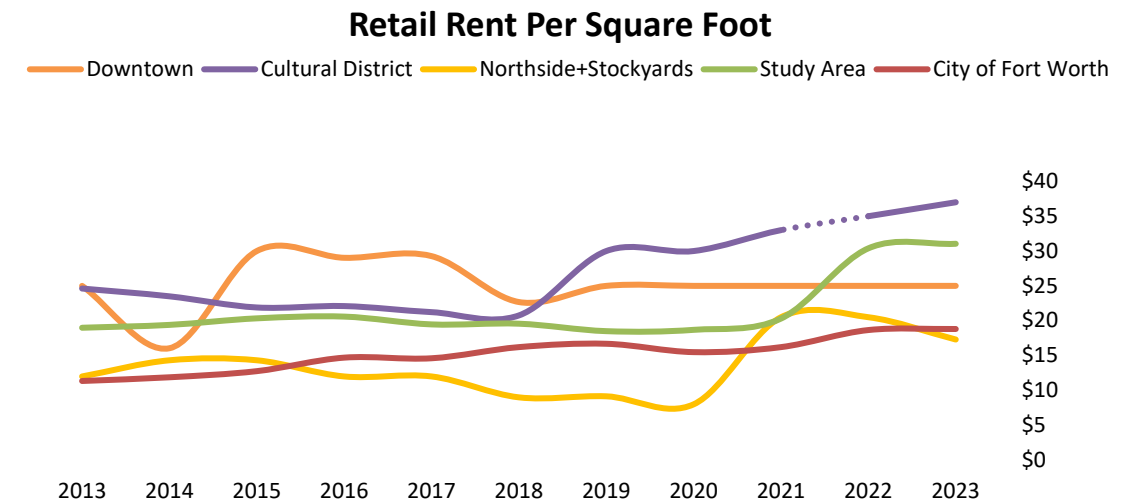
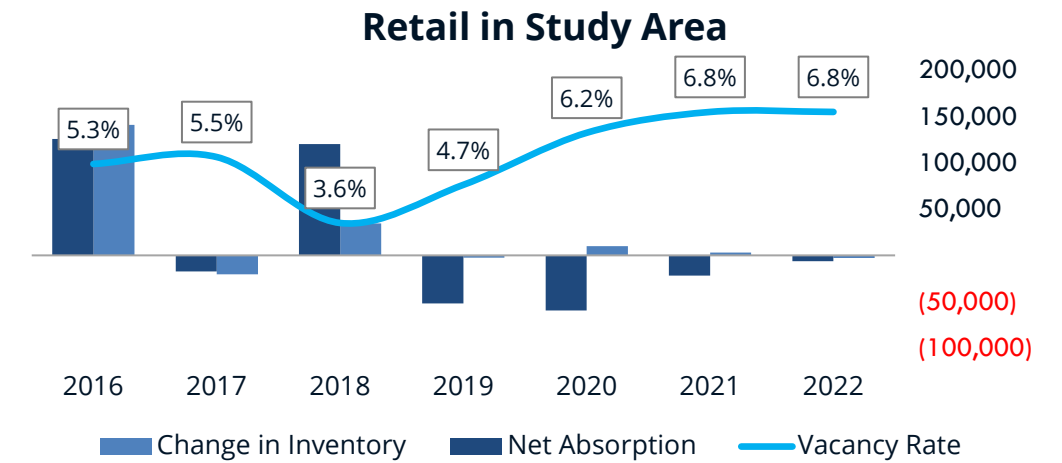
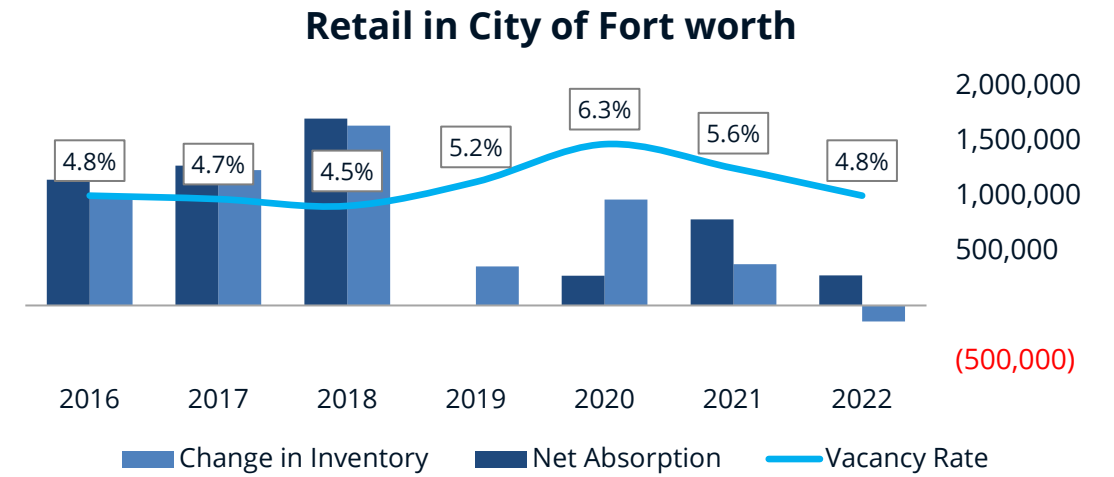
# STATE OF THE REAL ESTATE MARKET

## 2. Retail

The Study Area demonstrates lower retail production and a higher vacancy rate than the city overall. This decline in retail since 2019 can be attributed in part to COVID-19 pandemic, coupled with minimal new inventory introduced since 2016. In the last few years retail has been in demand throughout Fort Worth, evidenced by the retail revitalization of the Stockyards and Mule Alley and the continued success and growth of Clearfork. Within the Study Area, the Stockyards has placed a strong emphasis on retail, with fewer multifamily and office developments.

**Implication for Panther Island:** It is crucial to recognize retail’s potential role as an amenity that can enhance the value of residential properties and draw visitors, workers, and residents to Panther Island. A thoughtful and strategic approach is required to ensure retail delivery on Panther Island has overall success. Recently developed retail projects demonstrate the significant value creation of mixed-use districts in Fort Worth.

	Downtown	Cultural District	Northside+ Stockyards	Study Area	City of Fort Worth
Inventory Buildings (2023)	49	77	86	422	4,765
NNN Retail Rent Direct PSF (2023)	\$25	\$37	\$17.30	\$31.04	\$18.81





# STATE OF THE REAL ESTATE MARKET

## 3. Office

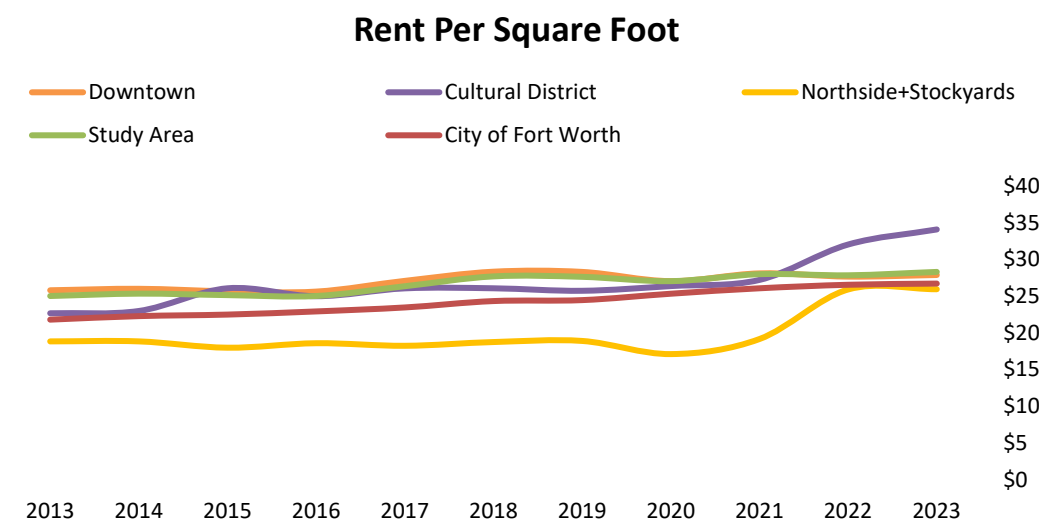
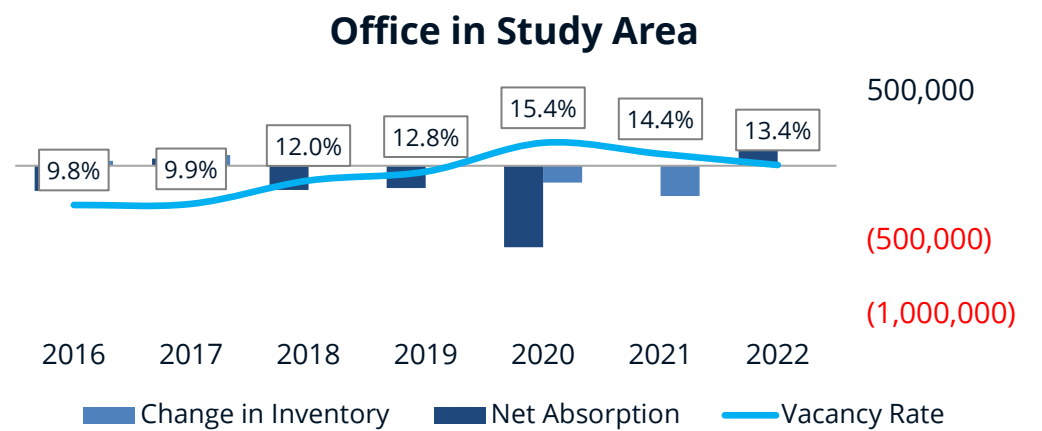
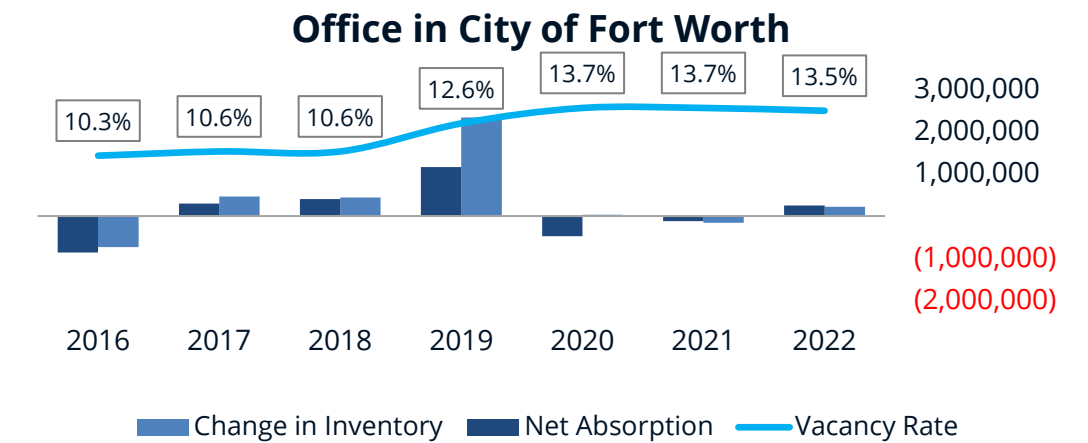
Currently, Downtown comprises 25% of the total office inventory in Fort Worth. Recent office construction has been limited both citywide and in the Study Area, and the Study Area experienced declining office absorption even prior to the pandemic. Office rent has consistently increased throughout the city, with particular growth observed in the Cultural District. Although 2022 marked the highest absorption in the study area in over seven years, occupancy rate gains have been significantly driven by the acquisition of buildings for non multi-tenant office purposes, tenants' building preference changes, and building closure in anticipation of redevelopment into other uses. High interest rates and construction costs in 2023 continue to impact office development across the country and in the DFW area.

According to Dallas Regional Chamber data, Fort Worth is home to just over 8% of the 530 companies that relocated or expanded to North Texas in the last decade. While Panther Island can capture the interest of out of market tenants looking at Fort Worth, it will also appeal to existing companies. However, the migration of those existing companies to Panther Island is not a net gain to Fort Worth, and is neither complimentary to nor supportive of downtown, which is a key objective of the Panther Island plan.

Recent movements in the Fort Worth office market have included the development and strong pre-leasing of projects like The Crescent along West 7<sup>th</sup> Street, though the overall trend of office occupancy in the area has declined.

**Implication for Panther Island:** Fort Worth has attracted relatively few corporations of significant scale compared to some neighboring cities. Panther Island has the potential to position itself as an opportunity over the long term to capture the interest of both regional and national companies, dependent upon building a strong base of amenities first. Panther Island can also drive the successful attraction of the district by providing typologies that don't exist nearby due to its larger block sizes and blank slate context.

	Downtown	Cultural District	Northside+Stockyards	Study Area	City of Fort Worth
Inventory SF (2023)	11.8M	1.3M	174K	17M	46.2M
Office Gross Rent Direct PSF (2023)	\$27.90	\$34.10	\$25.96	\$28.32	\$26.73



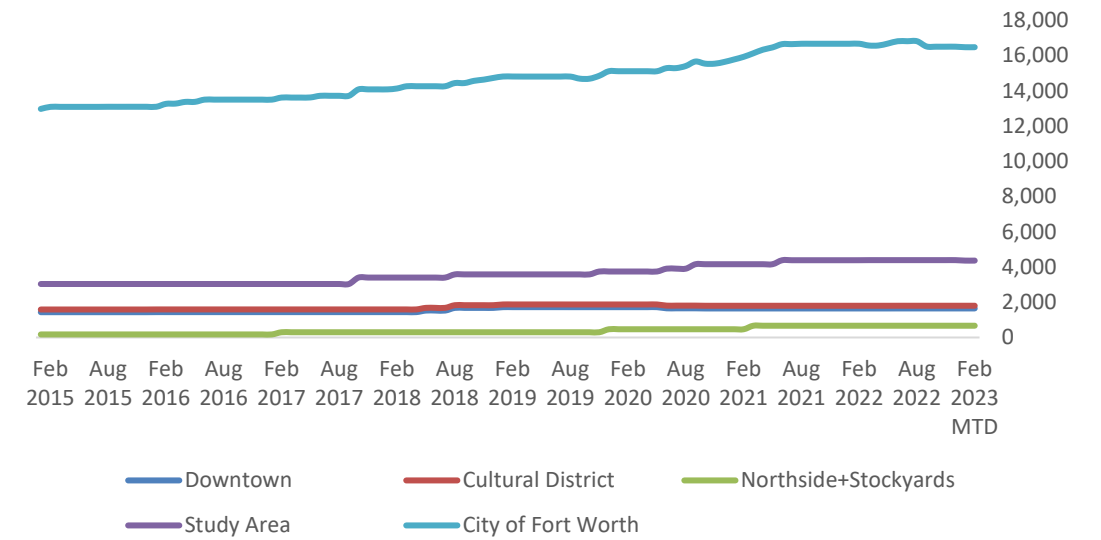
# STATE OF THE REAL ESTATE MARKET

## 4. Hospitality

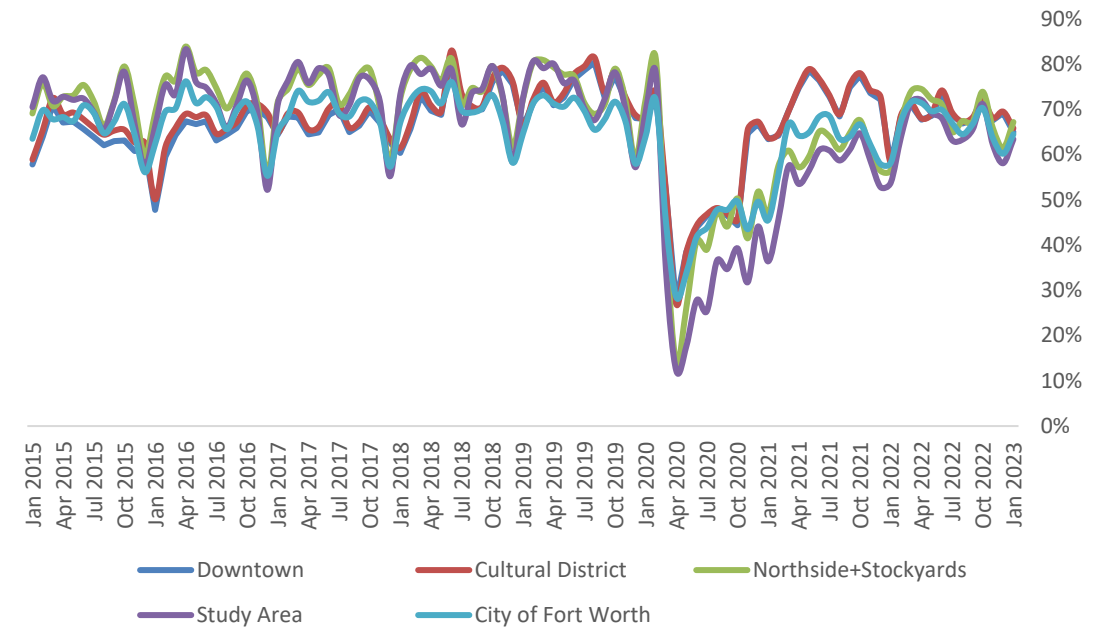
Since 2015, the hotel inventory has shown consistent growth. Downtown comprises just 7% of the city's hotels, yet it commands 23% of the total room inventory. According to the State of Downtown 2021+2022 report by Downtown Fort Worth, the occupancy rate has demonstrated signs of recovery post-pandemic, reaching 64% as of Q4 2022. This figure is only 1% lower than the Dallas-Fort Worth metroplex rate of 65%. Furthermore, the City has plans to construct a Convention Center hotel with 600-1,000 rooms, alongside the \$700 million Convention Center expansion. The Stockyards has undergone significant tourism growth, up to about 8 million visitors in 2023 from about 3 million in 2017. A beneficiary of this success has been Hotel Drover, which also plays a role in supporting market-wide increases in the average daily rate (ADR) of hotel rooms.

