

PANTHER ISLAND

VISION & STRATEGY SUMMARY

March 5, 2024



HR&A

LAKE|FLATO



ACKNOWLEDGMENTS

PUBLIC SECTOR & CIVIC PARTNERS



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INTRODUCTION

PANTHER ISLAND'S ECONOMIC DEVELOPMENT OPPORTUNITY

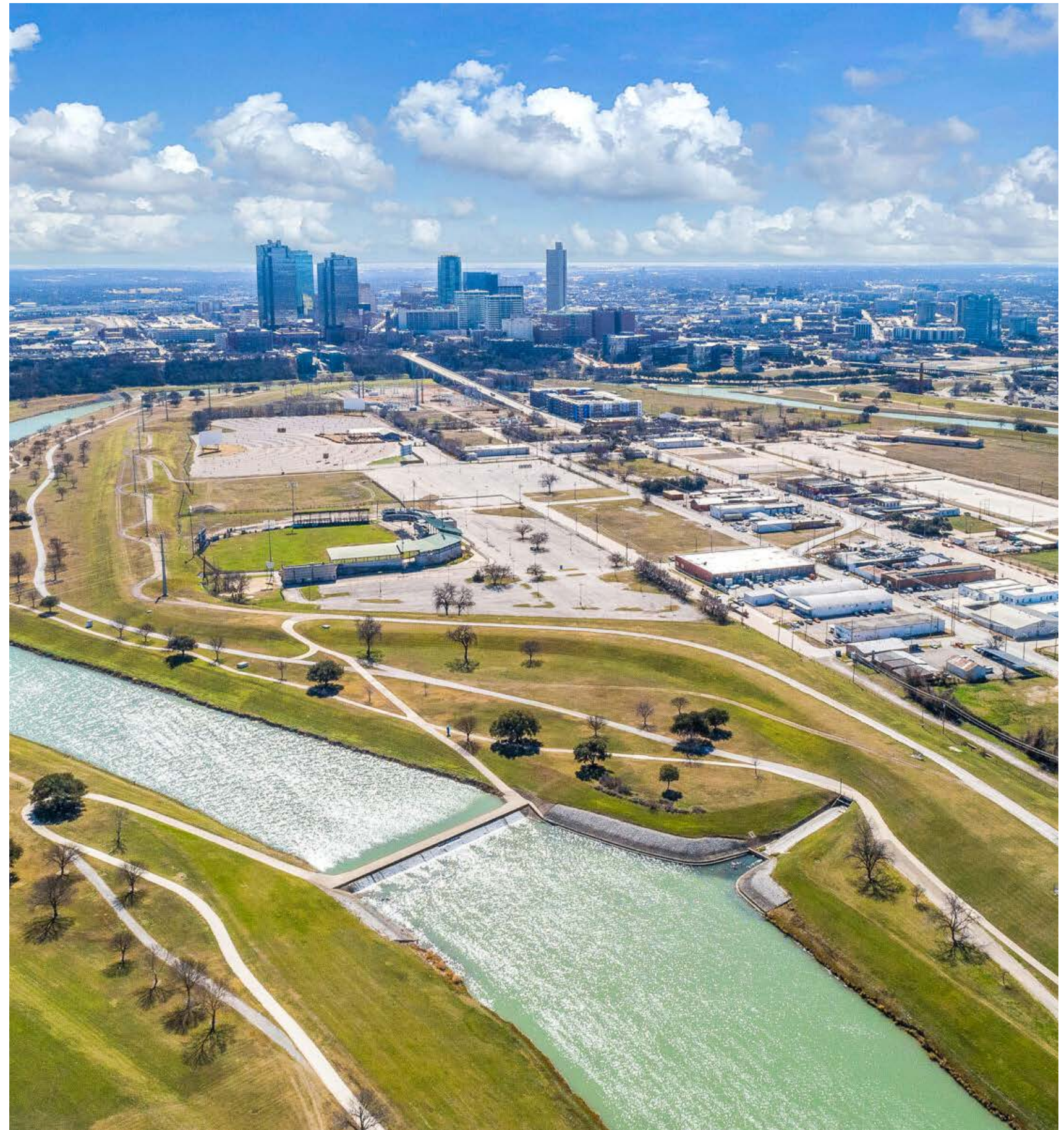
Panther Island is a once-in-a-generation city-building opportunity for Fort Worth to amplify the energy of its urban core and surrounding neighborhoods. It is a critical link that consists of around 330 acres of underutilized public and private land in the city's core. This is an opportunity to create 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. Throughout the year, the team engaged numerous stakeholders, including landowners, community members from surrounding neighborhood and across the city, real estate and civic organizations, and others to gather valuable feedback, ideas, and desires to shape this document.

This document summarizes a renewed strategic vision and strategy that centers on the design, planning, and big ideas for Panther Island, distilling a year of engagement, analysis, and planning by the Consultant and Client teams. Encompassing streets, parcels, open spaces, buildings, water, and mobility, the vision proposes a district that prioritizes people. It takes into account the intricate relationship between land ownership, infrastructure, and development phasing to outline a realistic approach in alliance with the economics and funding for building out Panther Island. This summary document touches on the real estate strategy for Panther Island, phasing drivers & approaches to development, funding & financing, project governance & coordinating structure, and community & equitable development.

This document offers recommendations to guide the design and implementation of public and private investments on Panther Island, providing insights into the vision's benefits and suggesting additional work to come to keep advancing the exciting momentum and collaboration. Continuing the momentum from this summary 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.

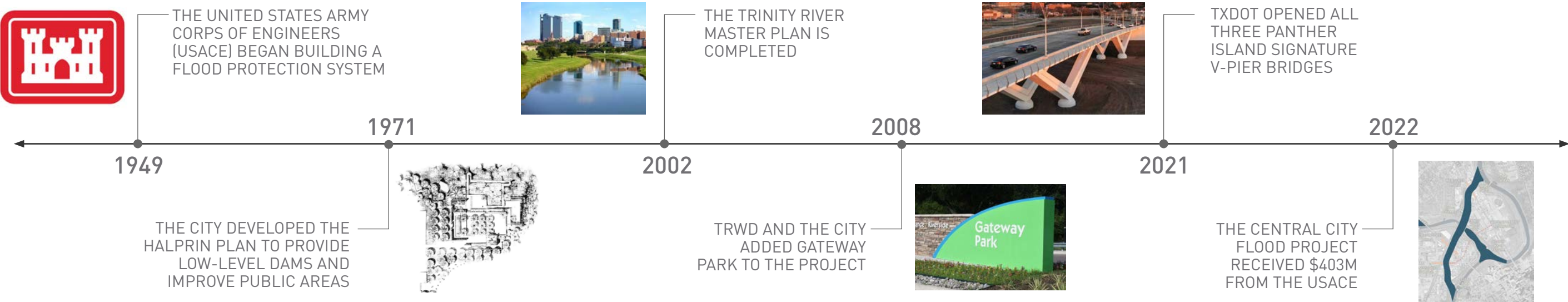


PROJECT HISTORY

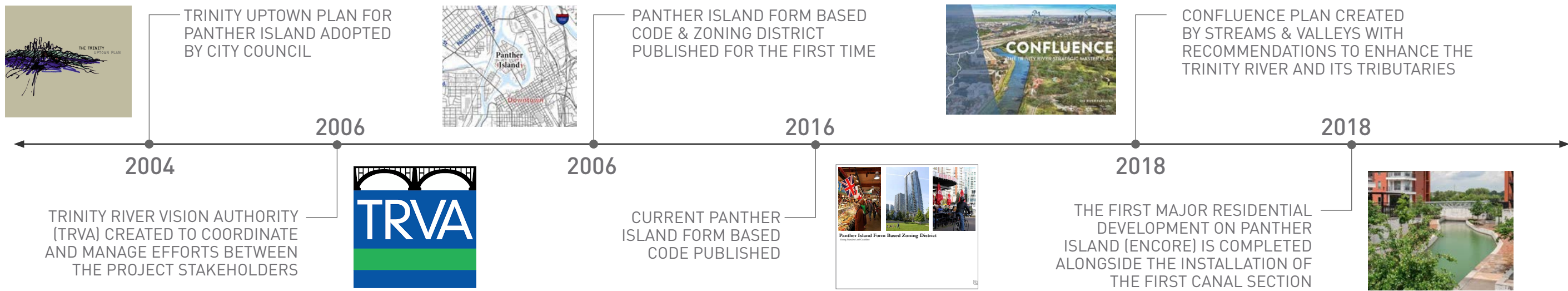
PAST VISIONS & FLOOD PREVENTION

THE FLOOD CONTROL AND PANTHER ISLAND PROJECTS HAVE A LONG HISTORY. FEDERAL FUNDING AND COMPLETION OF NEW BRIDGES IN RECENT YEARS HAVE ACCELERATED PROGRESS.