**Implication for Panther Island:** The rebounding occupancy rate and ongoing construction projects in Downtown signify a growing demand for hotels in the region. In the long term, Panther Island may want to explore opportunities for new hospitality developments to meet this increasing demand, which will initially require a base of multifamily and office development given their attraction for jobseekers and employees.

Inventory of Rooms in Fort Worth (2015 - 2023)



Hospitality Occupancy in Fort Worth (2015 - 2023)



# STATE OF THE REAL ESTATE MARKET

## 5. Recent Development Highlights Around Panther Island

**Implication for Panther Island:** In light of successful development occurring in areas adjacent to Panther Island, it is imperative for Panther Island to foster synergy among adjacent neighborhoods. Projects brought to market should be additive and complementary, supporting the success of surrounding districts by increasing residential population, driving visitation, and supporting employee retention. This involves strategically avoiding direct competition where possible and taking advantage of the uniqueness of Panther Island to deliver development that is distinctive and high quality.

Dickies Arena	Deco 969	New City Hall	Convention Center Expansion	Texas A&M University (TAMU) Expansion
				
<p><b>Opened in 2019</b> Dickies Arena is a 14,000-seat multipurpose American arena, located in the Cultural District. The 2.7-acre large concert hall has the capacity to accommodate conventions and exhibit events, with ancillary event spaces. City agreements restrict City investment in other large-scale event venues in proximity to Dickies Arena, including on Panther Island</p>	<p><b>Under Construction, expected 2024</b> Deco 969, a 27-story, first-of-its-kind Downtown, high-rise apartment complex, is expected to set new price points at the high end of Downtown's rental market. This project will establish comps for other high-rise multifamily developments and has the potential of initiating a new wave of high-rise residential construction.</p>	<p><b>Under Construction, expected 2024</b> The City of Fort Worth is consolidating functions from several City buildings into the 20-story former Pier 1 Imports headquarters and building a new City Hall Council Chambers at 100 Fort Worth Trail. The redevelopment will add a significant amount of green space for public use and help attract additional development East of Henderson.</p>	<p><b>Under Construction, expected 2026</b> The City plans to expand the Convention Center to connect to Downtown's core, including a new grand ballroom space and straightening Commerce Street to allow for greater efficiency in the building. These improvements set the stage for adding a new Convention Center headquarters hotel and improving the overall experience in this area.</p>	<p><b>Under Construction, expected 2027</b> Texas A&amp;M University is moving forward with plans for a new Law and Education Building and Research and Innovation Center Downtown. This development will strengthen Downtown's appeal to businesses seeking high-quality employees, research partnerships, and an enhanced technological ecosystem.</p>
	<p><b>Crescent Hotel</b></p>	<p><b>Bowie House - Auberge Resorts</b></p>	<p><b>Hotel Drover</b></p>	
				
	<p><b>Opened in 2023</b> This 200-room hotel is located in the Cultural District. The hotel is part of a larger \$275 million mixed-use development that includes 1680,000 SF of Class A office space and 167 apartments.</p>	<p><b>Opened in 2023</b> Located in the Cultural District, the luxury resort offers 88 Studios, 12 Lofts, and 6 Suites. Rooms start at over \$600 a night. The resort also features a spa, restaurant, and leverages its close proximity to 5 revered museums.</p>	<p><b>Opened in 2021</b> Hotel Drover was the first new building built in the stockyards after the announcement of redevelopment in the area. It features 200 rooms and suites and has an ADR that exceeds \$600, demonstrating tourist demand.</p>	

# REAL ESTATE STRATEGY

## INTRODUCTION

The successful development of Panther Island requires attracting significant real estate development interest, strategically deploying publicly owned property for development, and providing the public infrastructure necessary to serve the development of the scale and quality envisioned in the Strategic Vision. The development of Panther Island will likely take 20 to 30 years due to both physical constraints (the removal of the Panther Island levees can only occur after completion of the Central City Flood Control Project) and market absorption dynamics. Among the many examples of long-term phased buildout of major waterfront projects is the Capitol Riverfront in Washington, DC, which began in the early 2000s with a new vision for mixed-use development and has seen successful phased delivery over the last twenty years that already has transformed the area into a residential, commercial, entertainment, and retail center and that continues today.

The development of Panther Island will be phased over time as market conditions evolve, public and private resources become available, and successful partnerships are formed. The strategy for successful real estate development on Panther Island is grounded in three key imperatives:

- 1. Leverage Public Land and Investment:** The scale and magnitude of large-scale public land ownership on the island provides an opportunity to develop the island thoughtfully and strategically over time, including a balanced near-and long-term view on investment. While public land holders (TRWD, TCCD, and the City) have a responsibility for generating revenue and positive outcomes from their property holdings, public entities have the ability to balance public policy objectives with financial returns, as well as greater patience, offering flexibility to think and plan long-term not always available to private real estate interests. This publicly owned land can be used to develop a district aligned with the Panther Island vision, function as a resource for social and environmental infrastructure, like public space, to deliver value to the area, and be used strategically to support the feasibility of development through the terms of sale or lease to developers in the future.
- 2. Demonstrate Near-Term Progress:** Communities across Fort Worth have waited patiently for plans for Panther Island to move forward. Many are eager to see development progress as the Central City project continues, and the development community seeks clarity and consistency on the timeline and expectations for development. Near-term progress can be exemplified through the visibility of early successes, which will be important to showcase in order to generate future tax increment to repay flood control costs and to signal development to all stakeholders. The Strategic Vision update focused on identifying opportunities for near-term investment and development that is not contingent on the completion of flood control project phases, providing direction on infrastructure development, land disposition, and private development that can move forward independent from other project components.
- 3. Create Long-Term Value:** For Panther Island to be a success, conditions for development must support value creation and feasibility which will encourage more development interest in the area. This development at scale will drive public return on investment and therefore support the repayment of flood control obligations associated with the Trinity River Vision Tax Increment Financing (TIF) District. Additional amenities to Panther Island, like waterfront access, utilities, public space, public transit, and entertainment, will contribute to the area's long-term value as well.

## OVERVIEW: INVESTING IN VALUE CREATION

The Panther Island project is a once-in-a-generation opportunity to continue strengthening and growing Fort Worth's urban core. In terms of tax revenue, private investment, and community benefits, the returns on early investment will increase over time, as the full buildout of the area becomes possible and the impacts on connectivity, economic growth, and the brand of the city are realized. Achieving these long-term returns requires thoughtful and strategic near-term action along with continued patience and diligence in the delivery of the project by public and private partners consistent with the Strategic Vision.

To create value and achieve the Strategic Vision of Panther Island, investments towards the following real estate considerations should be taken into account:

- **Use** – Encourage and attract a range of uses, likely including multifamily residential and townhomes, rental office, various retail typologies, entertainment, hotel, and civic/cultural/community uses. Momentum for development on Panther Island likely starts with residential given both the reflection of the strength of the multifamily market in Fort Worth, but also as a way to drive the growth of an initial base of population on the island. Public sector partners will need to work through land use regulations and potentially certain targeted inducements and incentives to encourage uses that are important to achieving the economic and community goals of the project but require some level of support for viability at the time of development (such as affordable housing, corporate campuses, or cultural developments) or priorities.
- **Density** – Create conditions that can support development density through zoning and design principles.
- **Quality** – Maintain commitment to quality of design, construction, and management of buildings and public realm consistent with public sector and community aspirations for the project.
- **Timing** – Phase development to demonstrate the early feasibility of developing on Panther Island, meet long-term return thresholds for public entities, and to create a site that meets the Strategic Vision.
- **Affordability** – Establish programs and policies that align with local needs and goals for affordability to enable developers to pursue projects and support diverse residents and businesses.

Developers considering the acquisition of land and/or the delivery of projects on Panther Island will be considering a wide range of factors that affect project feasibility and the ability to generate sufficient returns to warrant investment. Among the factors that will drive the decision-making regarding investment in development of Panther Island are:

- **Rents** – The proximity of developments on Panther Island to regional amenities, public transit, and job centers will drive rents upward due to the convenience that location can offer. Most properties developed in the area will be new construction given the lack of development that's occurred on Panther Island to date. For the properties with historical value or certain unique conditions (views, waterfront location, etc.), a premium could also be expected. Fort Worth's economic conditions combined with its spectacular population growth are likely to drive up demand for newly developed properties on Panther Island as well.

# REAL ESTATE STRATEGY

- **Costs** – Construction costs, including material prices and labor costs, are a major driver for development feasibility. Financing costs are the other major consideration, which have fluctuated over the last few years due to interest rates. Land acquisition costs can also be influenced by location premiums and regulatory requirements. Other considerations for costs include potential future market volatility, operational and maintenance costs, as well as the utilities and infrastructure required for development.
- **Infrastructure Delivery** – Infrastructure is a critical component that influences the feasibility and appeal of real estate development. Road networks and public transit access both play a role in enhancing connectivity and accessibility around developments. Utility infrastructure like electrical power, water/sewer, stormwater systems, and high-speed internet will need the capacity to meet the needs of development. In addition, attention to green space, public amenities, and features like street lighting and landscaping will contribute to the quality of the public realm and therefore the value of nearby property.
- **Disposition and Marketing** – The decision of when to sell property, the optimal pricing for the property, and the structuring of deals for maximum return are considerations for both the developer and public entity holding onto the land.

## ADVANCING THE STRATEGIC IMPERATIVES

### 1. Near-Term Progress:

- **Public sector partners should move quickly to initiate planning, design, and funding for early infrastructure development on Panther Island.**
  - Public sector partners must work towards implementing early infrastructure projects consistent with the Strategic Vision that will ensure the elements that require public investment (e.g. wastewater systems) are in place to support future private investment that will generate activity and tax revenues. Public partners will also need to engage in analysis and discussions with landowners and the philanthropic and development communities to establish expectations around share of costs for all elements of the vision.
- **Initiate process to deploy the first public site(s) for development.**
  - As planning is implemented, the focus shifts to the allocation of the first public land for development, which will involve navigating legal processes and the consideration of zoning regulations. The land selected should align most seamlessly with the overall infrastructure development plan and establish the foundation for a well-coordinated and integrated Panther Island. This is likely to be development concentrated at a major intersection or with the opportunity to quickly activate parcels at the 4 corners of an intersection.
- **Work with landowners and developers interested in early development opportunities.**
  - Collaborating with private landowners and developers will be crucial for early development initiatives to find success. Public sector partners need to engage in open communication to understand the interests, capabilities, and expectations of these stakeholders and align priorities and expectations around topics such as cost sharing and design review processes. Incentive programs, streamlined permitting processes, and infrastructure support should be explored to encourage private entities to actively participate in the early stages of development, including in the area around North Main Street and Northeast Fourth Street where development activity is already contemplated.

- **Build confidence among private investors and community members that a transformation of Panther Island can and will occur.**
  - Public sector partners should develop a communication strategy that articulates the long-term vision, benefits, and progress of the development. Community engagement initiatives should continue to be conducted to gather feedback, ensure that development aligns with the needs and values of nearby residents and stakeholders, and address any concerns.
- **Generate tax increment through early development within the TIF, including the interior of Panther Island and, where possible, in other areas with development potential within the TIF.**

### 2. Long-Term Value:

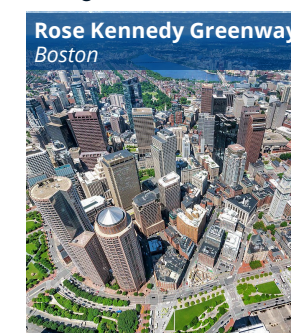
- **Public Space** – Distributed trails and green spaces will provide a base of amenities and will also drive meaningful real estate value that will attract investment and support sustained creation of tax value on Panther Island. There is an important balance in setting aside land for green and public space rather than development, which creates value through an enhanced environment while also preserving adequate land for tax revenue generation. The public sector should initiate a series of planning processes to further design the vision for the public spaces and critical adjacent development sites. These efforts will define the design vocabulary that will become the groundwork for long-term implementation. To deliver meaningful value to surrounding development, green and public spaces will need to be heavily programmed and play a crucial role in cultivating connections throughout Panther Island. The public space will serve as gathering space for events and cultural activities, recreational and water-based activities, community initiatives, all of which will drive value to surrounding real estate. Examples of programming at urban waterfront parks include farmers' markets, yoga, festivals, sports clinics and retail pop-ups. Further recommendations for park management are listed on Page 25. Nationally, parks and public spaces have created measurable and meaningful value for surrounding real estate while providing important recreational and community amenities. For Panther Island, phased public, private, and philanthropic investment in the public realm network proposed in the Strategic Vision Update will provide opportunities for park-oriented development that can achieve higher rents on market-rate units, faster absorption, and greater viability for ground floor retail activation based on proximity to a network of parks, pedestrian-oriented streetscapes, and trails and promenades. In this way, capital investment in public spaces, paired with strong operations and maintenance, can accrue significant return on investment.



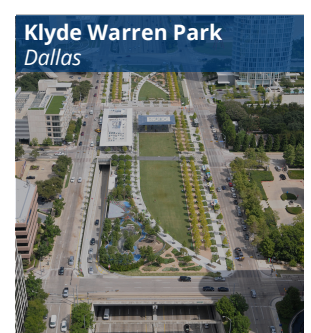
**40-60% value premium**  
on trail-adjacent blocks



**30-40% value premium**  
on trail-adjacent blocks



**50-90% value premium**  
within ¼-mile radius



**40%+ value premium**  
on park-adjacent blocks

# REAL ESTATE STRATEGY

- **Waterfront Location & Access** – Beyond park activities, this network of public spaces will create a highly walkable district that stands apart from the surrounding neighborhoods. Access to the waterfront and the unique canal network will continue to drive value by connecting the real estate and amenity based pockets around Panther Island. Given their distributed nature, these public investments into the public space can be incremental, rather than all occurring upfront. By developing aspects of the public space in stages, the plan can be adaptable and also leverage increased development interest to support further public space. Water-oriented residential and commercial buildings offer opportunities for immediate and future pedestrian-oriented commercial activity on the ground floors and waterfront restaurants with outdoor cafe seating, waterfront-oriented entertainment venues, and opportunities to interact with water.
- **Public Transit** – Proximity to transit hubs is often a value driver due to the ability to enhance accessibility for people in the area, reduce traffic congestion, provide an affordable option for commuting, and ultimately support social mobility. Public transit will also contribute to climate resilience by reducing dependence on cars, thereby reducing greenhouse gas emissions and improving air quality. Signature public transit, such as streetcars, can promote public use and increase ridership. Increased public transit on Panther Island will also provide benefits like relieving stress on parking, reducing congestion, and supporting infrastructural road design. Establishing this transit line will play a crucial role in further supporting the north/south corridor from Downtown to the Stockyards.
- **Views** – Views created by Trinity River and the waterfront, the downtown skyline, and surrounding green space to be further developed on Panther Island will generate value for developments across the project.