CENTRAL CITY FLOOD PROJECT TIMELINE



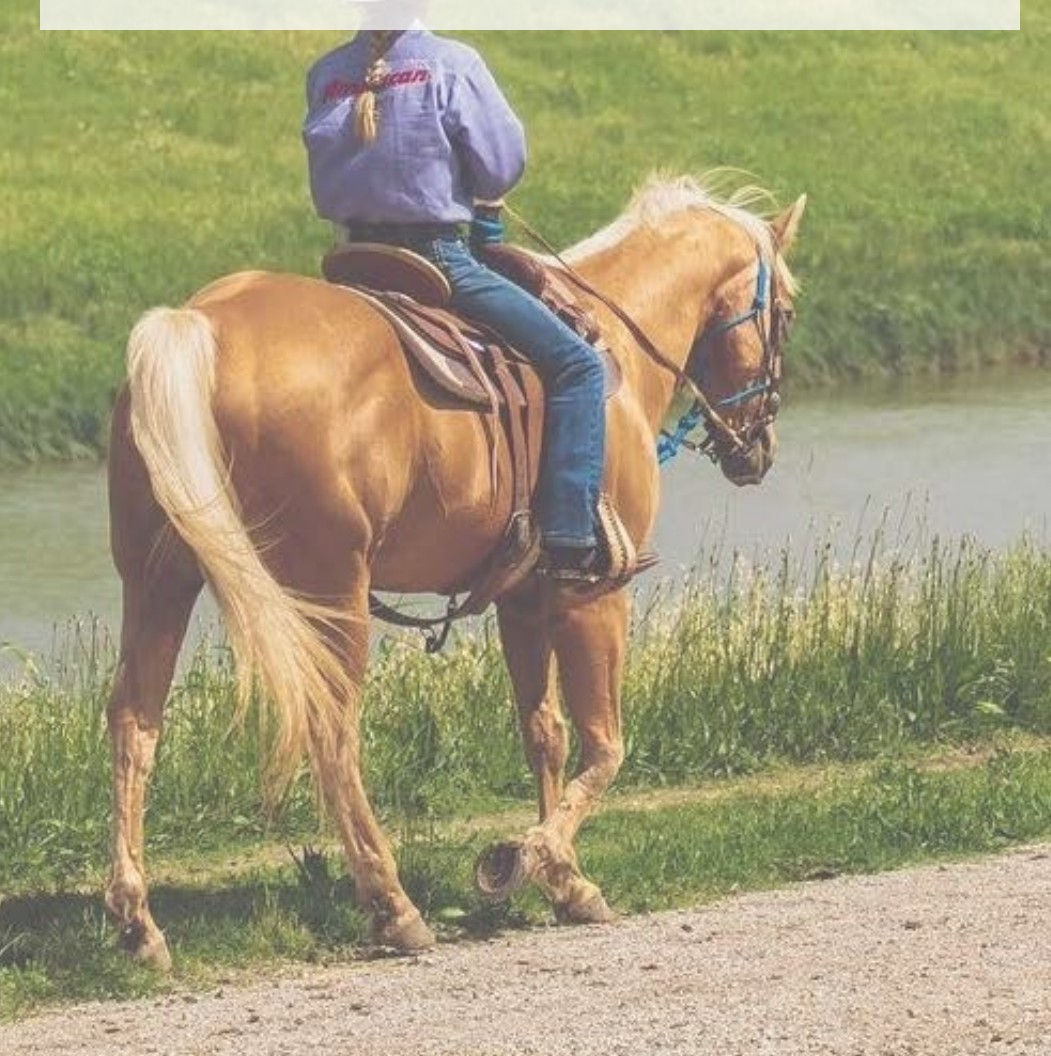
PANTHER ISLAND PROJECT TIMELINE



CORE VALUES

CONNECTION

Panther Island is a place that connects neighborhoods and people, turning what were once dividing lines of rivers and railroads into places of congregation and community. Long a place that people passed through on their way to somewhere else, Panther Island will become a destination that *connects opportunities for building community, home, and career – all in one place.*



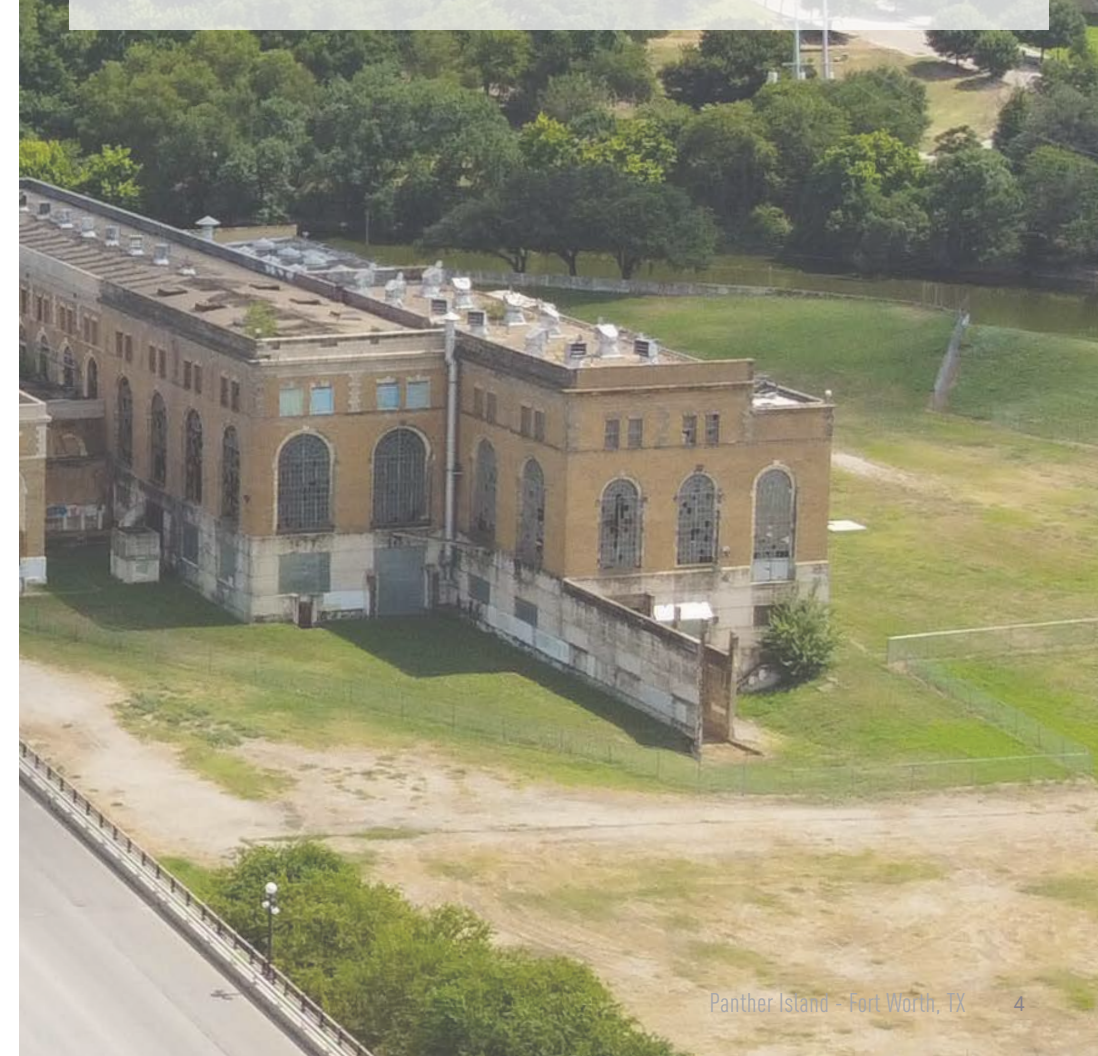
DISCOVERY

Panther Island is a place to discover Fort Worth – encountering the city's culture, ecology, and community around every corner. Through the great feat of removing and overcoming massive barriers to reconnect people to the Trinity River and to their environment, the Panther Island project *invites people to rediscover their city.*



OPPORTUNITY

Panther Island embraces the past while building for the future. Deeply rooted in the city of Fort Worth's historic industries, Panther Island's heritage will serve as an authentic foundation for the City's economic growth. Panther Island will cultivate the growth of communities, businesses, and individuals, becoming a *place to evolve and thrive.*



GUIDING PRINCIPLES

01

A ONE-OF-A-KIND WATERFRONT DISTRICT NESTLED IN THE TRINITY RIVER

The development of Panther Island will be an unprecedented transformation of a large growing city. Levees will be removed, and a resilient, vibrant, and water-oriented district will take their place. The transformation will restore the public's access to the river and create a new channel, lakes, and canals, enabling a wide variety of waterfront experiences and development opportunities.

02

A HAVEN OF DIVERSE PARKS, GREEN SPACES, AND EXPERIENCES AROUND EVERY CORNER

Panther Island will be home to numerous green spaces with distinct sizes, identities, and programs, connected to one another by trails, canals, and walkable streets. Along the river, Panther Island will bring Fort Worth its first urban, highly-programmed waterfront open space that will be a gathering place for the city and region.

03

A MIXED-USE NEIGHBORHOOD DESIGNED TO BUILD COMMUNITY

Panther Island will be Fort Worth's first purpose-built district for dense, urban, pedestrian-friendly living. Characterized by walkable streets, inviting buildings, and a diverse mix of uses that energize the district, this will be a place that's built for people first and foremost. Panther Island will have office, residential, and commercial spaces, with an emphasis on opportunities for small businesses and cultural institutions, and abundant green space and recreational facilities. The district framework will foster a sense of connection and discovery, offering access to nature, culture, community, and play.