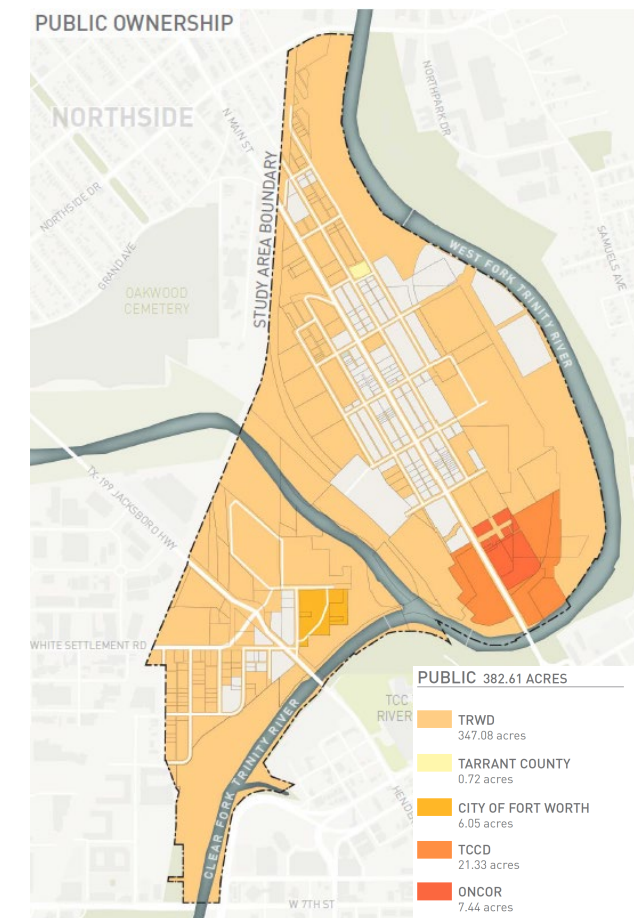
## Leverage Public Land and Investment:

- TRWD-owned land should be taken to market in phases that prioritize areas with immediate potential for development where the resources necessary (public and private) can be identified.
- The level of heavy-handedness required from public entities to attract development will decline over time as early projects take shape and are successful. Once catalytic development occurs combined with green space, streets, and the like, the market will be positioned to deliver more quality product with less regulation and incentives.
- Public land and investments should balance infrastructure cost with the potential for development value and public returns. To accomplish this, cost-benefit analyses should assess short-term returns versus potential for long-term returns. Beyond simply evaluating financial outcomes, projects and developments should be assessed based on the public benefit that they offer. While the City can control land use policy, TRWD controls the disposition of much of the land on Panther Island, and therefore can define expectations for development and financial return. To ensure that both public benefit and financial returns are adequate for public sector partners, expectations need to be further formalized through mutual agreement.

## PUBLIC SECTOR LAND OWNERSHIP AND DISPOSITION

Of the 512 acres of total project area for Panther Island, 438 acres (85.5%) are owned by public sector partners, and, therefore, the public has a great level of control over timing, selection of development partners, and quality of design. The following premises should be used to inform the public sector's approach to land disposition.

- In most cases, public sector landowners will not develop real estate, except for necessary public facilities.
- Given the need for land sales to help fund project delivery, public land will be released to the market in stages, benefiting from growth in value over time while not hindering early progress.
- Public sector partners will, in most cases, seek market value for the land, though they will have the flexibility to consider discounted land transactions if necessary to achieve development goals.
- Governance approaches will establish the methods and decision-making protocols that will inform the disposition of land over time.
- In general, public sector partners will look to benefit from competition by holding open development solicitation processes.



# REAL ESTATE STRATEGY

Below is an overview of the factors that public sector partners will need to consider for the disposition of public property:

## Timing & Phasing

Timing should correlate with economic conditions and optimize community development goals [more on phasing on Page 16]. Sequential phases of development should be structured to correspond with canal development, levee removal, and other infrastructure development which will unlock land opportunities on Panther Island.

## Decisions Regarding Transaction Type and When to Hold or Dispose of Public Land

The assumption is that most land will be sold, but in specific cases, long-term public ownership may be warranted to support land use objectives around green space, public spaces, and public facilities.

## Methods for Selecting Developer(s)

Developer selection requires a structured and transparent process to ensure that the chosen partners have the capacity and commitment to align with the vision for Panther Island and contribute positively to the community. There are a range of developer solicitation processes to consider to generate interest, evaluate potential developers, and ensure responsible stewardship of the project consistent with the Strategic Vision.

- A Request for Qualifications (RFQ) or Request for Expressions of Interest (RFEI) can help public landowners gauge market interest and identify developers to be pre-qualified for more detailed project and economic proposals based on their expertise and track record.
- A Request for Proposals (RFP) can be used to evaluate interested developers based on predetermined criteria like experience, financial capacity, project design, sustainability, and community impact and include specific deal terms (e.g. land price) to allow comparison of financial outcomes, risk, and commitments.

Throughout these processes, transparency, community engagement, and adherence to legal and ethical standards are paramount to ensure public trust in the developer selection process. Additionally, the public entities involved can establish review committees or hire external consultants to evaluate proposals objectively, which fosters an impartial decision-making process.

A hybrid approach of utilizing RFPs and RFQs may support Panther Island’s project complexity by incorporating needs for creative and innovative design, cost considerations, and differing scale of proposed disposition.

## Pricing & deal economics

Factors like local demand, comparable property values, economic trends, and potential for future growth should inform pricing and deal economics. Assessing market feasibility enables the formulation of realistic expectations regarding the property’s value, potential return on investment, and overall economic viability for public sector partners. Other economic considerations involve financing structures, tax implications, and any potential public incentives. Striking the right balance between market demand, property attributes, and financial feasibility can create a deal that aligns with market realities and maximizes economic value for all stakeholders involved.

It is in the public land holders’ best interest to dispose of land as close to the market rate as possible. Decision making criteria should inform the public partners’ consideration of proposed development and disposition:

	Considerations
Alignment with Vision	<ul style="list-style-type: none"> <li>• Architectural Quality</li> <li>• Equitable Development Goals for Implications on Surrounding Community</li> <li>• Local business or economic support</li> <li>• Contribution of cultural space</li> <li>• Diversity of uses</li> </ul>
Cost vs Benefit	<ul style="list-style-type: none"> <li>• Infrastructure cost required for development</li> <li>• Impact on future property tax revenue (e.g. will uses &amp; ownership transition land from public/nontaxable to private/taxable)</li> </ul>
Development Feasibility & Timing	<ul style="list-style-type: none"> <li>• Market conditions</li> <li>• Likelihood of delivering on proposed vision</li> <li>• Willingness of selected sites to commit to timing milestones</li> </ul>
Quality of Potential Partners & Developers	<ul style="list-style-type: none"> <li>• Project experience</li> <li>• Involvement of local partners</li> <li>• Alignment with equity/community commitments</li> </ul>

# REAL ESTATE STRATEGY

## SPECIAL SITES RECOMMENDATIONS AND CONSIDERATIONS

Panther Island contains some unique historic assets. Now vacant and deteriorated, LaGrave Field and the Power Plant are unique sites. While each has physical and reuse challenges to be assessed, re-activating sites like the Power Plant could help establish an anchor and identity for Panther Island

### LaGrave Field

Vacant since 2014, some stakeholders showed a desire for a return of baseball on the field, though there is skepticism about the ability to attract a financially sustainable sports use for year-round activation. The site's location adjacent to the largest consolidated private land ownership on the island suggests that prompt resolution is warranted regarding the use of the site for development, public space, destination entertainment, or other uses.



In its deteriorated condition, LaGrave Field is unusable and requires significant costs from TRWD for security and upkeep. It also is a significant land user that is important to transition over time from a non-taxable use to a revenue generating use to meet the project's fiscal needs. Lastly, a significant sports use at the site would require further analysis regarding traffic, noise impacts on surrounding communities, and parking.

Without a clear, viable path to activation of the current facility with a sports use, the planning team recommends that TRWD demolish LaGrave Field and clear the site to position it for future public space and mixed-use development while reducing ongoing costs. This action, supported by many stakeholders and public sector and civic leadership, would increase the attractiveness of the site and its surrounding properties to potential developers in the future, without limiting the potential for any future uses on the site.

### Power Plant

TCC has explored the reuse of the Power Plant, including soliciting proposals in 2011. However, the viability of reuse of the structure is currently unknown and warrants further study, as in its current state, the building's structural issues make it inaccessible and unusable. The site's location and visual identity next to the Main Street gateway to Panther Island could offer value in attracting activity to Panther Island and this important connecting corridor. Exploring how reuse could seed and catalyze the southern node of Panther Island is important for the vision update. The Power Plant is one of the potentially highest impact development sites on Panther Island due to its eventual proximity to the interior water feature once levee removal is possible, its adjacency to downtown, and its symbolism as a recognizable gateway to Panther Island. To redevelop the site, accessibility needs to be improved. Furthermore, the cost of repurposing the Power Plant is unknown and likely costly, making the ability to preserve and redevelop the site that much more achievable once higher land values have been established on Panther Island, especially if the project is taken on in conjunction with adjacent new development and in partnership with developers experienced in historic reuse.



The Domino Sugar Refinery in Brooklyn, NY, is a prime example of a successful mixed-use development centered around the historic adaptation of a prominent industrial building and integration of a dynamic 5-acre open space, Domino Park. The former Domino Sugar Refinery has been re-envisioned as an office building, preserving key historical architectural elements, as well as integrating many of these elements into the design of the park and district. The mixed-use development surrounding the Refinery and Domino Park contributes to the liveliness of the area. The park's cultural programming, events, and educational initiatives have built community ownership and brought new people to the waterfront.

The Power Plant should take an early role in temporary activation that might include lighting, or other visual means, that signal the future development opportunity and activity of the site. The Power Plant can take a longer-term hold to:

1. continue structural studies and feasibility to determine whether building reuse is possible, and
2. await a connected waterfront site as levee can be removed





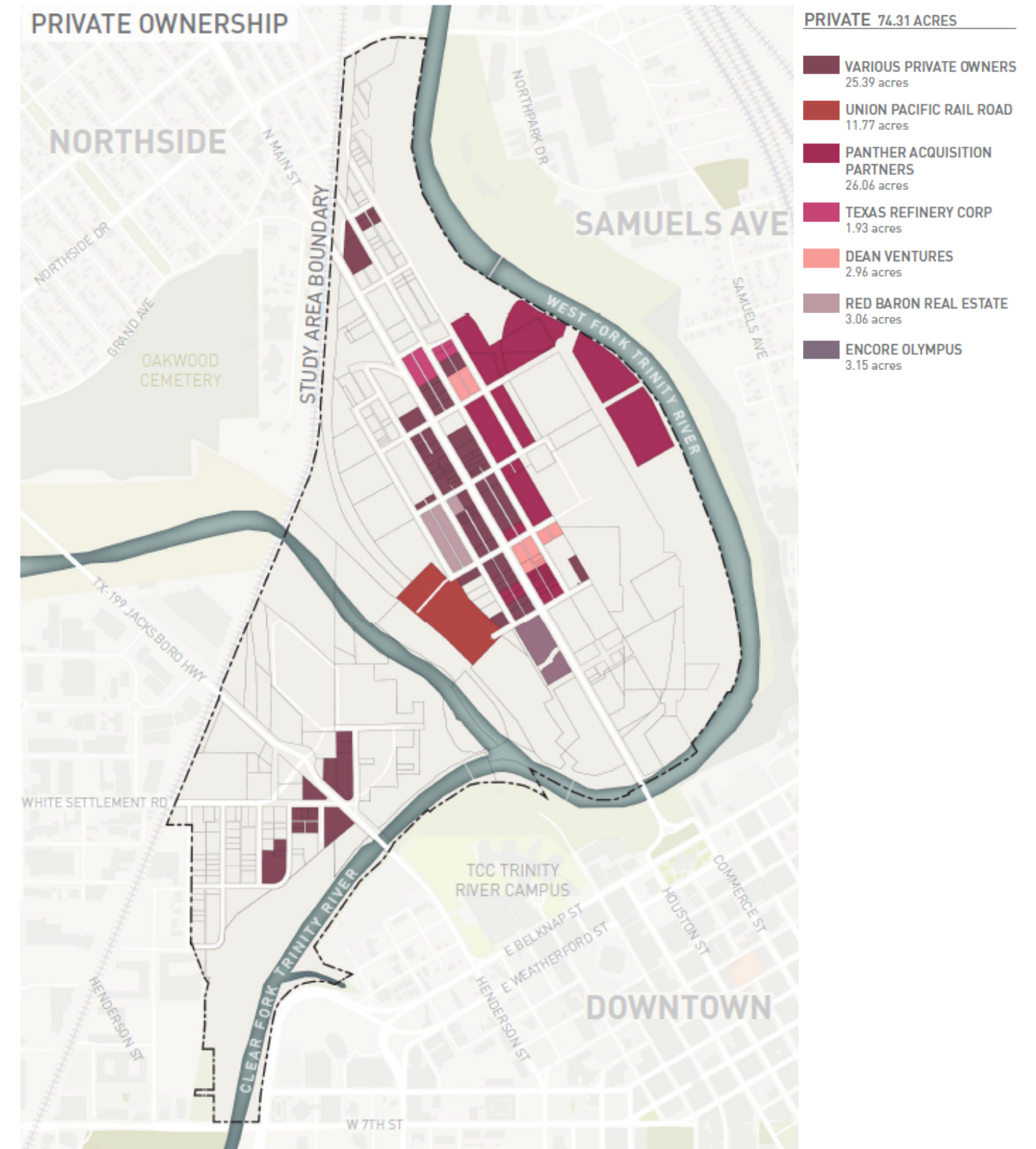
# REAL ESTATE STRATEGY

## INFLUENCING PRIVATE SITES

While public sector partners will have the greatest level of influence and control over the future of publicly owned land, it will be important to ensure all development on Panther Island proceeds in a manner consistent with the Strategic Vision. The tools for regulating and influencing development that will occur on land held by private owners include the form-based code, design guidelines (e.g. guidelines for the canal governed by TRWD), and potential additional guidelines and requirements that may be developed in the coming years (see final Roadmap section). Ultimately, the City and TRWD cannot control what existing landowners do with regards to timing and land sales, though the City can also influence timing by selecting which areas of Panther Island receive investments towards infrastructure, facilitating the possibility for new development over time. Both the City and TRWD will look to minimally disrupt the activities that are already ongoing on Panther Island.

In areas with more scattered ownership and existing active site uses, primarily concentrated along Main Street, development momentum is likely to be slower given the need for more collaboration and coordination for mutually oriented development and design goals. Panther Island's vision and policies will therefore play a vital role in maintaining cohesive development goals where ownership is scattered.

Given these realities, land disposition and development should prioritize areas of consolidated ownership in early phases. For example, the consolidated ownership in Zone 1 (see page 18) should function as a pilot to showcase an ease for development. Large, consolidated land parcels also enable economies of scale in construction and infrastructure development, resulting in cost savings. When land ownership is consolidated, it becomes easier to implement comprehensive zoning and land-use plans and allows for more efficient allocation of resources. This includes a simplification of the process of developing infrastructure.