04

A DESTINATION CONNECTING AND COMPLEMENTING VIBRANT SURROUNDING NEIGHBORHOODS

Panther Island will become a place people come to, instead of just passing through. Panther Island will connect and complement Downtown, the Cultural District, the Stockyards, and Northside by offering synergistic uses and honoring the look and feel of the surrounding neighborhoods. The island will add to the energy of Downtown Fort Worth by seamlessly connecting surrounding neighborhoods via the reimagined road network, pedestrian bridges, robust mobility and transit access, and distributed open space network, and drawing new residents, businesses, and visitors to the core of Fort Worth.

05

A CELEBRATION OF FORT WORTH'S DIVERSE COMMUNITIES AND HERITAGE

Panther Island will celebrate the cultural richness and diversity of Fort Worth, showcasing and supporting the arts, culture, and cuisine of legacy communities such as Northside, while welcoming diverse newcomers and influences. The history of the island's industries and communities will be visible in signage, structures, and public art throughout the district, honoring the past as an authentic foundation for growth. With accessibility a core feature of all amenities, the island will be a place for everyone to enjoy.

06

AN ECONOMIC DRIVER SUSTAINING THE RAPID GROWTH OF FORT WORTH

The development of Panther Island is a unique collaboration of public and private investment unparalleled among comparable U.S. cities. Panther Island's size, proximity to downtown, and the abundance of public land create a rare opportunity to utilize public land to channel private investment. That investment will build an inclusive community and intensify the economy, attracting high-paying jobs and opportunities for residents. The development will bolster Fort Worth's ability to compete on the regional and national stage to attract and retain talent. Panther Island will not only help capture the rapid population growth of Fort Worth but build the economic opportunity and amenities to sustain it.

OVERVIEW OF PUBLIC & STAKEHOLDER ENGAGEMENT

COMMUNITY FEEDBACK

A VARIETY OF ENGAGEMENT APPROACHES PROVIDED OPPORTUNITIES FOR PUBLIC INPUT INTO THE STRATEGIC VISION, WITH A FOCUS ON THE PRIORITIES OF NEIGHBORING COMMUNITIES MOST IMPACTED BY THE PROJECT.

PHASE I: INTERVIEWS & ENGAGEMENT PLANNING

20+ CONVERSATIONS WITH STAKEHOLDERS

3 STEERING COMMITTEE MEETINGS

FORT WORTH REPORT CANDID CONVERSATION PANEL

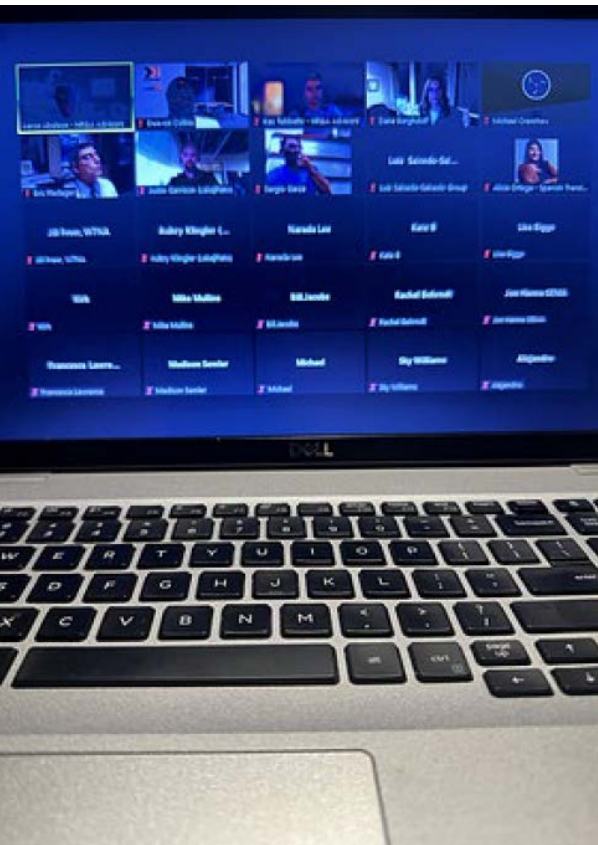
BREAKFAST WITH THE REAL ESTATE COUNCIL OF GREATER FORT WORTH

PHASE II: VISIONING

6 NEIGHBORHOOD-FOCUSED AND CITYWIDE PRIORITY-SETTING WORKSHOPS

130 ATTENDEES FOR PUBLIC MEETINGS

110 SURVEY RESPONDENTS



IMAGES FROM ENGAGEMENT EVENTS

PUBLIC ENGAGEMENT - WHAT WE HEARD

COMMUNITY FEEDBACK

ACCESSIBILITY & PARKING

ENSURE THAT PANTHER ISLAND IS READILY ACCESSIBLE, AFFORDABLE TO REACH, AND EFFECTIVELY ADDRESSES PARKING AND OTHER TRANSPORTATION/MOBILITY CHALLENGES.

"FOR ALL CITIZENS OF FORT WORTH TO BE ABLE TO USE THIS AREA, IT MUST BE AFFORDABLE FOR ALL CITIZENS."

"PANTHER ISLAND SHOULD BE EXTREMELY WALKABLE, SO THAT PEOPLE CAN ARRIVE BY TRANSPORTATION AND GET AROUND PANTHER ISLAND BY FOOT/BIKE/PUBLIC TRANSPORTATION WHILE THEY ARE ON PANTHER ISLAND."

EMBRACING WATERFRONT & WATER ACTIVITIES

PROVIDE ACCESS TO THE WATERFRONT AND RECREATIONAL ACTIVITIES FOR ALL.

"NEW WATERFRONT IS A UNIQUE TREASURE AND NEEDS TO BE DEVELOPED CAUTIOUSLY AND WITH GREAT CARE."

RETAINING AND IMPROVING TRAILS & PARKS

ENSURE RESIDENTS CAN WALK AND BIKE SAFELY TO AND WITHIN PANTHER ISLAND.

"I WOULD SEE PANTHER ISLAND AS A LOCAL GEM WITHIN OUR CITY THAT PROMOTED ACTIVITIES THAT EMPHASIZE GREEN SPACE AND OUTDOOR ACTIVITIES WITH NATURALLY SHADED PARKS AND CANOPIES AND WATER ACTIVITIES."

"I WANT TO FEEL CONNECTED TO NATURE IN FORT WORTH WHILE STILL ENJOYING THE CITY FEEL."

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.

"OUR CITY HAS A UNIQUE HISTORY WITH SOUTHWESTERN ART DECO STYLES WHICH COULD ALSO LOOK VERY INTERESTING AND GIVE PANTHER ISLAND A DISTINCTIVE FORT WORTH IDENTITY."

"I'D LIKE TO SEE IT DEVELOP INTO AN ACTIVE RIVERFRONT, SUCH AS SAN ANTONIO."

INCLUSION & REPRESENTATION

CELEBRATE THE HISTORY AND CULTURE OF PANTHER ISLAND AND ITS NEIGHBORING COMMUNITIES THROUGH ART, HISTORICAL MARKERS, AND DESIGN.

"THERE WILL BE PEOPLE OF ALL AGES, FAMILIES, SINGLE PEOPLE. I WOULD LIKE TO SEE THIS BE A SPECIAL, EXTRA FUN PART OF TOWN AND NOT JUST ANOTHER NEIGHBORHOOD."

"PANTHER ISLAND WOULD LOOK LIKE AN INVITING PLACE FOR PEOPLE OF ALL KINDS AND DEMOGRAPHICS."

EQUITABLE ECONOMIC OPPORTUNITY

ENSURE THAT LOCAL BUSINESSES AND RESIDENTS CAN BOTH DERIVE BENEFITS FROM AND ACTIVELY PARTICIPATE IN THE PROJECT AS IT PROGRESSES.

"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."