# PHASING DRIVERS & APPROACH

## INTRODUCTION

Large-scale projects such as Panther Island require patience, long-term collaboration, and commitment to implement a shared vision. Over the multi-decade development of Panther Island, the public and private partners and stakeholders will need to be flexible and nimble to be able to respond to opportunities and conditions that are not always predictable, but an approach to phasing can help guide public and private investment in a way that seeks to take advantage of early momentum, balance costs and benefits, and effectively manage the sequencing and timing of infrastructure costs and land disposition.

## KEY TIMING DRIVERS & PHASING CONSIDERATIONS

Some key elements of phasing and timing for Panther Island are pre-determined by the Central City Project, land ownership, and how the developments intersect with the establishment of the new canal network.

- The edges of Panther Island will only be available for development once the Central City Project is completed and **levees are decommissioned** and can be removed. While the flood control project is ongoing, public and private landholders can begin to develop property on the interior of Panther Island. Once the flood control project is complete, the existing levees, which today prevent waterfront development and visual and physical access to the Trinity River, can be removed. At that point, a portion of property at the edge of Panther Island can be transformed into real estate or public space.
- Real estate development of Panther Island depends on the **availability of infrastructure** to serve new construction, including phased delivery of the canal system.
- Public agencies can control the **timing of when land held by TRWD, the City, and TCC is leased or sold**. The timing of investment in or disposition of privately held land can be influenced by public sector actions. Some parcels, especially along North Main Street, are actively used by existing businesses and held by legacy landowners, whose future decisions about the use of their land will be affected and influenced by surrounding activity but not controlled by public sector actions.

## Infrastructure Phasing

- **Funding source identification and availability:** Panther Island presents distinctive challenges due to the major upfront cost for various capital project needs. The timing and availability of funding for these projects directly influence the accessibility of infrastructure, subsequently impacting the overall availability for development. For example, the funding for wastewater main construction is set to come from the City (with potential repayment over time through fees) while levee removal funds will need to be identified and TRWD budget allocations and land sales will need to move forward for canal system development.
- **Scale of potential development served:** The scale and pace of development is directly tied to the availability of electric, water, and sewer infrastructure to service new buildings. For example, a new wastewater trunk line will serve the entire east side of the island and unlock development potential for a great portion of Panther Island whereas developments in other parts of Panther Island may proceed more gradually depending on the infrastructure delivery.

- **Responsibility for funding:** Consistent with practices in Fort Worth and across the country, developers will bear responsibility for some infrastructure costs, but public investment will be essential to attracting private sector interest and generating tax revenues in the near and long term.

## Real Estate Development Phasing

- **Infrastructure availability & capacity:** The timing of investment in infrastructure, the public realm network, and private real estate are deeply intertwined. The ongoing Central City project currently limits the waterfront development along the edges of Panther Island. Phasing is also closely linked to the construction of the canal system, which will serve as the primary stormwater management system for future development. Developers need confidence that development sites will receive the necessary infrastructure capacity. Simultaneously, public sector capital investment in infrastructure (e.g., utilities, streets) must strike a balance with citywide priorities, necessitating careful consideration of the cost-benefit analysis for each significant investment.
- **Land Ownership:** Public agencies such as TRWD, the City, and TCC, have the authority to determine the timing of land sales for property they hold. The timing of investment in or disposition of privately held land can be influenced by public sector actions but is not directly controlled. The sale and development of publicly-owned land brings multiple benefits, attracting activity to Panther Island while also transitioning property from tax-exempt to tax-generating, supporting the need for tax revenues to repay flood control project obligations. Public landowners also possess a degree of flexibility in choosing the location and program for signature green spaces, which can enhance real estate value over time by attracting private developments and investments nearby.
- **Land value/pricing:** Unlocking the potential value generated by the completion of the flood control project will demand patience in development phasing. Early infrastructure investments and public realm creation will create momentum for private development and investment, and as the value to existing landowners becomes apparent, land values will rise, opening opportunities for additional private development and investment, generating tax increments to repay flood control project obligations, and supporting denser development. All the while, land on Panther Island will benefit from the opportunity to walk, bike, and take public transit to and from Downtown and the surrounding neighborhoods.
- **Infrastructure/development cost:** Early phase commercial development will set the tone for quality and alignment with the vision. These projects will also likely carry the highest risk and infrastructure cost burden. Across Panther Island, achieving public benefits such as a distinctive public realm will also carry costs. The allocation of cost and incentives for development, especially prior to the removal of the levees, will likely affect whether early phase projects move forward, especially given the current obligation of all TIF proceeds to repay the local share of flood control costs.
- **Market condition:** A project of the scale and centrality of Panther Island needs to be responsive to the ever-changing conditions of the economy and real estate market conditions, such as demand for office, residential, hospitality, and retail use, capital market conditions as well as central city/citywide/regional landscape.

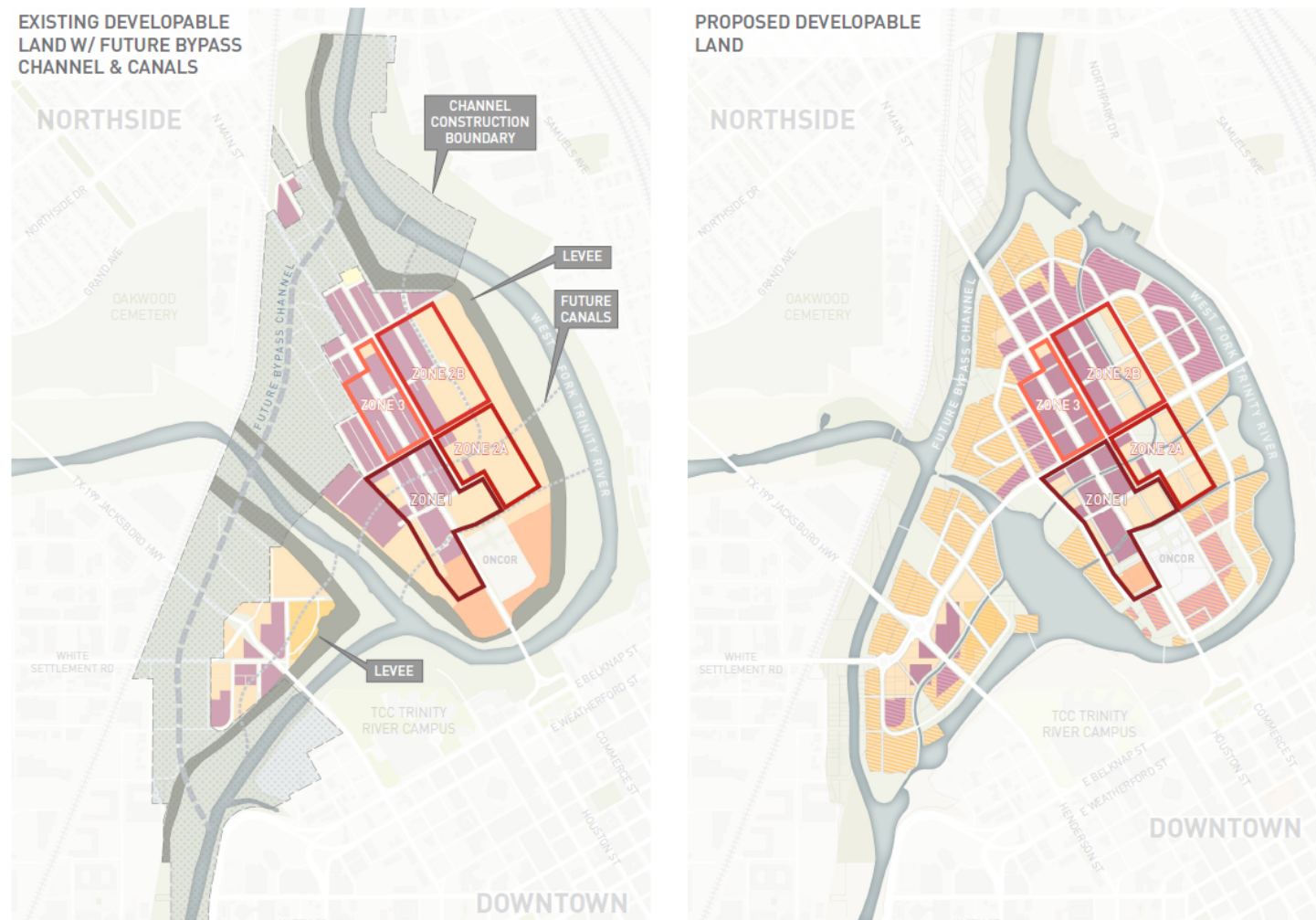
# PHASING DRIVERS & APPROACH

## DEVELOPMENT ZONES TO GUIDE INITIAL PHASING

To establish an approach to phasing that can guide decision making as the project progresses, the team examined various dynamics that shape a strategy for sequencing and timing that seeks to advance development of the interior of Panther Island in preparation for the longer-term availability of land at the waterfront.

- **Public vs. Private Ownership:** The type of owner affects the level of control, available development funding and financing tools, and decision-making regarding timing and partnership.
- **Active vs. Vacant Use:** The presence of existing buildings and businesses can present opportunities and challenges compared to vacant property. Furthermore, the impact of construction and development on existing businesses needs to be thoughtfully considered and mitigated.
- **Flood Control Encumbrance:** Existing levees, future construction impacts, and available infrastructure capacity can create encumbrances affecting the timing and scale of development.
- **Concentrated vs. Scattered Ownership:** The number of public or private owners in a certain area affects the complexity of partnership, decision-making, planning, cost sharing, and coordination.

Additionally, the consultant team looked at three different variables - Control, Cost, and Time - to consider the dynamics affecting different areas of Panther Island and their potential for development.



## Development Zone 1

Development Zone 1 features a combination of concentrated public ownership (TRWD, TCC) and private ownership (Panther Acquisition Partners, Encore Panther Island, etc.). Positioned close to Downtown with existing activity on Main Street, such as Panther Island Brewing and Encore Panther Island, Zone 1 stands as an optimal location for early catalytic development. All parcels are ready for near-term or immediate development, as the existing infrastructure in Zone 1 is sufficient to support new development. A segment of the canal system has already been completed to serve the Encore apartment building. Consequently, Zone 1 boasts a lower upfront infrastructure cost compared to other Development Zones, establishing it as the most cost-effective option.

## Development Zone 2 (2A and 2B)

Development Zone 2 comprises the bulk of the eastern side of the interior of Panther Island. Once development is initiated will take time to develop and absorb based on market conditions, with opportunity unlocked through a combination of the installation of a new wastewater trunk line and the extension of the canal system beyond Zone 1. The City and TRWD have progressed in the design and planning of the wastewater trunk infrastructure. Because of its large size, the Zone is divided into two sub-Zones for the purposes of the phasing strategy, with the future Panther Boulevard (currently White Settlement Road) dividing 2A and 2B. It will likely be advisable to continue the momentum of Zone 1 into Zone 2A as it progresses, prompting the next phase of land disposition and development. However, TRWD and private landholders can remain flexible and opportunistic, taking advantage of opportunities that emerge in 2B should market or other conditions create opportunities in that area. As the timeline for this significant project becomes more defined, more comprehensive master planning and land sale planning can be initiated, seeking to draw on the momentum and energy of Zone 1.

## Development Zone 3

Development Zone 3 includes primarily smaller parcels owned by a variety of public owners. There is a concentration of legacy businesses with some buildings that may be old enough to be considered historically significant. Positioned adjacent to both Main Street and the Bypass Channel promenade, Zone 3 will play a crucial role as a “transition zone”, requiring careful consideration of topography and how development aligns with future conditions. The timing of development on Main Street is contingent upon the completion of the canal system in Zone 2B and requires connection to the canals as they get built. Aside from the canal system buildout, the timing for development in Zone 3 is less controlled by the public sector partners, but it is important to ensure that private owners are actively engaged in the discussion and keep them informed about progress on the bypass canal and that the Main Street will be prioritized as a key spine for all of Panther Island.

# PHASING DRIVERS & APPROACH

## PHASING IMPLICATIONS

- Additional study and planning after completion of the Central City project can create more predictability and determine more specific timing and phasing, such as infrastructure planning, public realm planning, continued budgeting, and identification of funding sources for major elements of the project. The completion of the bypass channel and levee removal will open up many different timing scenarios within Zones 2 and 3 pending completed infrastructure and funding available.
- The current focus on Zones 1-3 does not imply that planning for Zone 4 - the area unlocked by the completion of the flood control project and potential removal of the levees - should be delayed until that project is complete. It is important to make sure that early-phase development does not preclude certain high-value opportunities at the edge of Panther Island. As the flood control project progresses, the public sector partners and private developers will be able to envision and plan for waterfront development opportunities, allowing for the strategic arrangement of development orientations towards future green spaces or potential waterfront developments over time.

## DEVELOPMENT ZONE 1 DEEPER DIVE

By leveraging public land ownership, existing activity, and infrastructure capacity for initial development, Development Zone 1 can function as a pilot to showcase development and design quality and create meaningful value and momentum.

- **Control Over Land:** Development Zone 1 comprises a blend of public and private ownership. Of the total land spanning approximately 12 acres, TRWD and TCC collectively possess around 4 acres, while private entities including SECO Ventures, Encore Panther Island, and individual owners own the remaining 8 acres.
- **Cost:** The current infrastructure in Development Zone 1 has the capacity to support early development. The initial segment of the canal system was completed in conjunction with the Encore development. Therefore, it incurs lower upfront infrastructure cost compared to the other Development Zones.
- **Time:** Parcels within Development Zone 1 are vacant and ready for immediate development, offering an opportunity to pilot and demonstrate the principles and recommendations of the updated Strategic Vision.



- **Catalytic Potential:** Located close to Downtown, Development Zone 1 is well-positioned to infuse excitement into Panther Island. By leveraging the existing developments such as Panther Island Brewing and Encore Panther Island apartments, the Zone can also actively contribute to building momentum and vibrancy by completing a four-corner intersection on Main Street. Furthermore, the Zone presents an early activation opportunity on publicly owned land, including the temporary activation of the Power Plant site.
- **Development Zone 1 Considerations:** Planning for the development and disposition of property in Zone 1 should commence immediately and is a collaboration opportunity between the public and private sectors to pilot elements of the vision and address key infrastructure needs for early development, including the next phase of canal investment. Discussions are underway with private land holders in the area regarding a mixed-use development situated on the northeast corner of North Main Street and Northeast 4th Street, while the potential sale or lease of TRWD land in Development Zone 1 presents an opportunity to generate revenue, which could be directed towards crucial aspects like infrastructure or the buildout of the canal system. Additionally, the parcel positioned north of the historic Power Plant offers the opportunity for interim activation until the levees are removed and plans for the future of the Power Plant progress.

# FUNDING & FINANCING

## INTRODUCTION

In 2022, the U.S. Army Corps of Engineers received \$403 million for the Central City Flood Control Project. Additional federal funds, local contributions, and incremental tax revenue are funding this \$1.1 billion transformative investment. The project will not only address immediate flood risks but also set the stage for unlocking economic and real estate development opportunities on Panther Island. By prioritizing flood mitigation, this funding serves as a crucial catalyst for unlocking the potential for future investment and development of Panther Island.

The economic and real estate development of Panther Island is a separate and distinct project from the Flood Control Project, which will require a range of public and private resources and funding tools to implement. While the Central City project will protect Panther Island from flooding and provide new waterfront green spaces and amenities, achieving the updated Strategic Vision for Panther Island will require, over time, delivery of infrastructure, utilities, public spaces, connectivity, transportation, and real estate. It will mean removing the existing levees to provide public realm and development access to the waterfront, and building a canal system that will serve as the primary stormwater detention and conveyance system for future developments on Panther Island. Therefore, it is essential to communicate a collaborative effort to secure additional funds, laying the foundation for future real estate development. Consistent with practices in Fort Worth and across the country, developers will bear responsibility for some of these costs, but public investment will be essential to attracting private sector interest and generating tax revenues in the near and long-term. As described in the Roadmap section later, additional analysis, costing, and engagement with the development community over time can help ensure an achievable and appropriate balance between public and private investment. The success of the Panther Island development hinges on finding sustainable funding sources and building a financial model that aligns with the value created and the envisioned level of quality for Panther Island's development.