THE FUTURE PANTHER ISLAND IN FORT WORTH, TEXAS

UPDATED STRATEGIC VISION



CURRENT USES & SIGNIFICANT SITES ON PANTHER ISLAND

EXISTING CONDITIONS

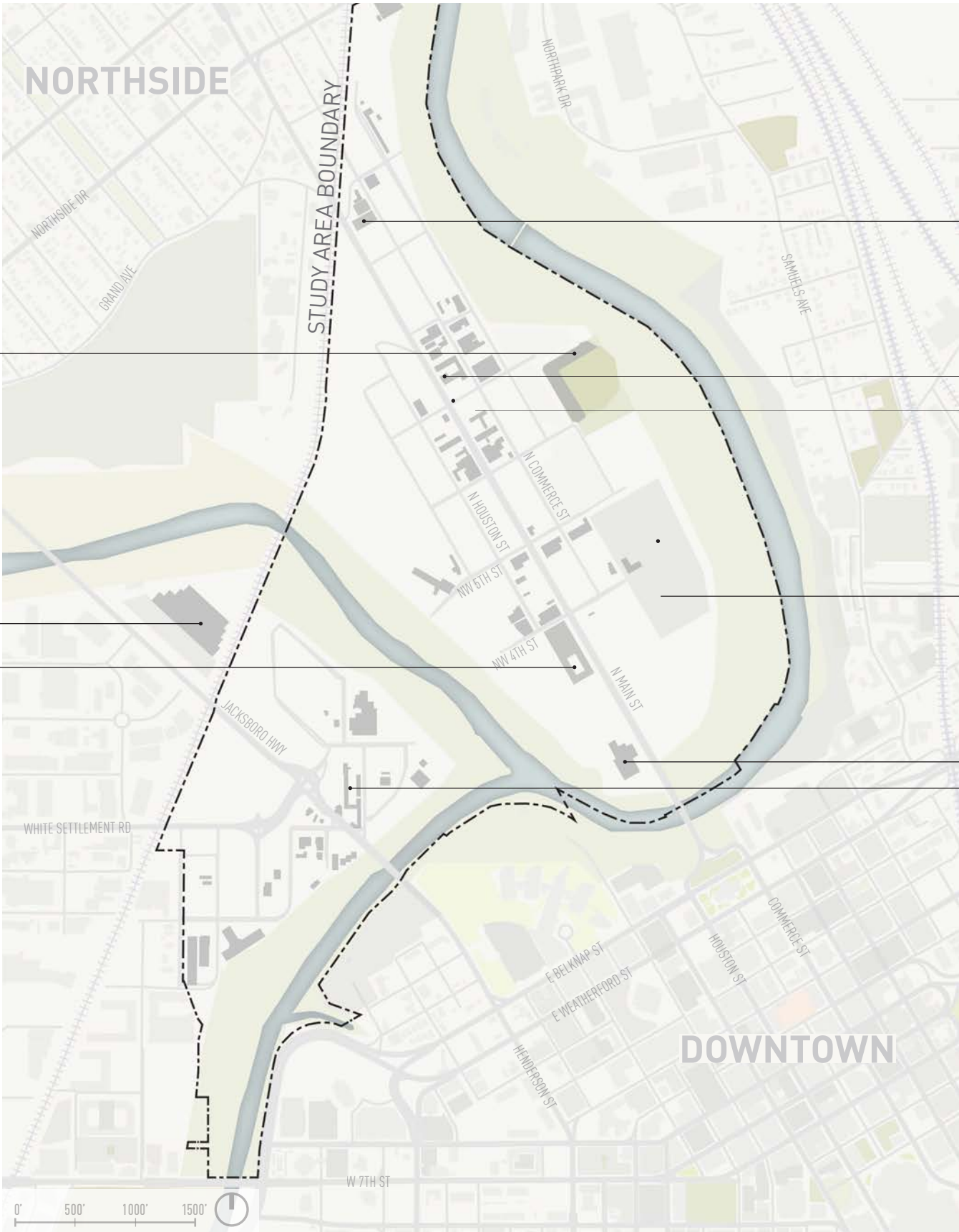
Panther Island contains some unique historic assets. While each has physical and reuse challenges to be assessed, re-activating sites like the Power Plant could help establish an anchor and identity for Panther Island.



LA GRAVE FIELD The first baseball diamond built on this site was constructed in 1926 but was eventually flooded and destroyed. It was rebuilt in 1950 but only lasted seventeen years before the club declined and it was torn down. It was revived in 2001 and rebuilt but was soon vacant again.

HENDERSON STREET FLEA MARKET This weekend market is an important gathering space for the communities surrounding Panther Island. A wide variety of goods are sold here - everything from fresh produce to cowboy boots.

ENCORE / PANTHER ISLAND BREWING New development along N Main st including an apartment building and a brewery. This includes the first built portion of the canal system.



ELLIS PECAN CO BUILDING Built in 1925, this large brick building was constructed to house Klu Klux Klan meetings. It was later used as a warehouse, a boxing arena, and more recently by Ellis Pecan Co. Today, the building sits vacant, but a non-profit has plans to convert the building into a Center for the Arts and Community Healing.

ABNER DAVIS BUILDING Built around 1921, this building was originally home to the Abner Davis oil refinery business. Since then it has primarily been used by auto shops. It has a historical designation through the city of Fort Worth.

CONCENTRATION OF LEGACY BUSINESSES Along this portion of N Main street is where the majority of existing private land ownership is concentrated. Some buildings may be old enough to be considered historically significant

COYOTE DRIVE-IN A drive in theater that opened in 2013 on 20 acres of land owned by TRWD.



POWER PLANT The old power plant, which was built in Beaux-Arts architectural style in 1912, produced power for the city until it was decommissioned in 2004. The smoke stacks were torn down but the building itself remains on the site.

FORT WORTH TRANSITIONAL CENTER This 220 bed halfway house that provides housing and services to people transitioning out of incarceration.

LAND OWNERSHIP BY TYPE - PUBLIC VS PRIVATE

EXISTING CONDITIONS

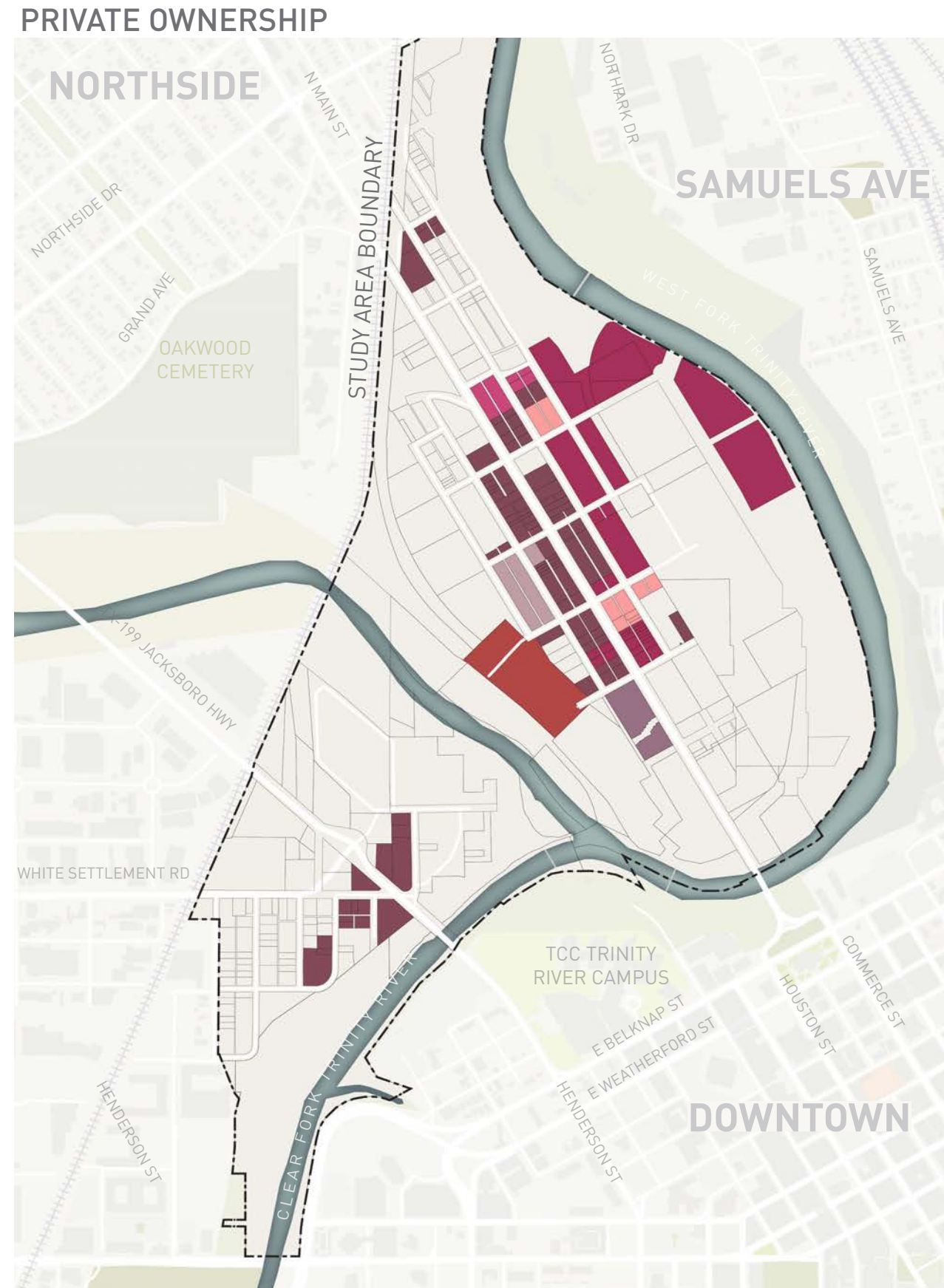
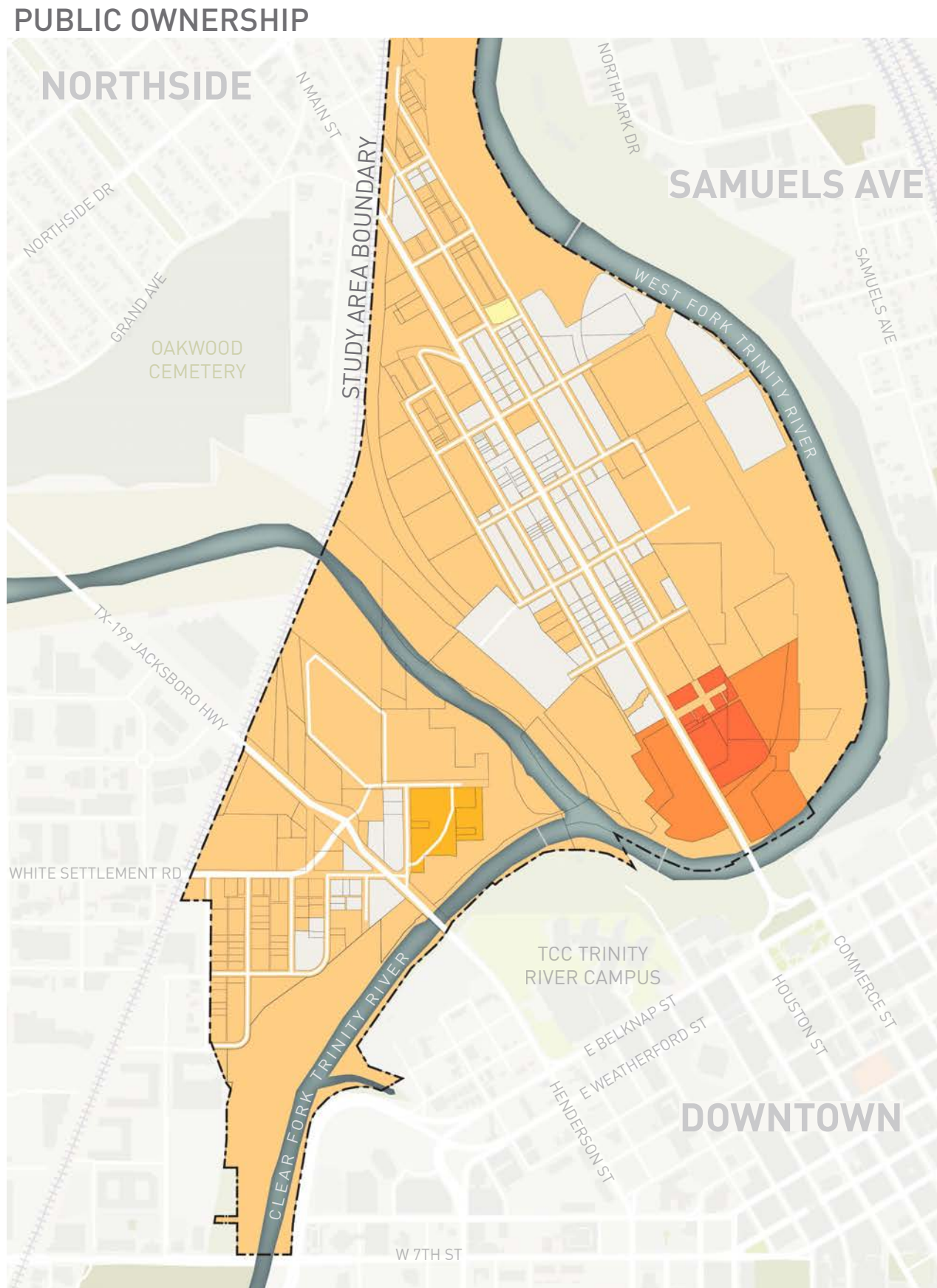
Over 85% of the total project area on Panther Island is owned by the public sector, giving the public a great level of control over timing, selection of development partners, and quality of design. In general, public sector partners will look to benefit from market competition by holding open development solicitation processes.