Figure 1. Projects included in the USACE \$403 million

Achieving this delicate balance may require exploring public-private partnerships, seeking additional grants or funding sources, and engaging developers in a collaborative dialogue. Clearly articulating the shared benefits of a well-developed Panther Island, not just for private investors but for the entire community, can help garner support for a balanced funding approach. Moreover, emphasizing the commitment to maintaining a high standard of development underscores the public sector's dedication to creating a sustainable, vibrant, and resilient urban space.

## PROJECT SOURCES AND USES

### Panther Island Project Costs

The redevelopment of Panther Island requires major upfront and ongoing investments, summarized under the following capital project needs that will fall largely or exclusively to the public sector for funding:

- 1) **Site Preparation:** Site preparation involves the initial groundwork necessary to make the land suitable for construction and development, such as past land acquisition and future levee removal.
- 2) **Utilities & Core Infrastructure:** Utilities and core infrastructure refer to the fundamental systems that support the functioning of the development, including the wastewater system, electricity, and water supply.
- 3) **Stormwater Infrastructure:** The canal system planned for Panther Island will provide a cost-effective flood protection system, containing up to a 100-year flood event. The main purpose of the canal system is to provide district-wide stormwater management for Panther Island to accommodate new development, which is distinct from the regional flood protection covered by the Central City Flood Control Project.
- 4) **Transportation & Mobility:** Transportation and mobility are essential for connectivity and accessibility within and around Panther Island. This includes new road construction, road elevation for canals, pedestrian easement, sidewalks, streetscape improvement, and bridge construction. TXDOT is instrumental to ensuring connectivity along one of the primary arteries of transportation on Panther Island, the TXDOT managed N. Main Street. To develop along N. Main Street, coordination between other public agencies, developers, and TXDOT will be critical for road elevations, street improvements, and bridges over canals. The North Central Texas Council of Governments (NCTCOG) will also play a role in allocating funding and facilitating regional coordination is also important for transportation development in Fort Worth. NCTCOG will help ensure that transit-oriented projects are both effectively planned and implemented to meet the needs of Panther Island and its growth.
- 5) **Green & Public Space:** Green and public spaces are vital components for the quality of life for residents and visitors. This includes linear riverfront promenade along the bypass channel and pedestrian and bike-friendly connections throughout the green space network.

# FUNDING & FINANCING

Uses	Capital Project Needs	Funding Source Identified	Funding Raised Or Deployed
Site Preparation	Land Acquisition	Y	Completed
	Levee Removal	Y - Waterfront Owners/Developers	Pending Development
Utilities & Core Infrastructure	Wastewater - Branch Lines	Y - Developers	Pending Development
	Wastewater - Main Lines	Y - City	In Process
	Stormwater Laterals	Y - Developers	Pending Development
	Wastewater Connection to Each Property	Y - Developers	Pending Development
	Electricity Service	Y - Developers	Pending Development
	Water - Branch Lines	Y - Developers	Pending Development
Stormwater Infrastructure	Canal Design & Construction	Y - Likely Combination of TRWD Sale/Lease Proceeds and Developers	Pending Land Sales and Development
	Canal Connections from Each Property	Y - Developers	Pending Development
Transportation & Mobility	Road Elevation for Canals	N - Likely Shared Responsibility of City & Developers	No
	Streets & Roads	Y - Likely Combination of City, Regional Partners (i.e., TXDOT and NCTCOG, and Developers	Pending Development
	Sidewalks	Y - Developers	Pending Development
	Streetscape	Y - Developers	Pending Development
	Vehicular Bridges	Y - Transportation Impact Fees	Pending Development
	Pedestrian Bridges	N - Likely Shared Responsibility of TRWD and City	No
Green & Public Space	Public Spaces & Green Spaces	N - Likely Mix of Public, Private, and Philanthropic Sources including TRWD land donation	No

# FUNDING & FINANCING

## Identified Sources with Considerations

Different funding mechanisms, involving both public and private entities, can be employed to address Panther Island's needs or to support economic development efforts.

Source	Entities	Definition and Considerations
Budget Allocation	City of Fort Worth Tarrant County	The City and/or County can designate a portion of the annual municipal budget to fund necessary capital projects. It is likely limited as a capital source given the scale of costs and requires greater understanding of political and fiscal realities.
Capital Public Improvement District (C-PID)	City of Fort Worth	C-PID enables the expenses associated with capital projects in a defined area to be assigned to and covered by the landowners who directly benefit from these improvements. This system establishes a revenue stream that can be leveraged for initial infrastructure investments, necessitating owner approval and contributing to an increase in the overall cost of ownership. A cost-benefit analysis would need to be undertaken to assess the potential impact of adopting a capital PID on development feasibility.
City/County Bond	City of Fort Worth Tarrant County	Municipal bonds represent a type of debt issued by a local government to secure funding for capital projects. Investors acquire these bonds, supplying the municipality with immediate capital for the implementation of these projects. The City and/or County undertakes the obligation to reimburse bondholders, along with interest, over a predetermined timeframe. The issuance of City bonds involves considerations such as assessing bond capacity, existing allocations, and navigating political considerations.
Developer Capital Contributions	Developers	Developers are required to allocate capital towards necessary infrastructure
Federal Infrastructure Funding Opportunities*	City of Fort Worth Tarrant County	The City and/or County may consider applying for federal funding programs, such as Building Resilient Infrastructure and Communities (BRIC) funds, the EPA's Water Infrastructure Finance and Innovation Act (WIFIA) program, and the Federal Highway Administration's Transportation Alternatives Program.
Fees	Developers	Developers will be obligated to pay fees to public entities in return of using the infrastructure such as wastewater or canal network.
Philanthropic Contributions	TBD	Contributions from local nonprofits with an interest in Panther Island and the riverfront (e.g. Streams and Valleys) along with other local and regional foundations or civic organizations can be a potential source for certain water-oriented projects and public space development. Should other similar nonprofits be in place to support development and/or operations of the island's green spaces, they can be a similar source of grants and gifts.
Private Land Contribution	Private Landowners	Landowners may contribute their property as equity or in-kind, minimizing the capital needed by developers. Motivated owners are essential for voluntary contributions, while public entities might explore land swaps for strategic advantages.
Public Land Sale/Lease Proceeds	TRWD, TCC, City of Fort Worth	The sale and ground lease of public land offer a means to generate revenue for infrastructure or other project expenses. For instance, TRWD could allocate proceeds from land transactions to fund the expansion of the canal system. The scale and timing of these initiatives will hinge on market dynamics.
Statewide Funding Opportunities*	City of Fort Worth Tarrant County	The City and/or County may consider applying for State flood mitigation funding programs, such as the Clean Water State Revolving Fund (CWSRF) and the Flood Infrastructure Fund (FIF). These programs offer financial assistance for activities related to planning, acquisition, design, and construction of wastewater, reuse, and stormwater infrastructure. They may also utilize Texas Parks and Wildlife grant funding to support recreation.
Tax Increment Financing (TIF)	City of Fort Worth	TIF is a public financing method that involves earmarking future increases in property tax revenue to fund infrastructure within that designated area. Typically, TIF is a key resource for infrastructure or development incentives. However, the Trinity River Vision TIF District, which encompasses Panther Island, which is set to sunset in 2054 or earlier, is fully obligated to repay flood control costs at an 80% capture rate through 2054.

\* Information provided above only covers a portion of the available funding opportunities at both the State and Federal levels. To apply for these programs, additional discussions are necessary for eligibility and requirements.

# FUNDING & FINANCING

## ADDITIONAL SOURCES AND TOOLS TO CONSIDER

Public Partners may explore additional sources and tools to strategically address the major capital project costs.

- 1) **Economic Development Initiatives Fund (EDIF):** Established in March 2023, EDIF is a newly created special revenue fund established to secure sustained annual funding for economic development projects, programs, and initiatives, along with their administration in the City of Fort Worth. The funding for EDIF will stem from new revenue generated by TIFs that are either expiring or expecting reduced contributions from the City and County.
- 2) **Philanthropic Support:** Wealthy individuals or organizations can establish foundations or trusts dedicated to Panther Island, especially supporting green space developments. These entities can provide grants, donations, and other forms of financial support to projects that align with their mission. Naming rights for civic assets and other amenities can also be sold to support funding, similar to Klyde Warren Park or the Margaret Hunt Hill Bridge in Dallas.
- 3) **Public-Private Partnership:** The City can consider partnering with other public entities and the private sector to invest in capital projects and generate revenue through user fees and future developments over time. The more limited the value sources brought forth from public participation, the less flexibility there will be to achieve mutually favorable terms to create a win-win situation.

Park developments in other cities offer compelling examples on how **effective regional philanthropic support and public-private partnerships** can be utilized for green space development and generate sustained value over time.

### Case Study: Brooklyn Bridge Park, New York, NY

Brooklyn Bridge Park is a 84 acres park to reclaim derelict industrial areas and reconnect New York residents to the waterfront area. The Brooklyn Bridge Park Corporation receives financial contributions from the City of New York and the State, which are to be used only for initial capital projects. Plans are that the park eventually will be self-sustaining. Development of properties that lie within the park footprint will generate most of the revenues for the park, and a separate entity, the Brooklyn Bridge Park Development Corporation, is managing the development process.



### Case Study: A Gathering Place, Tulsa, OK

Opened in 2018, A Gathering Place is nearly 100 acres of Tulsa's waterfront along the Arkansas River. \$350 million was gifted from the George Kaiser Family Foundation and local donors that covered land, design, and construction costs. During the construction phase, more than 1,600 local construction jobs and 200 permanent full-time staff positions were supported. In the first two years of its operation, the park averaged 2.5 million visitors per year and was named the number one new attraction in the United States by USA Today, voted one of TIME magazine's World's Greatest Places.



## IMPLICATIONS FOR PANTHER ISLAND

Panther Island presents distinctive challenges due to the major upfront cost for various capital project needs. Considering the funding mechanisms coordinated by different entities, it is crucial for Public Partners to maintain the balance between public and private investment, leveraging public land ownership, strategically allocating public investment, and developing detailed planning and urban design components aligned with the updated strategic vision.

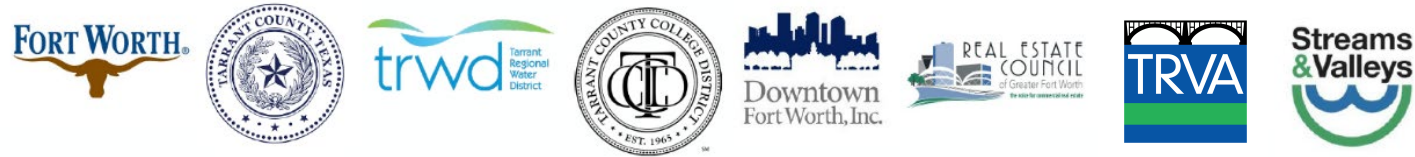
- 1) **Balance of Public and Private Investment:** The development of Panther Island is logistically and financially complex and the level of costs associated with Panther Island development is extraordinary compared to other infill and greenfield development opportunities in the City of Fort Worth. Therefore, planning and development for Panther Island must consider the phasing of public and private investment, the conditions necessary for high-quality development, sequencing of all project elements, the delivery of necessary infrastructure for development, and the tools and approaches necessary to leverage public landholdings for community and economic benefit. Given the level of upfront investment and risk required to kickstart development of Panther Island, public investment needs will likely be higher in early phases, while the ability for private owners and developers to bear significant cost will increase over time as success and value are demonstrated. Public and private parties can expect to see long-term return on fiscal and financial investment as the project grows and major opportunities – such as the development of waterfront parcels – become available over time.
- 2) **Leveraging Public Land Ownership:** The scale of public land ownership on Panther Island presents a significant opportunity to generate revenue and influence development outcomes and delivery of public benefits. While some publicly-owned land is not developable until the completion of flood control work or longer, significant portions can help catalyze early activity. Public landowners should leverage their flexibility in selecting locations for signature green spaces, their power to select strong development partners, and the ability to bring restrictions and/or financial resources to bear to facilitate quality development. Public entities have control of the parcels that they own and significant influence on the development of parcels that are adjacent. By leveraging one property, public entities can create a catalytic ripple to impact multiple properties with the proper strategy in place.
- 3) **Strategic Public Investment:** Early public investment in infrastructure is crucial to help leverage private investment, which will become easier over time as value is generated. Unlocking development in the near and long term requires investment in utility, stormwater, and mobility infrastructure. It may take a considerable amount of time to generate tax revenue to repay these expenses and realize substantial benefits and developers would be more willing to pay for infrastructure in the later phase than some of the pioneering developers investing early. Thus, it is essential to identify funding sources with a long-term perspective.
- 4) **Strategic Development Framework:** The updated Strategic Vision provides a development framework which should be followed by detailed planning and urban design.



# PROJECT GOVERNANCE & COORDINATING STRUCTURE

## BACKGROUND OF GOVERNANCE TO DATE

An unprecedented partnership of public and nonprofit entities has come together to update the vision and strategy and to begin focus on the implementation of Panther Island. The current entities involved on Panther Island have been in close collaboration with one another on the generational economic development project for the region that will define the future of Fort Worth. The project demands an approach to governance that creates the alignment of mission, powers, and capacities to deliver upon the vision.



The Trinity River Vision Authority (TRVA) has also been an important steward of the Panther Island project to date. In 2006, the TRVA was created to coordinate and manage efforts between the federal, state, and local government project stakeholders responsible for coordinating and managing stakeholders and developing building and zoning standards on the eventual island that will be created from the bypass channel.

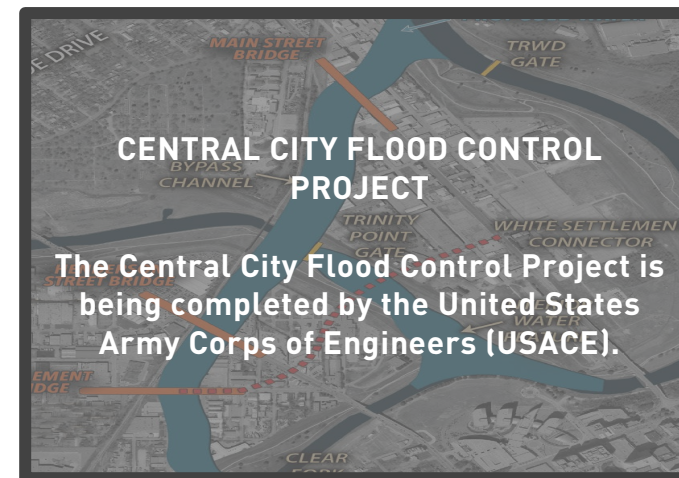
## GOVERNANCE GOALS

Establishing clear goals is essential to navigate the governance needs of Panther Island and to foster a comprehensive understanding of the project's direction. The economic development of Panther Island is meant to improve Fort Worth's overall economy and secure high-value economic activity unique to this district that would be significantly difficult to achieve in other parts of the region. Clarity on goals will help guide an understanding of governance needs and structuring opportunities.

1. Ensure the **long-term stewardship** of the vision for Panther Island for the life of the project.
2. Direct the **effective implementation** of the project, including **dedicated coordination** among public and private sector partners.
3. Ensure the **long-term maintenance** of the public sector's investments in Panther Island.
4. Build **confidence in the private market** to catalyze investment.
5. Deliver meaningful **public return on investment**, grounded in an understanding of **private market potential** and limitations.
6. Guide deep, meaningful **engagement with the Fort Worth community** and stakeholders.
7. Ultimately spur **economic development** and contribute to a mission of building a **strong future for the city and region**.