PUBLIC 382.61 ACRES

- TRWD
347.08 acres
- TARRANT COUNTY
0.72 acres
- CITY OF FORT WORTH
6.05 acres
- TCCD
21.33 acres
- ONCOR
7.44 acres

PRIVATE 74.31 ACRES

- VARIOUS PRIVATE OWNERS
25.39 acres
- UNION PACIFIC RAIL ROAD
11.77 acres
- PANTHER ACQUISITION PARTNERS
26.06 acres
- TEXAS REFINERY CORP
1.93 acres
- DEAN VENTURES
2.96 acres
- RED BARON REAL ESTATE
3.06 acres
- ENCORE OLYMPUS
3.15 acres



OVERALL URBAN DESIGN FRAMEWORK

UPDATED STRATEGIC VISION

DISTRIBUTED OPEN SPACE NETWORK
WITH 14 PUBLIC SPACE OFFERINGS

CONTINUOUS PUBLIC WATERFRONT
ACCESS

A WALKABLE AND CONNECTED
PEDESTRIAN ENVIRONMENT

EFFICIENT & CONNECTED ROAD
NETWORK STRENGTHENING URBAN GRID

ACCESS TO EFFECTIVE BIKE ROUTES

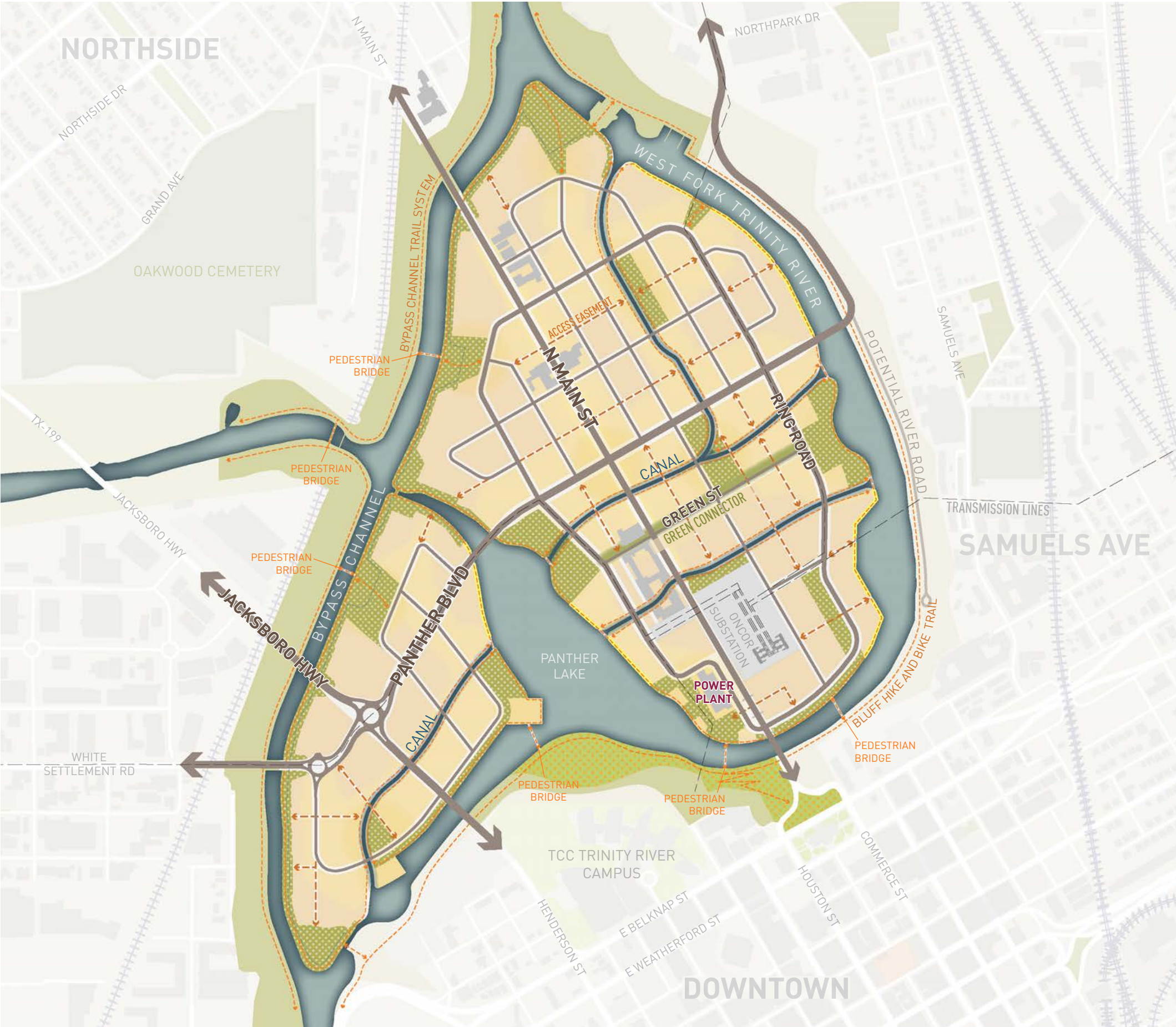
ROBUST PUBLIC TRANSPORTATION

193 ACRES OF PUBLIC & PRIVATE
DEVELOPABLE LAND

INTIMATE & ACTIVE CANALS WITH
DISTRICT STORMWATER STRATEGIES

LEGEND

- | | |
|---|---|
|  DEVELOPABLE PARCEL |  TRANSMISSION LINES |
|  PEDESTRIAN ROUTE |  WATER BODY |
|  ACCESS EASEMENT |  ROAD |
|  INTERNAL PANTHER ISLAND PUBLIC SPACE |  ADJACENT GREENSPACE |
|  DOWNTOWN ADJACENT PUBLIC SPACE | |



OPEN SPACE NETWORK - BIG IDEAS

OPEN SPACE NETWORK

MAXIMIZE VALUE THROUGH DISTRIBUTED OPEN SPACE NETWORK

Leverage value of public space while creating nodes of identity and activity with multiple unique programs, experiences, typology, and scale across the district to cater to various users and community needs. Proposed vision includes 14 distinct public spaces and 15% of land dedicated to open space across Panther Island.

SIGNATURE RIVERFRONT PUBLIC SPACES

One-of-a-kind opportunity for the City of Fort Worth to provide a network of active urban waterfront parks surrounding downtown.

PUBLICLY ACCESSIBLE WATERFRONT

Continuous connectivity along the water front through various engaging open space experiences like parks, plazas, promenades, boardwalks and marinas, promoting a sense of discovery.

A PHASED IMPLEMENTATION

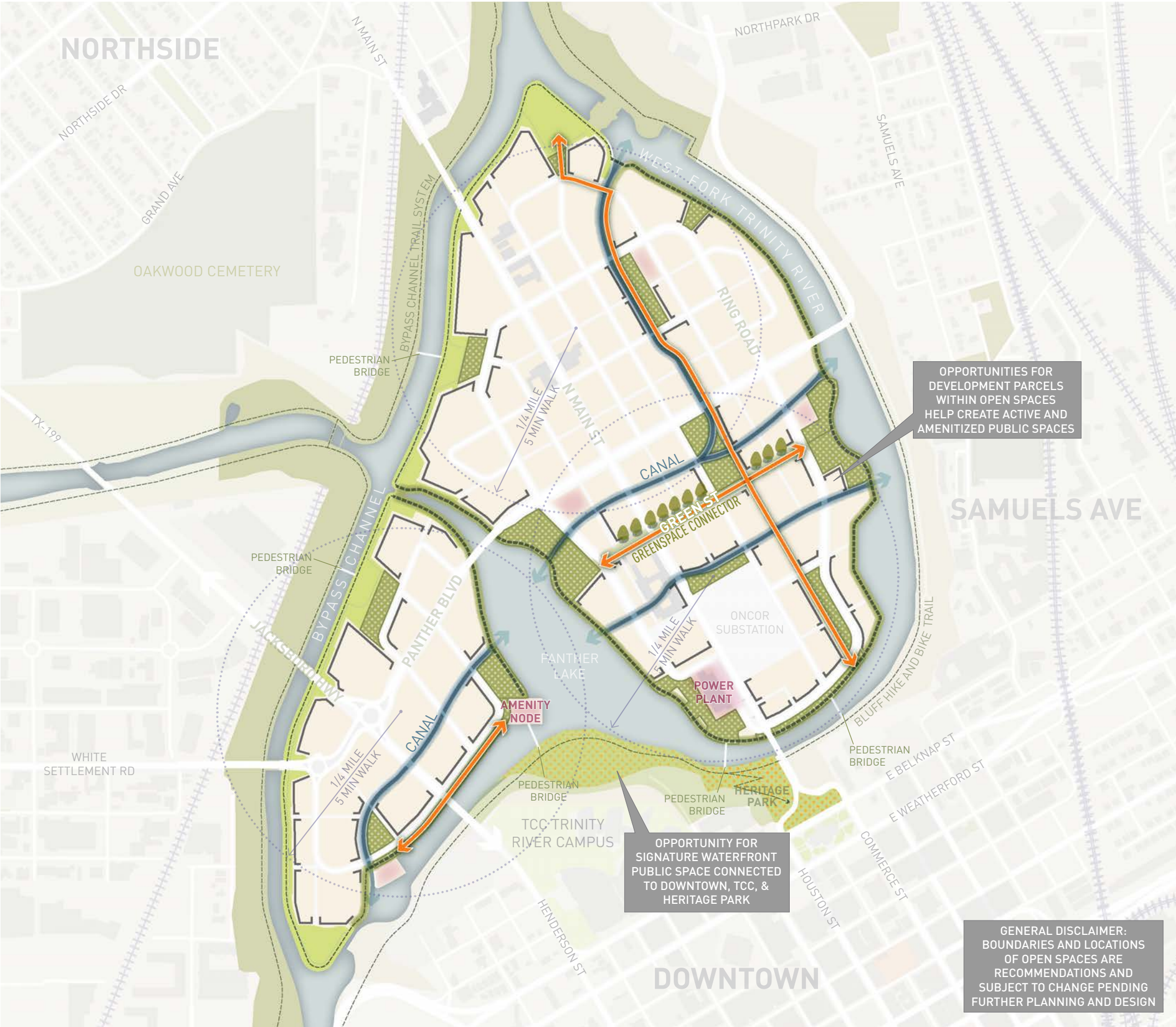
Benefits of a distributed open space network facilitate a phased implementation strategy as finances are available and development occurs.

INTERCONNECTED PUBLIC SPACE SYSTEM

Location of open spaces are all within a 5-minute walk with various linkages through streets, canals, trails, and pedestrian connections.

ENGAGEMENT WITH RIVER & CANALS

Multiple opportunities to interact with the river, interior lake, and canals as a unique experience only offered to Panther Island.



OPEN SPACE NETWORK - CHARACTER & EXPERIENCES

OPEN SPACE NETWORK



WATERFRONT CONDITIONS - BIG IDEAS

WATERWAY DESIGN & ACTIVATION

PUBLICLY ACCESSIBLE WATERFRONT

Provide continuous waterfront connectivity by offering diverse open space experiences such as parks, plazas, promenades, boardwalks, and marinas, promoting a sense of discovery and providing exclusive opportunities to interact with the river, interior lake, and canals.

INTIMATE & ACTIVE CANALS

Various opportunities for a mix of private, semi-public, and public building and open space programs to engage the canals across the island and provide an authentic experience exclusive to Panther Island.

CANAL LINKAGES & DISTRICT STORMWATER STRATEGIES

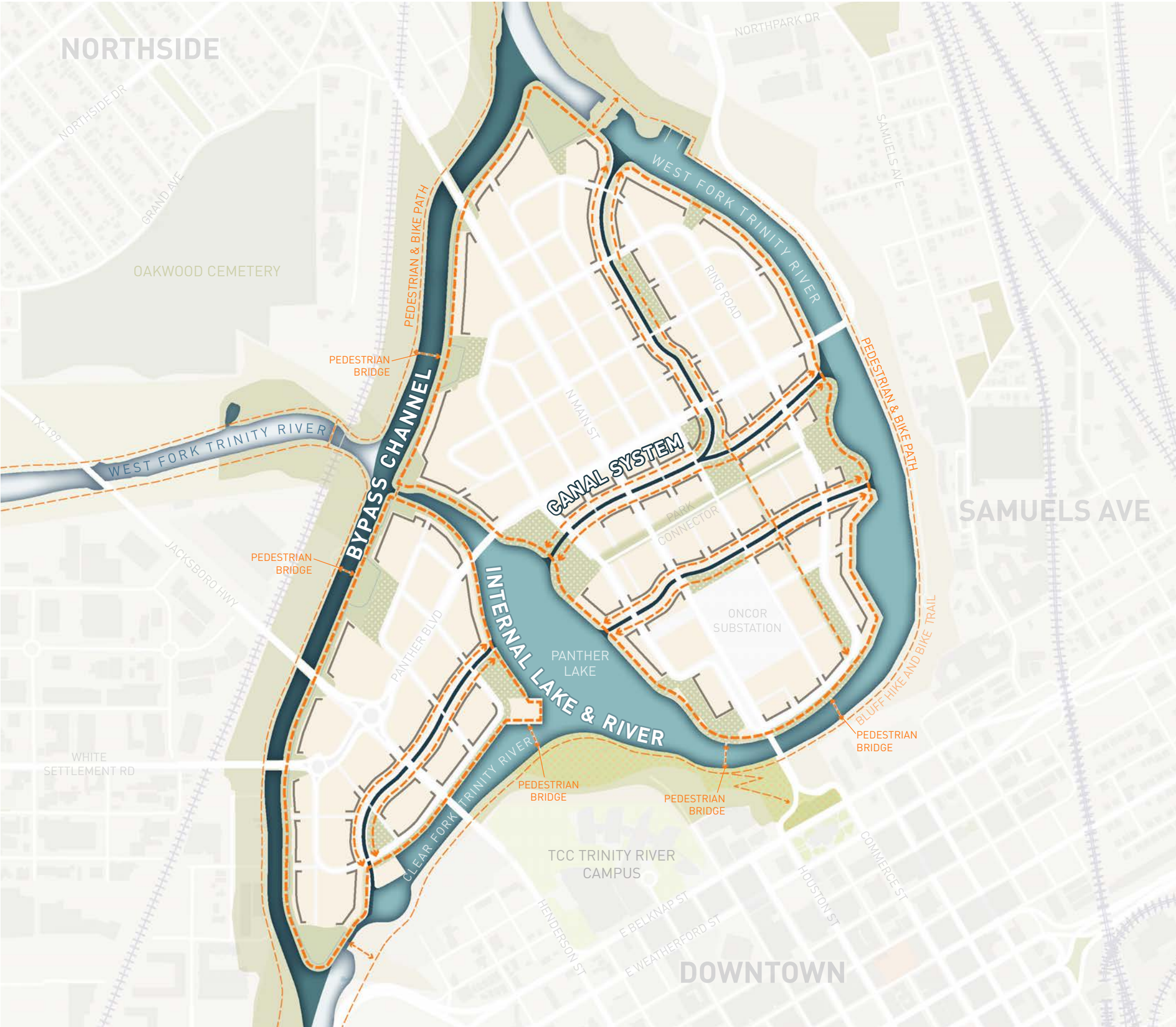
The canals serve as linear pedestrian spines, simultaneously functioning as stormwater retention systems, while providing distinctive waterfront experiences that enhance connectivity, access, and fulfill infrastructure requirements throughout the district, linking open spaces and the riverfront.