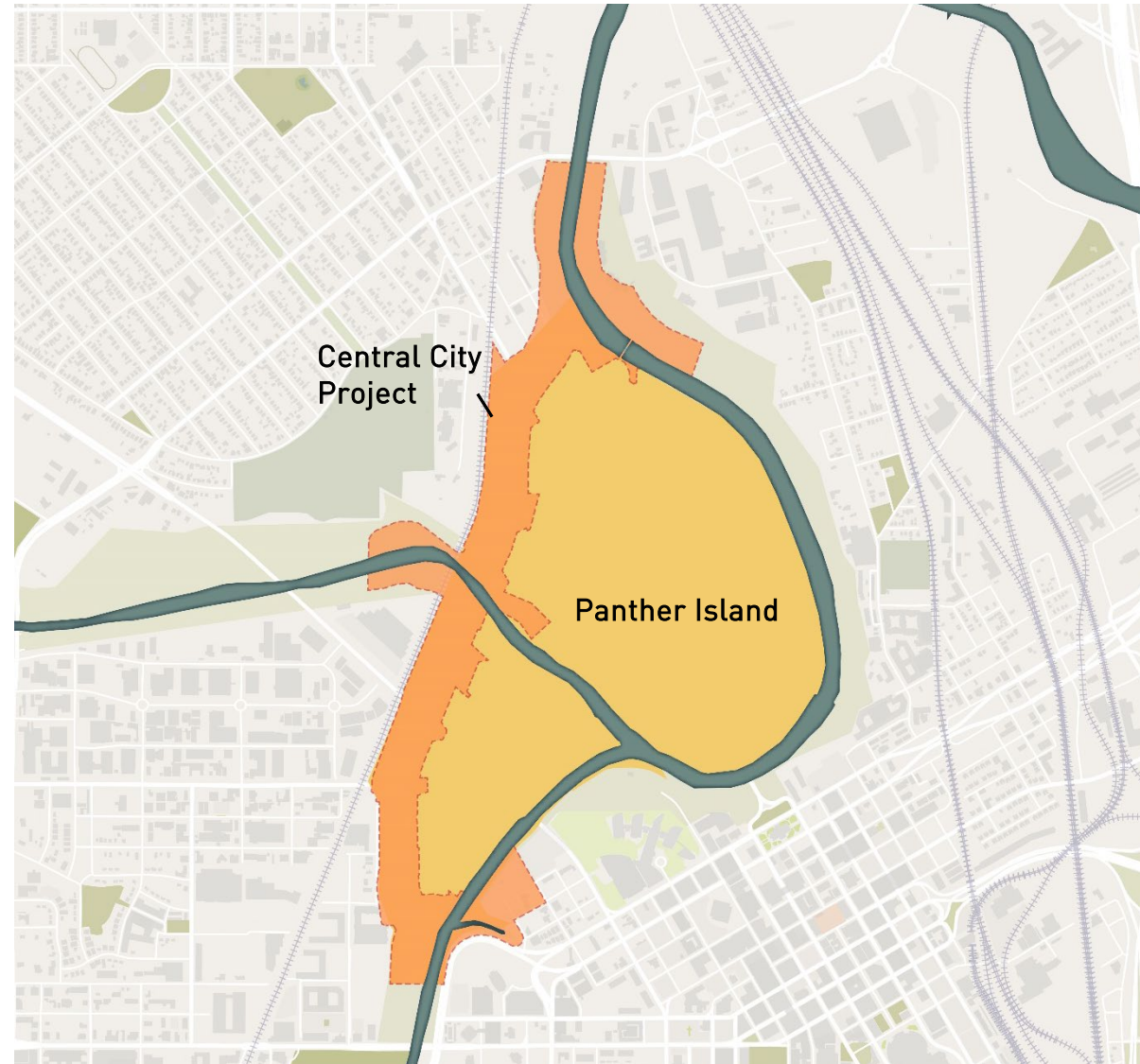
An appropriate governance solution will deliver upon a need for streamlined decision-making processes, efficient resource allocation, and foster an environment for the successful execution of Panther Island's goals. Addressing governance needs provides a foundation for a structured framework to mitigate risks and optimize the impact and longevity of Panther Island.

1. **Dedicated commitment to the vision of Panther Island**, including strong alignment between the organization's own mandate and the goals of the Panther Island economic development project.
2. **A level of independence and longevity**, including leadership, plans, and commitments that can survive the changes of local administrations. Independence must be balanced with adequate public oversight and strong accountability, as well as thoughtful board representation from the invested public entities.
3. **Suitable tools, influence, and resources** to shepherd implementation of the vision and coordinate regulatory oversight and approval, private market engagement, and delivery and maintenance of public investments.
4. **Effective tapping of the powers, talents, and capacities** of current organizations as partners in the project.
5. **Attracting top talent to run the organization**, typically through a national recruitment process given the scale of the project, with deep experience leading large-scale public-private real estate and economic development projects and ability to garner respect and influence among the public and private sectors.
6. **Instituting confidence in the private market** through an entity helping guide public sectors partners responsible for development standards, infrastructure, and Panther Island's long-term stewardship, cutting through "red tape."
7. **Engagement with communities surrounding Panther Island to ensure the representation of the broad range of interests** of Fort Worth's communities.
8. **Fundraising and deployment of public, private, and philanthropic resources**, which may be addressed through a coordinated set of entities for development, operations, and maintenance of specific public assets (e.g., greenspace)



## GOVERNANCE NEEDS TO ADDRESS

# PROJECT GOVERNANCE & COORDINATING STRUCTURE



## CURRENT GOVERNANCE RESPONSIBILITIES

A number of organizations have potential responsibilities for the Panther Island economic development project and it is important to establish their current responsibilities to ensure effective collaboration among these stakeholders moving forward. Clarity of responsibilities facilitates smoother decision-making processes and also creates alignment of the interests and contributions of each entity related to the economic development goals of the project.

Organizations	PI Current Responsibilities	PI Land Ownership
<b>City</b>	<ul style="list-style-type: none"> <li>Funding and financing through TIF, City bonds, and budget allocation</li> <li>Land use and zoning</li> <li>Development approvals</li> <li>Economic development</li> </ul>	Holds a portion of the South Island land which is used as government offices.
<b>TRWD</b>	<ul style="list-style-type: none"> <li>Coordination of the economic development project with the flood control project</li> <li>Canal construction and maintenance</li> <li>Land disposition for TRWD properties</li> <li>Supporting waterfront activation and recreation</li> </ul>	Holds the largest amount of land, including LaGrave Field.
<b>TCCD</b>	<ul style="list-style-type: none"> <li>Stewardship of the historic Power Plant and adjacent land</li> </ul>	Controls the southern gateway to Panther Island, which includes the power plant.
<b>Tarrant County</b>	<ul style="list-style-type: none"> <li>Funding through County bonds</li> <li>Economic development and business attraction</li> </ul>	Owns just under an acre on the northern side of Panther Island.
<b>TRVA</b>	<ul style="list-style-type: none"> <li>Coordination with Central City Flood Control Project</li> <li>Created to coordinate and manage efforts between project stakeholders, though that role has shifted in recent years</li> </ul>	N/A
<b>Streams &amp; Valleys</b>	<ul style="list-style-type: none"> <li>Advocacy, fundraising, and event programming</li> </ul>	N/A

# PROJECT GOVERNANCE & COORDINATING STRUCTURE

## CONSIDERATIONS FOR A GOVERNANCE MODEL AND ORGANIZATIONAL RESPONSIBILITIES

These goals and needs suggest the following recommendations regarding project delivery and development.

**Recommendation #1: There is meaningful value in establishing a new independent entity to steward the implementation of the Panther Island development project, separate and apart from the flood control project.** This entity should have a board makeup that is representative of the public entities involved through their land contributions on Panther Island or anticipated and additional capital funding into the success of Panther Island. Public entities on the board should include the City of Fort Worth, TRWD, TCCD, and Tarrant County. The board potential responsibilities could include:

- **Planning** – Manage future planning efforts.
- **Infrastructure Development Management** – Coordinate across agencies for infrastructure funding and delivery, including ongoing consideration of phasing strategies and triggers.
- **Land Disposition and Developer Solicitation** – Manage the solicitation and selection of development partners on behalf of public landowners consistent with agreements governing objectives and approval processes.
- **Economic Development** – Coordinate with economic development departments and agencies on strategies and tools for attracting Panther Island investment, including aggregating potential economic development resources and incentive tools. Other roles might include job creation, business attraction and retention, marketing, and other responsibilities.
- **Branding & Marketing** – Develop and deploy a consistent brand and marketing effort for Panther Island.
- **Community Engagement** – Maintain ongoing engagement with all stakeholder groups during planning and development.

**Recommendation #2: The City and TRWD should formalize their partnership** through an interlocal agreement to govern who pays for and completes infrastructure work, land disposition, and design review and approval, especially for early phase infrastructure projects that will be necessary to support initial development (e.g. in Zone 1). This agreement should include clear milestones and/or triggers for beginning subsequent phases of work. It should also contemplate and govern the creation of the new independent entity along with the respective commitments of the City, TRWD, and the County to its success through financial and other means.

**Recommendation #3: Establish an operating public improvement district (PID)** that funds and manages operations and maintenance for green space, public space, and canal public realm; clean and safe functions across Panther Island; and potentially unique ongoing/capital maintenance needs related to Panther Island infrastructure and water recreation. Other examples of PIDs being used in Fort Worth include Downtown to fund improvements and amenities, West 7<sup>th</sup> Street to promote economic development and infrastructure, and Camp Bowie. The level of PID assessment can be scaled up over time to reflect the increase in operating costs over time and to limit the cost burden on early catalytic development.

**Recommendation #4: Charge an organization (e.g., an independent 501c3) to be responsible for overseeing programming and activation of public space and other operational responsibilities for Panther Island, such as clean and safe functions.** This could be the same entity as that suggested in *Recommendation #1* or a separate entity that works in coordination with the new entity created. TRWD should have an ongoing and long-term role in the underlying ownership, operations, and maintenance of many of these spaces, but could defer branding, programming, and fundraising to the nonprofit. Other benefits of a nonprofit being responsible for the activation of green space includes:

- **Design quality and programming intensity** should expand beyond typical Fort Worth parks, which will require dedicated responsibility, resources, and staff. The centrality of the management of green space is important for a cohesive design vision and programming.
- **The ability to raise funds from a broad range of sources** which a public entity cannot as easily accomplish. The nonprofit can also compete for bond programs.
- **Not subject to Chapter 26 of the Texas Parks and Wildlife Code (“Chapter 26”)**, which limits a municipality’s authority to approve programs or projects that require the use or taking of public land previously designated and used as a park or recreation area. Exceptions are allowed for programs or uses that are consistent with the original purpose for acquiring the property.

*\*See appendix for case study examples*

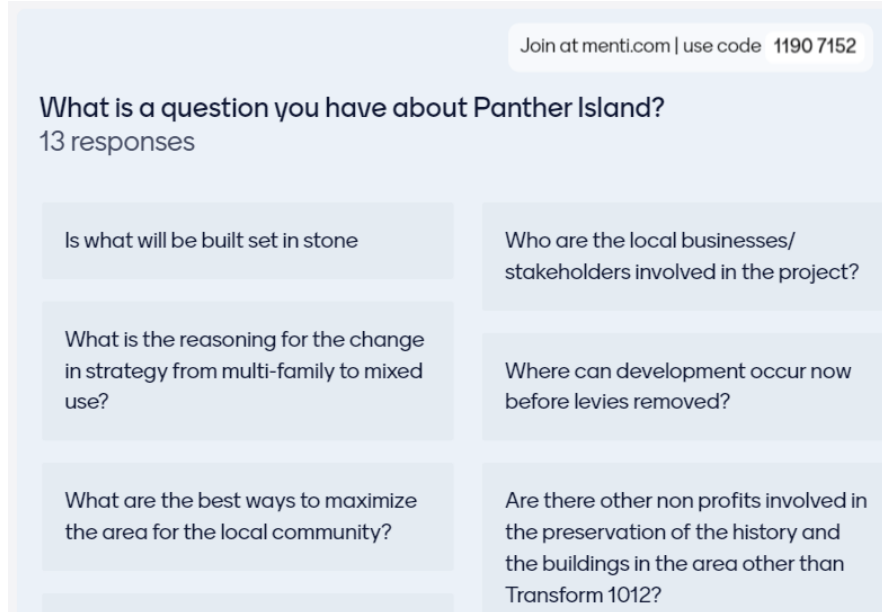
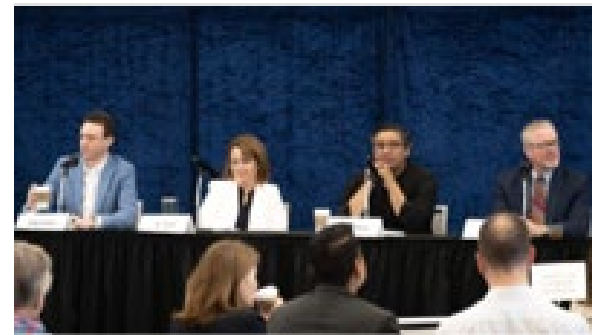
# PROJECT GOVERNANCE & COORDINATING STRUCTURE

## PANTHER ISLAND DEVELOPMENT AND OPERATION ORGANIZATIONAL RESPONSIBILITIES

Below are initial recommendations on the allocation of responsibilities with respect to the economic development of Panther Island. Responsibilities largely pertain to considerations for development, disposition, and public infrastructure.

Topic	Responsibility	Development Lead	Development Support	Operating Lead	Operating Advisee
<b>Public Land Disposition and Development</b>  <i>Key Considerations</i> – phasing & timing, value maximization, commitment to vision, incentives, zoning, development partners	Land Use Regulation & Design Oversight	City	New Organization <i>(Development Oversight)</i> ; TRWD	N/A	N/A
	Land Disposition	New Organization <i>(Development Oversight)</i>	TRWD	N/A	N/A
	Developer Solicitation, Selection	New Organization <i>(Development Oversight)</i>	City, TRWD, TCC	New Organization <i>(Development Oversight)</i>	-
	Attracting Investment	New Organization <i>(Development Oversight)</i>	City; County	New Organization <i>(Development Oversight)</i>	City; County
<b>Public Infrastructure – Flood Control</b> Key considerations – construction management, stormwater planning, risk management, phasing	Canals	TRWD	City	TRWD	New Organization ( <i>Rec #1</i> )
	Water Quality	TRWD	City	TRWD	-
<b>Public Infrastructure – Green Space</b> Key considerations – capital development, capital maintenance, phasing, operation & maintenance, programming & activation, security, steward public resources, partnerships	Green Space	New Organization	City; TRWD	New Organization <i>(Green &amp; Public Spaces)</i>	TRWD; Streams & Valleys
	Water Recreation	TRWD	New Organization <i>(Development Oversight)</i>	TRWD	-
	Canal Walkways & Access	TRWD	New Organization <i>(Development Oversight)</i>	New Organization <i>(Green &amp; Public Spaces)</i>	TRWD
	Clean & Safe	-	-	New Organization <i>(Green &amp; Public Spaces)</i>	-
<b>Public Infrastructure – Mobility &amp; Connectivity</b> Key considerations – commitment to vision, phasing & timing, operations & maintenance	Streets & Roads	City	-	City	-
	Sidewalks	City	New Organization <i>(Development Oversight)</i>	City	-
	Public Transit	Trinity Metro	-	Trinity Metro	-
<b>Public Infrastructure – Utilities &amp; Other</b> Key considerations – capacity & phasing, coordination with development	Wastewater	City	-	City	-
	Water	City	-	City	-
	Electricity	City, Oncor	-	City, Oncor	-

# COMMUNITY & EQUITABLE DEVELOPMENT



## ENGAGEMENT STATISTICS

A variety of engagement approaches allowed the team to collect important input from key stakeholders and the broader public, with a focus on the communities on and surrounding Panther Island who may be most impacted by the development. Throughout the course of this work, the team hosted:

- 3 Steering Committee Meetings
- 3 Events: Fort Worth Report Candid Conversation, Breakfast with the Real Estate Council of Greater Fort Worth, ULI + The Real Estate Council Panel
- 6 neighborhood-focused and citywide priority-setting workshops
- 20+ one-on-one conversations with stakeholders

130 people attended the public workshops, and 110 people responded to the public survey.