DESTINATION INTERIOR "PANTHER LAKE"

One-of-a-kind opportunity to provide a large water body adjacent to downtown Fort Worth that becomes a regional attraction for water-based activities, engagement, and visually captivating attractions.

BYPASS CHANNEL & PARKS

Open space offerings on both sides of the bypass channel provides a opportunity to connect to adjacent neighboring districts and Panther Island. Public realm spaces include a large linear greenspace along the western levee edge and an urban promenade along Panther Island eastern edge connecting several pocket neighborhood parks.



WATERFRONT CONDITIONS - CHARACTER & EXPERIENCES

WATERWAY DESIGN & ACTIVATION



ROAD NETWORK - BIG IDEAS

ACCESS & CONNECTIVITY

MORE EFFICIENT & CONNECTED ROAD NETWORK WITH HIERARCHY OF STREETS

Re-routing select roadways to promote a more seamless and interconnected network across the district and to surrounding neighborhoods. Provide various street typologies with a goal of putting pedestrians first and creating safe, engaging, and intimate street environments and experiences.

A TRANSIT-MINDED TEXAS MAIN STREET

Opportunity to create an authentic Texas Main Street with high capacity transit in mind.

'GREEN STREET' @ 4th STREET

Unique shopping & dining street with tree alley promenade connecting major east-west greenspaces together.

REIMAGINED EAST-WEST PANTHER BLVD

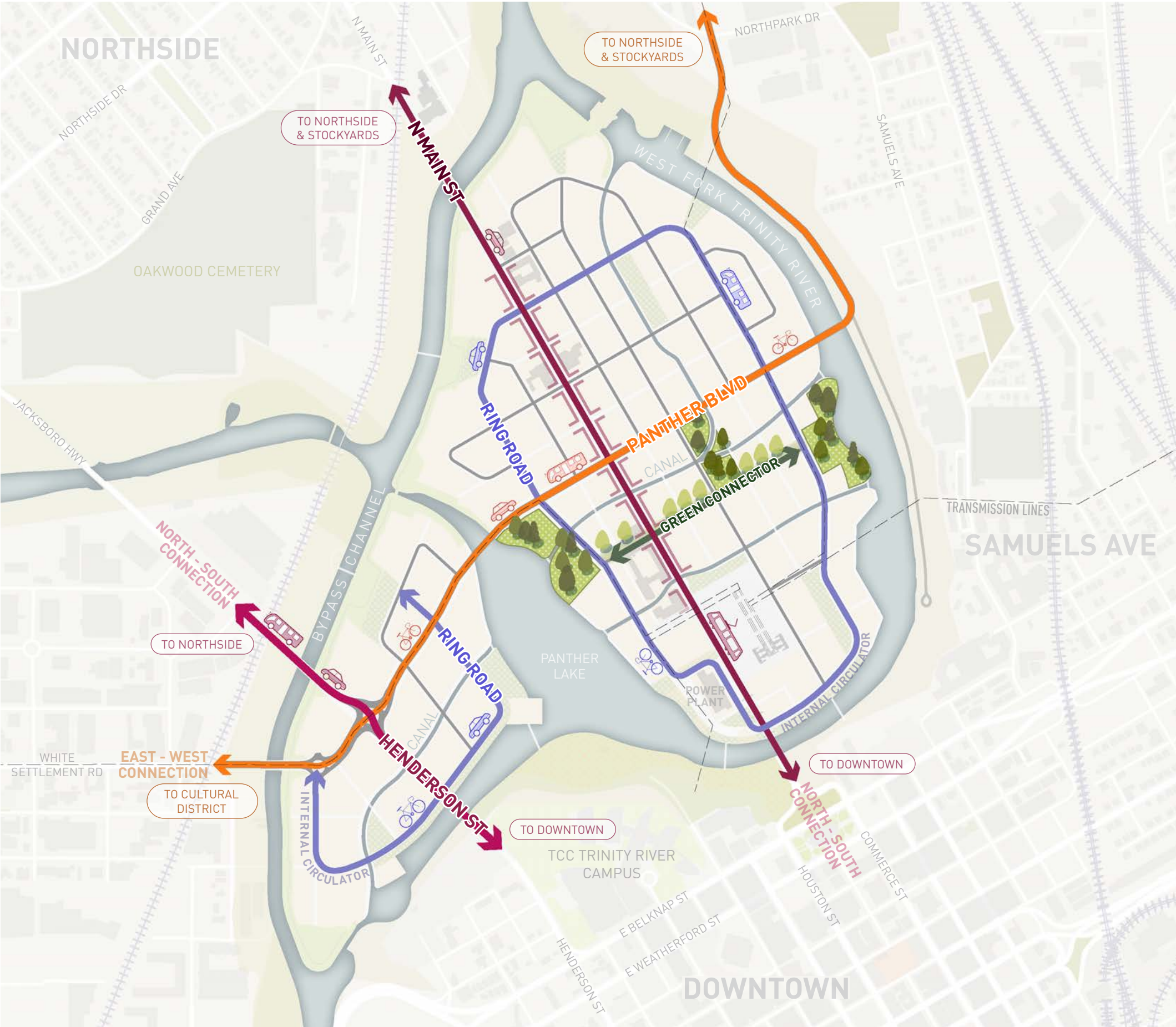
A relocated urban boulevard efficiently connecting north and south islands together with its surrounding neighborhoods.

INTERNAL RING ROADS

Promotes connectivity internal to north & south island with access to riverfront open spaces and opportunities for mobility.

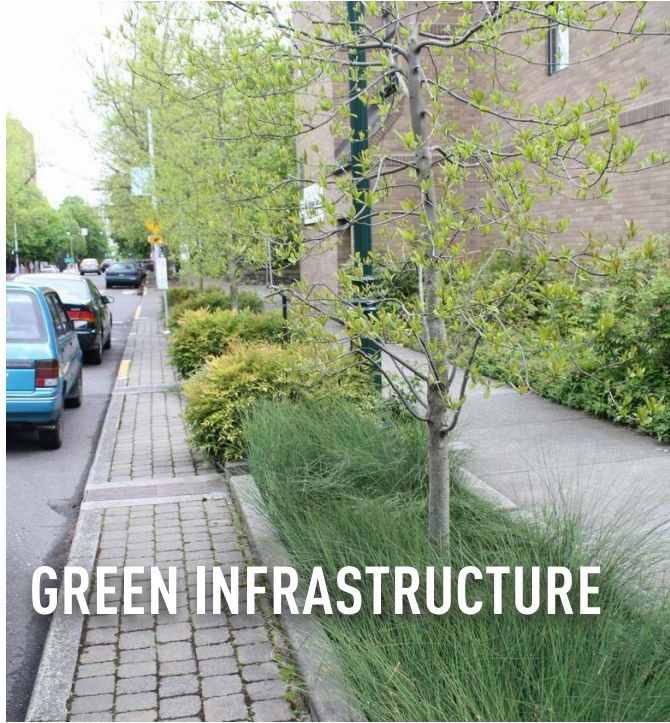
PEDESTRIAN & MOBILITY ORIENTED STREETS

Streets are designed for people with comfortable sidewalks, adequate tree planting, street parking, and ability to provide bike and transit access.



ROAD NETWORK - CHARACTER & EXPERIENCES

ACCESS & CONNECTIVITY



TRANSIT NETWORK - BIG IDEAS

ACCESS & CONNECTIVITY

A TRANSIT ORIENTED DEVELOPMENT

An equitable, compact, walkable, pedestrian-oriented, mixed-use community centered around high quality and capacity public transportation.

N-S-E-W CONNECTION TO SURROUNDING NEIGHBORHOODS

Multiple transit options through buses, high capacity transit, and mobility loops increase connectivity to and from the district and adjacent communities.