## PUBLIC ENGAGEMENT: WHAT WAS IMPORTANT TO PEOPLE?

**Inclusion & Representation:** Celebrate the history and culture of Panther Island and its neighboring communities through art, historical markers, and design.

**Equitable Economic Opportunity:** Ensure that local businesses and residents can both derive benefits from and actively participate in the project as it progresses.

**Accessibility & Parking:** Ensure that Panther Island is readily accessible, affordable to reach, and effectively addresses parking and other transportation/mobility challenges.

**Embracing Waterfront & Water Activities:** Provide access to the waterfront and creative recreational activities for all.

**Retaining and Improving Trails & Green Space:** Ensure residents can walk and bike safely to and within Panther Island and have places for recreation, gathering, events, and activities.

**Balance Authenticity & Uniqueness:** Desire for Panther Island to be of Fort Worth, while drawing inspiration from the finest approaches in neighborhood and waterfront development in other cities.

*“Panther Island should not mean removing current residents and gentrifying only. We need a place for everyone to come together and grow as a community.”*

*“It’s extremely important to listen to local stakeholders in the central Fort Worth area, particularly current residents in and around Panther Island.”*

*Pictured from top left: Flyer advertising public workshops for Panther Island, Councilman Flores speaking at a public meeting at Artes de la Rosa in Northside, Fort Worth Report Candid Conversation Panel, Phase II Steering Committee Meeting*

# COMMUNITY & EQUITABLE DEVELOPMENT

## EQUITABLE DEVELOPMENT: PRECEDENT TOOLS & POLICIES FOR CONSIDERATION

A development of the scale of Panther Island has the potential to offer immense economic, employment, housing, and community benefits to the people of Fort Worth. Simultaneously, the scale of the Panther Island project also increases the potential for powerful unintended consequences on surrounding communities, making the early and proactive implementation of equitable development strategies essential. While the island itself is relatively isolated from surrounding communities, separated by the river and the future bypass channel, the scale of the upcoming development is such that it could still have significant impacts on property values, traffic patterns, and other dynamics in surrounding neighborhoods such as the Northside and Downtown. The island could also feel unwelcoming and insular if not developed intentionally to be an inclusive community, representing the cultural diversity of Fort Worth and offering opportunities for housing, employment, shopping, and recreation that are accessible to all.

The City of Fort Worth recently completed a Neighborhood Conservation Plan and Housing Affordability Strategy that suggests a Neighborhood Improvement Framework focused on **maintenance** of existing assets and safety in neighborhoods, **investment** in those neighborhoods, and **capacity-building** of community-based organizations.<sup>1</sup> The tools below address the same priorities to mitigate unintended consequences and maximize local participation in the development. The tools suggested below – drawn from local policies and projects and national precedents – are ideas for the public partners to consider as policies or programs that can help them meet their equitable development goals.

Throughout community engagement, residents surrounding Panther Island emphasized three goals that were most important to them:

- 1. Maximize local participation throughout the process of developing Panther Island and maximize local presence and benefit in the final development** In several community meetings, leaders in the Northside community emphasized the importance of not just creating opportunities for local businesses to participate in the development process or have a place in the final development, but building capacity to make sure local organizations can access those opportunities. Collaboration early, often, and consistently with on-the-ground partners will be essential to reaching those local small business owners, contractors, vendors, and individuals who should be most involved in and benefiting from the development process. The following recommendations include actions the public partners can take to create the most opportunities for local participation, and partnerships they can make to ensure that people are accessing those opportunities.

<sup>1</sup> [Neighborhood Conservation Plan and Housing Affordability Strategy](#) (2023), City of Fort Worth, 21

Tool	Project Stage	Potential Partners
Create opportunities for on-site vendor and small business development through temporary activations such as mercados, reserved contracts for local vendors, and the development of permanent commercial spaces that support small and microbusiness, such as food calls and accelerator/coworking spaces.	Throughout Development After Completion	Fort Worth Hispanic Chamber of Commerce, Henderson Street Bazaar, Devoyd Jennings Businesses Assistance Center, Certification Agencies & other Advocacy Partners that support MWBEs
Partner with Tarrant County College and other training programs to maximize local worker participation in the project.	Planning/Pre-Development	Tarrant County College, Workforce Solutions for Tarrant County
Build small business capacity for participation in the Panther Island project and final development through proactive education and outreach about how to become a City vendor, reply to an RFP, or other relevant topics.	Planning/Pre-Development Throughout Development	Fort Worth Hispanic Chamber of Commerce, Fort Worth Metropolitan Black Chamber of Commerce, Regional Hispanic Contractor Association, Certification Agencies & other Advocacy Partners such as: National Association of Minority Contractors – Southwest Region, US Pan Asian American Chamber – Southwest, and the Women’s Business Council – Southwest
Limit the percentage of “formula businesses” (i.e., large chains and franchises) in ground floor commercial space on Panther Island. Additionally, create a minimum percentage of commercial space leased to tenants from surrounding communities.	Planning/Pre-Development	City of Fort Worth, Shop Small Fort Worth
Enforce a living wage for all contractors hired throughout the construction process and continuing through operations.	Throughout Development and Operations	Public Partners
Maximize the use of local manufacturing for certain building materials, park structures, and amenities.	Throughout Development and Operations	Fort Worth Chambers
Invest in maintaining as much trail connection and usability from Panther Island to surrounding neighborhoods throughout the development process.	Throughout Development	City of Fort Worth, Army Corps of Engineers, TRWD

# COMMUNITY & EQUITABLE DEVELOPMENT

## 2. Support the vibrancy and stability of surrounding neighborhoods and mitigate displacement.

Throughout community engagement, the most challenging and long-term concern residents had about the project and other recent developments such as the Stockyards was gentrification and displacement. In the majority-homeowner neighborhoods surrounding Panther Island, residents – many of them below Fort Worth’s median income – are shouldering the burden of rapid property value increases. The City of Fort Worth’s recent Neighborhood Conservation Plan and Housing Affordability Strategy noted that rapid changes in property values and resident populations were disproportionately impacting BIPOC neighborhoods, noting that, “In areas where displacement may be in progress or high risk, 81% of residents identify as Hispanic, Black, and other non-white group (175,000 residents out of 216,268). [For comparison purposes,] 62% of Fort Worth residents citywide identify as Hispanic, Black, or another non-white group.”<sup>2</sup>

Surrounding Panther Island, the report identified that displacement is likely already in progress in the Far Greater Northside and areas immediately surrounding the Stockyards development, while the Belmont Terrace neighborhood was high risk. **The percentage change in median assessed property value from 2016-2021 was more than 60% on Panther Island itself, in the areas immediately surrounding the Stockyards, and to East of Panther Island near Samuels Avenue. Property value increases in Northside more broadly hovered between 40-60%.**<sup>3</sup> The toolkit below includes recommendations for neighborhood stabilization and displacement mitigation aligned with those of the Neighborhood Conservation Plan and Housing Affordability Strategy, while also catering specifically to the needs of neighborhoods surrounding the island, as identified through community engagement and best practice research.

Tool	Project Stage	Potential Partners
Leverage land use regulations, inducements, incentives, community engagement, and public art programs to support a mix of local uses on Panther Island that are representative of Fort Worth. Local uses to be supported might include local businesses, artisans, and community and cultural groups.	Throughout Development and Operations	City of Fort Worth, Historic Fort Worth
Develop a legacy business program to support small businesses and cultural organizations that have been operating on Panther Island and in neighborhoods surrounding Panther Island for 30+ years. Forms of support can include rent stabilization and emergency funds, in addition to formal designation and promotional support.	Throughout Development and Operations	City of Fort Worth, Historic Fort Worth, Fort Worth Hispanic Chamber of Commerce (FWHCC)
Create a tax exemption awareness program to educate residents of neighborhoods surrounding Panther Island about exemptions they may be eligible for, including	Throughout Development and Operations	City of Fort Worth, Northside

<sup>2</sup> [Neighborhood Conservation Plan and Housing Affordability Strategy](#) (2023), City of Fort Worth, 99.

homestead exemptions and the 65 or older or disabled exemption. Targeted code enforcement can address the conditions of rental housing in the area by ensuring that all rentals are registered.		Neighborhood Association, Fort Worth Hispanic Chamber of Commerce, other neighborhood associations
Expand City home repair programs for the neighborhoods surrounding Panther Island and proactive/preventative outreach for code compliance. Establish a rental housing improvement loan program and a fund that targets non-U.S. resident homeowners that would otherwise not meet HUD improvement program requirements.	Throughout Development and Operations	City of Fort Worth Priority Repair Program, City of Fort Worth Code Compliance and Code Ranger program
Establish a preferential housing policy for gentrifying areas surrounding Panther Island (especially the Northside) that would give applicants with generational or family ties to the neighborhood or applicants with no-fault evictions priority placement in deed-restricted units in the same neighborhood. Affordable housing requirements can be applied 1) immediately, 2) with the first TRWD land disposition, and 3) aligned with the timing of rezoning.	Throughout Development and Operations	Fort Worth Housing Solutions
Reduce barriers to ADU permitting and approval in neighborhoods surrounding Panther Island.	Throughout Development	City of Fort Worth
Expand and reconfigure the demolition tax, the proceeds of which could also go to targeted equitable reinvestment in affordable housing in rent-burdened neighborhoods. Proceeds for the current demolition tax are used to support the City’s Historic Resource Survey update.	Throughout Development	City of Fort Worth
Establish a construction interruption fund that mitigates any negative effects of infrastructure development on businesses surrounding Panther Island, prioritizing small local MWBEs.	Pre-Development and Construction	Public Partners, Army Corps of Engineers

<sup>3</sup> *Ibid.*, 50.

# COMMUNITY & EQUITABLE DEVELOPMENT

## 3. Welcome everyone to Panther Island.

The recommendations under the previous two goals build the foundation for Panther Island to be a place where everyone is welcome. In engaging with surrounding neighborhoods, residents stressed the importance of cultural representation and accessibility: both seeing themselves and their communities in the design and programming of Panther Island and being able to access, afford, and enjoy everything the island has to offer. The public partners can set high standards for inclusion and accessibility across the island by establishing high standards and equity metrics throughout the procurement and development process. They can also partner with local foundations and non-profits such as Community Design Fort Worth to maximize opportunities for public art and storytelling, ensuring that the history and culture of Panther Island and its communities are evident along every trail and sidewalk, and at every public space.

## Recommended Next Steps

The initial recommendations above reflect the priorities of the public sector partners and communities shared during the vision update process. As planning and implementation move forward, project partners should continue exploring and vetting these tools, identifying local partners for implementation, and incorporating where appropriate into policies (e.g. form-based code), processes (e.g. developer solicitation), and organizational strategies (e.g. the establishment of new governance entity(ies)).

Tool	Project Stage	Potential Partners
Select design teams with demonstrated expertise in planning and delivering projects through inclusive processes, with a focus on business interests in the neighborhood. Teams that have proven attractive and beneficial to people of all racial and socioeconomic backgrounds, and spaces that can be actively and diversely programmed.	Planning and Design	Industry Organizations, Chambers of Commerce
Develop an equity scorecard and requirements for all developments on public land on Panther Island, including a goals and requirements for affordable housing in all residential developments.	Planning and Predevelopment	Public Partners
Develop a standardized Developer Solicitation and Procurement Framework to ensure transparency and alignment with goals and equity values throughout the procurement process.	Planning and Predevelopment	Public Partners
Develop a robust system of cultural and historical signage and wayfinding throughout the island, honoring Panther Island's past and the diverse cultures that have inhabited it.	Throughout Development	City of Fort Worth, Transform 1012, Historic Fort Worth, Community Design Fort Worth
Establish diversity/representation requirements for governing boards on Panther Island.	Throughout Development and Operations	Public Partners
Establish a small grant program to encourage the development of public art by local artists on the island. Include public art by local artists in all public spaces.	Throughout Development and Operations	City of Fort Worth, Arts Fort Worth, Artes de la Rosa, local foundations
Establish density bonuses in key transit-oriented areas to incentivize the development of affordable housing.	Planning and Predevelopment	City of Fort Worth



# ROADMAP – NEXT STEPS FOR PLANNING & IMPLEMENTATION

## INTRODUCTION

The vision for Panther Island presented in this document will guide the activities of public and private implementing partners as the development of Panther Island advances. During the year of this visioning process, there have been great strides in the design and planning for the Central City Flood Control project, and plans and budgeting for infrastructure development of the Panther Island has begun. Continuing this momentum and managing the Panther Island project towards successful implementation in the coming years will require consistent planning, policy making, partnership development, community engagement, property disposition, and other activities. As described in the Governance chapter earlier, some responsibility for implementation will likely transition to an organization dedicated to the development of Panther Island, but even as that partnership and organizational effort advances, all parties will continue to have important roles to play.

**While some areas of Panther Island will not be developed for at least ten years, and physical and market conditions will continue to affect the pace and program of development, it is important to continue momentum and progress to:**

1. Make sure the policy framework, governance, and planning framework are in place to facilitate development consistent with this vision
2. Design and begin construction of infrastructure to prepare for real estate development
3. Demonstrate commitment and progress to current and potential future investors in Panther Island development
4. Establish branding and marketing guidelines cohesive with the governance plan
5. Provide sufficient advance planning and preparation time for what will be a multi-phased project that will likely continue for multiple decades
6. Integrate meaningful and consistent community and stakeholder engagement into all future planning and implementation activities.

## Roadmap for Implementing the Strategic Vision

The next two years will set the tone for the pace of progress and the commitment to quality development, a dynamic public realm, meaningful community engagement, and responsible partnership that will guide the continued implementation of the Strategic Vision. Described below are actions for implementing parties to prioritize. HR&A recommends organizing the immediate efforts ahead into four separate but deeply coordinated efforts, each of which will likely require dedicated staff resources and teams of external experts:

## TACTICAL PLANNING FOR EARLY PHASE INFRASTRUCTURE & REAL ESTATE DEVELOPMENT

As detailed in the Phasing sections of the Strategic Vision Update and Strategy, a concerted effort to advance infrastructure and real estate development in Zone 1 can begin immediately and create meaningful value and momentum. Led by TRWD and the City of Fort Worth in collaboration with TCCD and private landowners within the Zone, this effort will entail:

- **Development Strategy and Economics** – Detailed real estate analysis and strategy development to determine additional detail about early stage development, including the specific boundaries of Zone 1, the benefits and risks of considering planning and property disposition extending into Zone 2 (e.g. whether TRWD should consider rights of first offer or similar terms to attract valuable and quality developer interest in initial disposition), land value expectations,

and implications for infrastructure funding responsibility. This effort will likely benefit from updating TIF projections and will include consideration of necessary gap financing or incentives for development on Panther Island.

- **Developer Solicitation** – Advance the planning and market engagement necessary to prepare for a solicitation process to select a developer for TRWD property in Zone 1.
- **Infrastructure Costing** – Undertake the costing (and necessary design) of streets, utilities, canals, public spaces, and other elements necessary for the full completion of Zone 1
- **Landowner Engagement** – Continue engaging with landowners and developers within Zone 1 to coordinate on infrastructure, design, approvals, and public engagement.

**Team** – This work would likely require the involvement of real estate advisors and cost estimators, in addition to in-house real estate, economic development, and public works staff.

**Parallel Public Sector Activities** – City and TRWD staff will need to continue development of an interlocal agreement to guide the responsibility for funding and development of infrastructure, especially in early phases, and the confirmation of capital planning activities important to progress on Panther Island (e.g. the timing and funding of the wastewater trunk project necessary to advance development beyond Zone 1).

## ARCHITECTURE, PUBLIC REALM DESIGN, & PLANNING

This Strategic Vision provides the urban design framework and inspiration to inform continued planning and design activities. Advancing to implementation will require more detailed design activities for both early stage development opportunities, and Panther Island-wide investments. It is important that the teams responsible for design, policy, and programming efforts for the long-term be responsible for the work involved in Zone 1 that will pilot many of the policies and guidelines that will apply across Panther Island. Therefore, this effort will entail:

- **Zone 1 Planning and Urban Design** – Preparation of a detailed plan that establishes development program, parking strategy, necessary infrastructure investment (including canals), design vision, activation strategies, and likely timing for Zone 1. This planning work will address numerous considerations for building design, public realm, infrastructure needs and responsibilities, and other factors that will feed into broader guidelines and policies (see below).
- **Panther Island Green Space & Public Space Master Plan** – Prepare a plan for the public space, promenades, sidewalks, pedestrian corridors, and other elements of the overall green space system. It will be important that this set consistent expectations for design and program of all green space and public spaces and includes a funding strategy for the buildout and operation of the public realm system. This plan can have an important role in attracting public, private, and philanthropic funding sources to support the phased implementation of the public realm vision and help ensure a consistency of quality along with a diversity of green space typologies and experiences that is carried through multiple phases of public space development.

# ROADMAP – NEXT STEPS FOR PLANNING & IMPLEMENTATION

- **Architectural Design Guidelines** Update and refine design guidelines applicable to future buildings on Panther Island, including consideration for what elements of design should be governed by form-based code requirements and what role a new governance entity should play in developing and enforcing other design standards. This effort should include a focus on buildings proposed within Zone 1 as the foundation for updated island-wide guidelines.
- **Canal Design Guidelines** – Where necessary, updates to the TRWD design guidelines to ensure consistency with the Strategic Vision. The Zone 1 canal design process can be used to determine necessary updates and improvements.

**Team** – This work would likely require the involvement of architects, urban planners, and civil engineers, in addition to in-house zoning, planning, and infrastructure staff.

**Parallel Public Sector Activities** – The City will need to facilitate the update process for the form-based code informed by the Strategic Vision and the activities covered here. These updates will follow the City’s typical legislative and engagement process for zoning updates. This effort should determine the role that the form-based code should play in governing design, potentially requiring a separate process led by the new governance entity to regulate design guidelines over time.

## INFRASTRUCTURE DESIGN & DELIVERY

As discussed at length in the Strategic Vision and Real Estate Strategy, the planning, design, and delivery of high-quality infrastructure is essential to successful implementation. While the infrastructure work associated with the relocation of utilities for the Central City Flood Control project is well advanced, this separate effort to move forward design and construction of development-serving infrastructure on Panther Island can build on initial work that has begun during the development of this updated vision. The effort will entail:

- **Street and Road Design** – Translation of the updated vision for streets and roads in the Strategic Vision into plans and designs that the City and its partners can integrate into future capital planning and that can inform negotiations with developers about responsibility for funding and construction. This should include detailed design for Zone 1 streets and roads.
- **Transit / Transportation Planning** – Coordinated planning between Trinity Metro and the City regarding future transit and transportation on Panther Island, consistent with the vision.
- **Wastewater System Design & Procurement** – The City and TRWD have already collaborated to modify initial concepts for the Panther Island wastewater system to reduce cost and reduce time for planning and construction. The detailed design and procurement for this system should continue, given its importance in unlocking development on the east side of Panther Island.

- **Costing** – Prepare cost estimates for all proposed infrastructure to inform budgeting and funding planning.
- **Infrastructure Funding Strategy** – Based on more detailed planning and costing, prepare a detailed funding strategy for Panther Island infrastructure that considers public sector contributions, feasibility of developer contributions and participation, and the establishment of fee methodologies and projections, where appropriate for infrastructure repayment from future private development. For example, it is anticipated that fees from future development will be expected for canal access, thoroughfare construction, and wastewater system impacts. Beginning to estimate the fees required and methodologies for calculating and applying them will be important for assessing development costs and feasibility over time. Engage with North Central Texas Council of Governments regarding transportation project funding for Panther Island.

**Team** – This work would likely require the involvement of transportation engineers, civil engineers, cost estimators, and public finance experts.

**Parallel Public Sector Activities** – The City and TRWD will need to continue discussions related to agreements regarding the responsibility for infrastructure funding and construction.

## GOVERNANCE PLANNING & ORGANIZATIONAL IMPLEMENTATION

The City, County, Water District, and College District will need to continue organizational planning and partnership development to formalize creation of a dedicated governance entity, addressing such topics as board representation, funding responsibility, and delegated authority. This effort will entail:

- **Strategic Planning** – Continued planning to build out the structure, authority, and resources of the new governance organization(s) for Panther Island and the implications for existing entities.
- **Board & Staff Recruitment** – As the public partners move towards establishing one or more new organizations, they will need to recruit board members and early executive staff whose leadership and commitment is commensurate with the ambition and vision of all parties.
- **Legal Adoption** – The governance planning effort will involve significant legal work to determine appropriate organizational structures, applicable laws and regulations, and development of founding documents.

**Team** – This work would likely require the involvement of public-private partnership experts, legal advisors, and potential executive search capacity, in addition to executive and legal teams of all public sector partners.

# APPENDIX: Case Studies

## PRECEDENT MODELS

Public-private partnership models provide an array of considerations for Panther Island that includes funding and financing models, board representation, agreements like memorandums of understanding, interlocal agreements, and master development agreements, responsibilities for maintenance, and more.

The case studies below offer insights into 4 different governance models around North America that demonstrate various implications for decision making.

Waterfront Toronto Governance	
<b>Background</b>	Waterfront Toronto is a multistage cooperation between public and private entities. Following infrastructure investments, Waterfront Toronto sells land to developers to build projects that are aligned with area plans. Park land is turned over to the City of Toronto for permanent ownership and O&M. The development is phased to allow the market to absorb and respond to any catalytic changes. Goals, priorities, and oversight are taken on by Waterfront Toronto's public stakeholders annually.
<b>Funding &amp; Financing</b>	The three governments contributed land and capital funding. Waterfront Toronto reinvests the proceeds of land sales in its ongoing redevelopment acres. All levels of Toronto's government have experienced a significant return on their initial investments in these waterfront public amenities.
<b>Memorandum of Understanding (MOU)</b>	MOU in cooperation and partnership with the Mississaugas of the Credit First Nation (MCFN) for the revitalization of the Toronto waterfront. The MOU seeks economic opportunities for MCFN and the partnership to ensure that waterfront revitalization reflects the Indigenous history and culture of the MCFN.
<b>Board of Directors</b>	Each of the three levels of government with capital funding and land contributed to the district (federal, provincial, municipal) appoints four directors; the Board Chair is jointly appointed by all three levels. <ul style="list-style-type: none"> <li>• City of Toronto: 4</li> <li>• Province of Ontario: 4</li> <li>• Government of Canada: 4</li> </ul>
<b>Staff</b>	The President and CEO of Waterfront Toronto spent over 30 years in Ontario Public Service before joining the organization. He had extensive involvement with other Waterfront Toronto Project and negotiated the tri-government funding agreement to support Waterfront Toronto's Port Lands Flood Protection Project. Other management level members of staff include members who worked on design, planning, real estate, and other areas for the likes of New York City 2012 Olympic Bid, the rebuilding of the World Trade Center site after 9/11, HOK Program Management, Cushman and Wakefield LePage, and more,
<b>Design Review Panel</b>	Independent advisory body made up of 14 of Canada's city-building professionals. The panel provides advice and promotes design excellence, improves environmental performance, and ensures a cohesive approach to waterfront revitalization.

Anacostia Waterfront Governance	
<b>Background</b>	Established by the Government of the District of Columbia, four local quasigovernmental corporations, and fourteen federal agencies in March 2000, when these entities executed a memorandum of understanding (MOU) to restore and revitalize the Anacostia River and its waterfronts. The DC Office of Planning, in collaboration with the Anacostia Waterfront Initiative (AWI) agencies and civic stakeholders, created the Anacostia Waterfront Framework Plan (AWI Plan) to implement the AWI.  The Anacostia Waterfront Corporation (AWC) was created in 2004 by the government of District of Columbia which was intended to have a 20-year lifespan, during which it would oversee an \$8 billion public-private redevelopment plan covering the Anacostia River waterfront and numerous parcels of land in the city east of the river. However, a change in mayoral administrations and frustration with the slow pace of redevelopment resulted in the abolition of the corporation after three years.
<b>Economic</b>	The Deputy Mayor's Office for Planning and Economic Development (DMPED) is responsible for managing economic opportunities and creating new ones for the District. This includes substantial financial investment to create sustained economic development to continue to build and maintain its vibrancy. Every new project or development brings new opportunities for job creation, businesses and economic growth.
<b>Transportation</b>	The District Department of Transportation (DDOT) is following the Anacostia Waterfront Transportation Master Plan to revamp the transportation infrastructure network in the Anacostia Waterfront area. The goal is to facilitate multi-modal travel in the Anacostia Waterfront area, while also promoting environmental sustainability, economic growth, better residential services, improved access to recreational sites, and reconnecting communities on both sides of the river.
<b>Environmental</b>	An important aspect of AWI is to turn the Anacostia River, which is one of the most polluted rivers in the country, into a prime location for environmental education, sustainability, and recreational activities. The restoration project involves several initiatives led by the Department of Energy and Environment (DOEE) to minimize developmental impacts and enhance the overall watershed.
<b>Community</b>	Despite over 50,000 District residents living within a 10-minute walk from the Anacostia River, very few consider themselves to be part of a waterfront community. The District of Columbia's Office of Planning (OP) is spearheading efforts to rejuvenate and reconnect existing communities with the river in more sustainable ways. Meanwhile, DMPED is collaborating with multiple private entities to establish new neighborhood projects.
<b>Memorandum of Understanding (MOU)</b>	Memorandum of Understanding between the Washington Metro Area Transit Authority (WMATA) and Anacostia Waterfront Corporation for development of WMATA property in the Ballpark District <ul style="list-style-type: none"> <li>• WMATA has the right to review and approve or disapprove all plans and contracts related to use and development of the property.</li> <li>• The MOU does not obligate WMATA to sell any property or pay for any costs associated with the station improvements.</li> <li>• The MOU between WMATA and the AWC outlines how WMATA would sell air rights over the Navy Yard Station Property and adjoining parking lot to Selected Developer chosen</li> <li>• The Selected Developer would receive the federal funds or alternative non-WMATA funds if federal funds are not appropriated, and would be responsible to construct scheduled improvements to the Navy Yard Station in conjunction with its adjoining private development.</li> <li>• WMATA would receive no less than fair market value for the property and the station improvements. WMATA would also receive the interim or permanent replacement of the 60 space employee parking lot on the Navy Yard Station Property.</li> </ul>

# APPENDIX: Case Studies

DFW Airport Governance	
<b>Board of Directors</b>	The DFW Airport Board of Directors approves the annual budget, debt transactions, commercial development and concessions leases, the Use Agreement, amendments to the Code of Rules and Regulations, all contracts over \$50,000, defined benefit plan investments, and debt and investment policies, advertising policies, and minority and woman-owned business enterprise program policies. Per the Contract and Agreement terms, the Owner Cities also approve the annual budget, debt transactions, commercial leases over 40 years, and amendments to the Code of Rules and Regulations. The Board of Directors hires a Chief Executive Officer (CEO) to manage and operate the Airport and a Director of Internal Audit. The General Counsel is an employee of the City of Dallas, but is assigned to and represents the Airport as the Airport's chief legal officer. The Board of Directors has 11 members, including the mayors of Dallas and Fort Worth, and nine other members appointed by the respective city councils; six from Dallas and three from Fort Worth. The split in Board representation was based on the populations of the two cities in 1968. DFW is located primarily within the city limits of four host cities: Coppell, Euless, Grapevine, and Irving, and the Board's 12th, non-voting seat rotates annually between the leadership of those four cities.
<b>Capital Funding</b>	From a capital funding perspective, DFW funds its large capital programs primarily through the issuance of debt, supplemented with cash on hand and grants. Since the airlines pay for the debt service through rates and charges, the airlines approve capital projects that will be debt-financed and impact their rate base before any project is started. Approximately 78% of capital projects over the past five years were funded through the issuance of debt. This mix of capital funding is expected to continue in the future. This strategy also reflects DFW's low reliance on grant funding to pay for its capital program (approximately 10% for the past five years). The terms of the Use Agreement limit the availability of cash to pay for capital.  DFW receives nonairline revenues from parking and ground transportation, concessions, ground and facilities leases, Rent-A-Car, and hotels.
<b>Key Partners</b>	To accomplish its Mission and Vision, DFW relies on several key business partners, including American Airlines (AA), the FAA, Transportation Security Administration (TSA) and Customs and Border Protection (CBP). AA corporate headquarters is located on DFW property. AA represented 84.5% of DFW's operations and 88% of its passengers in FY 2022 and has preferential leases for all space in Terminals A, B, C and portions of Terminals D and E. AA is also responsible for terminal maintenance of Terminals A and C and the baggage systems in Terminals A, C and D.

DFW Airport Governance	
<b>What is an LGC?</b>	<ul style="list-style-type: none"> <li>• Intergovernmental collaboration</li> <li>• Like a subsidiary of a municipal government</li> <li>• A LGC is formed by a municipality or county to act on its behalf to raise capital; debt orequity               <ul style="list-style-type: none"> <li>◦ Can serve as a valuable tool to leverage private funding sources by engaging in private fundraising as a non-profit</li> </ul> </li> <li>• Used for public projects oriented around transportation, water and sewer infrastructure, economic development, recreation development, etc.</li> </ul>
<b>Benefits of LGC</b>	<ul style="list-style-type: none"> <li>• City controls the scope and purpose of a LGC</li> <li>• Can fundraise and accept donations for Dallas Floodway recreational projects</li> <li>• Board shall be singularly purposed to provide long-term leadership, focusing on specific development of recreational uses in the Dallas Floodway</li> <li>• Solely financially obligated for all design, construction, maintenance, management, and operation of future recreation projects</li> <li>• Creates no City financial commitments except as authorized by City Council to the LGC</li> </ul>
<b>City Council Role</b>	<ul style="list-style-type: none"> <li>• Controls board appointments and replacements</li> <li>• Retains authority over actions affecting Dallas Floodway until or unless Council votes to delegate authority</li> <li>• Controls flow of any City funds for LGC recreation project expenditures</li> </ul>
<b>Terms of Master Development Agreement</b>	<ul style="list-style-type: none"> <li>• City Council to approve terms to authorize a Master Development Agreement with Trinity River Corridor LGC</li> <li>• Agreement sets funding, design, construction, management, operation and maintenance and construction framework for future recreation projects</li> <li>• City to assign administrative and legal liaison for support in kind to LGC</li> <li>• LGC responsible for all design and construction, operation and maintenance of future recreational projects</li> <li>• City Council may elect to undertake and expend public monies for certain costs for flood risk management</li> <li>• City will be responsible for flood risk management obligations except as delegated to LGC</li> <li>• The LGC's use of the floodway property for recreational uses is subservient to the City's paramount use of the floodway</li> <li>• Includes specific direction for the LGC to specifically pursue undertaking the development of Phase 1 –anticipated to be the Harold Simmons Park(HSP)</li> </ul>
<b>Board of Directors</b>	<ul style="list-style-type: none"> <li>• Appointed by the Dallas City Council, upon recommendation of the Mayor</li> <li>• Must be a resident of Dallas</li> <li>• Must be a registered voter of the State of Texas</li> </ul>

# DOCUMENTS AND PLANS REVIEWED

1. 2017 City of Fort Worth Economic Development Strategic Plan
2. 2022 City of Fort Worth Economic Development Strategic Plan
3. 2022 City of Fort Worth Comprehensive Plan
4. 2022 Transportation Impact Fee Study
5. 2023 City of Fort Worth Comprehensive Plan Update
6. Adopted Master Thoroughfare Plan 2020
7. Canal Design Standards and Guidelines
8. Confluence : The Trinity River Strategic Master Plan
9. Leonard Street Car Study
10. Northside Economic Development Strategy
11. Panther Island Proposed Text Amendments 5-6-22 by staff
12. Panther Island Zoning Standards & Guidelines
13. Project and Financing Plan Update City of Fort Worth Trinity River Vision TIF Tax Increment Reinvestment Zone #9
14. Property Potential After Completion of Construction
15. Riveron Trinity River Vision Central City Flood Control Project Programmatic Review Final Report
16. The Trinity Uptown Plan
17. Trinity Uptown Traffic Impact Study Draft