HIGH CAPACITY TRANSIT OPTION

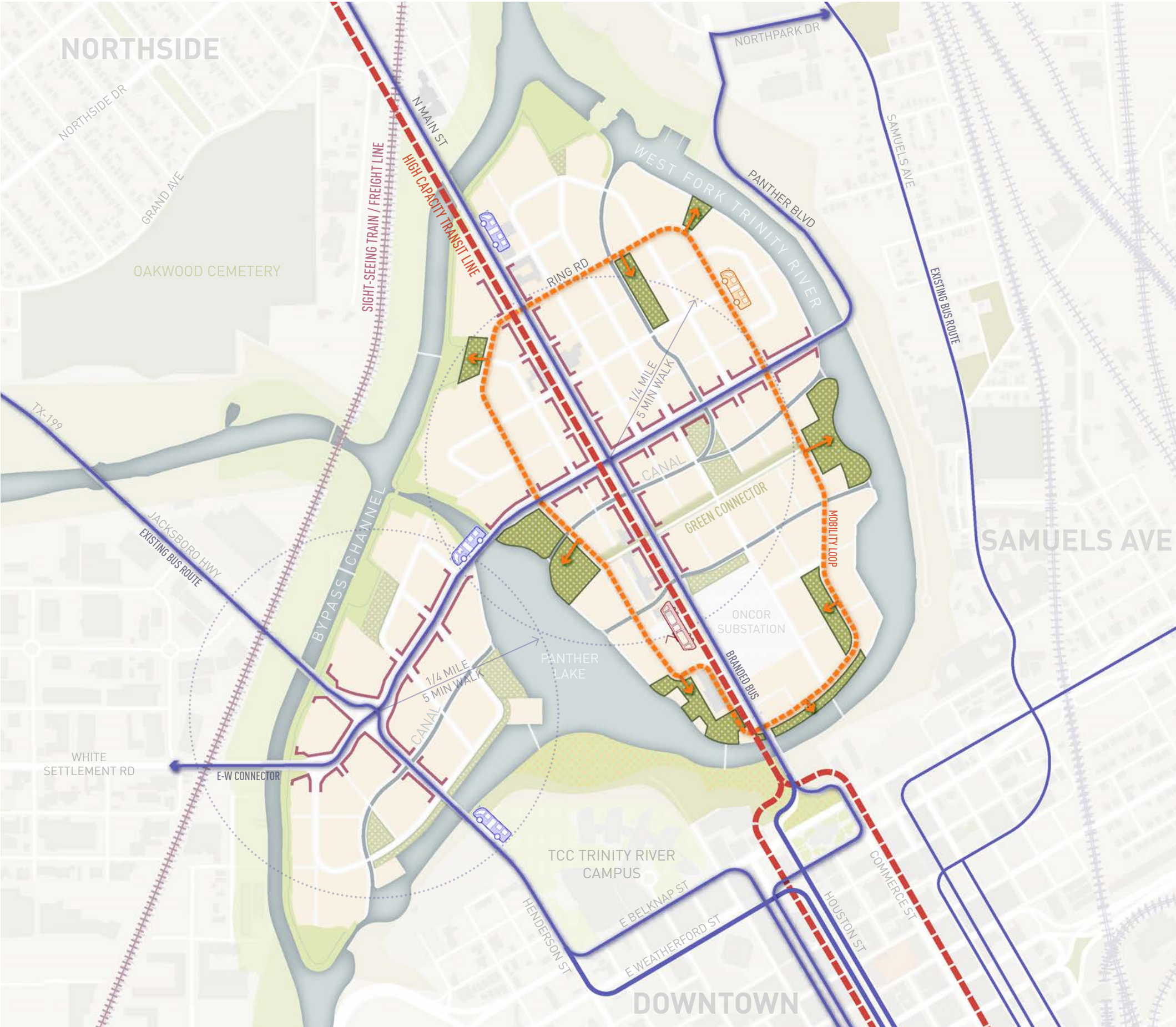
Opportunity to provide a high capacity transit spine running north-south from Downtown to Stockyards and Northside Station along North Main St. or parallel corridor, to be determined through a future alternative analysis.

MOBILITY CIRCULATORY

Promote public transportation connectivity internal to the north island community with access to riverfront open spaces.

RE-BRANDED ROUTE 15 BUS LINE

Current plans by Trinity Metro to re-brand the Route 15 bus line aesthetically to encourage use and clear route destination from Downtown to the North along N Main Street.



TRANSIT NETWORK - CHARACTER & EXPERIENCES

ACCESS & CONNECTIVITY



BRANDED BUSES



BUS RAPID TRANSIT



MULTI-MODAL ACCESS



BIKE STATIONS



MOBILITY CIRCULATOR



TRANSIT BOULEVARD



LOCAL CULTURE

TROLLEY



HIGH CAPACITY TRANSIT

PEDESTRIAN FRIENDLY STATIONS

PEDESTRIAN NETWORK - BIG IDEAS

ACCESS & CONNECTIVITY

A WALKABLE & PEOPLE SCALED DISTRICT

A human scaled district with core values of accessibility and inclusion connected through streets, canals, and pedestrian corridors with access to open space and waterfronts.

PUBLICLY ACCESSIBLE WATERFRONT

Continuous connectivity along the water front through various engaging open space experiences like parks, plazas, promenades, boardwalks and marinas, promoting a sense of discovery.

NORTH-SOUTH PEDESTRIAN SPINE

Unique pedestrian oriented corridor connecting north-south open spaces, downtown, TCC campus, and waterfront across on the north island with multiple experiences along various public spaces and canals.

MID-BLOCK CONNECTIONS

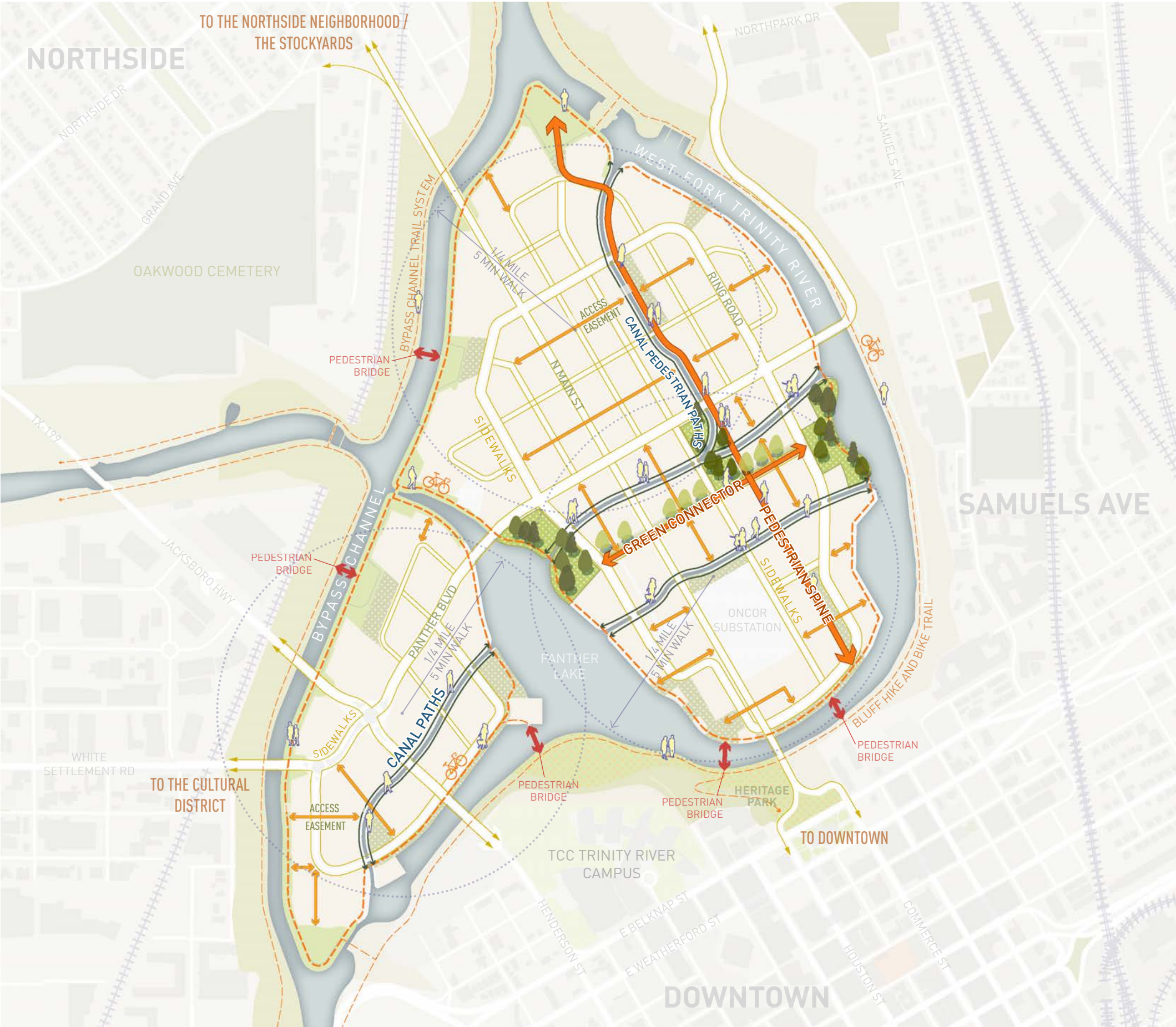
Promoting pedestrian scaled blocks by breaking down large block lengths by providing connectivity through alleyways, paseos, and pedestrian connections to better accommodate development.

CANAL & OPEN SPACE LINKAGES

Canals act as linear pedestrian spines with unique waterfront experiences promoting connectivity and access across the district to open spaces and riverfront. 'Green Connector' is a tree alley promenade that provides an east-west pedestrian friendly connection to large riverfront open spaces.

PEDESTRIAN BRIDGES & ACCESS TO SURROUNDING NEIGHBORHOODS

Future pedestrian bridges promote access to Downtown and Northside community along the Bypass Channel riverfront greenspace.



PEDESTRIAN NETWORK - CHARACTER & EXPERIENCES

ACCESS & CONNECTIVITY



BIKE NETWORK - BIG IDEAS

ACCESS & CONNECTIVITY

BICYCLE FRIENDLY DISTRICT WITH A MIX OF OFFERINGS

A robust bike network with various dedicated and shared lanes promoting connectivity across both islands with access to several district amenities.

ACCESS TO ALL OPEN SPACES

Promote quality of life with easy access to all open spaces.

CONNECTION TO SURROUNDING NEIGHBORHOODS

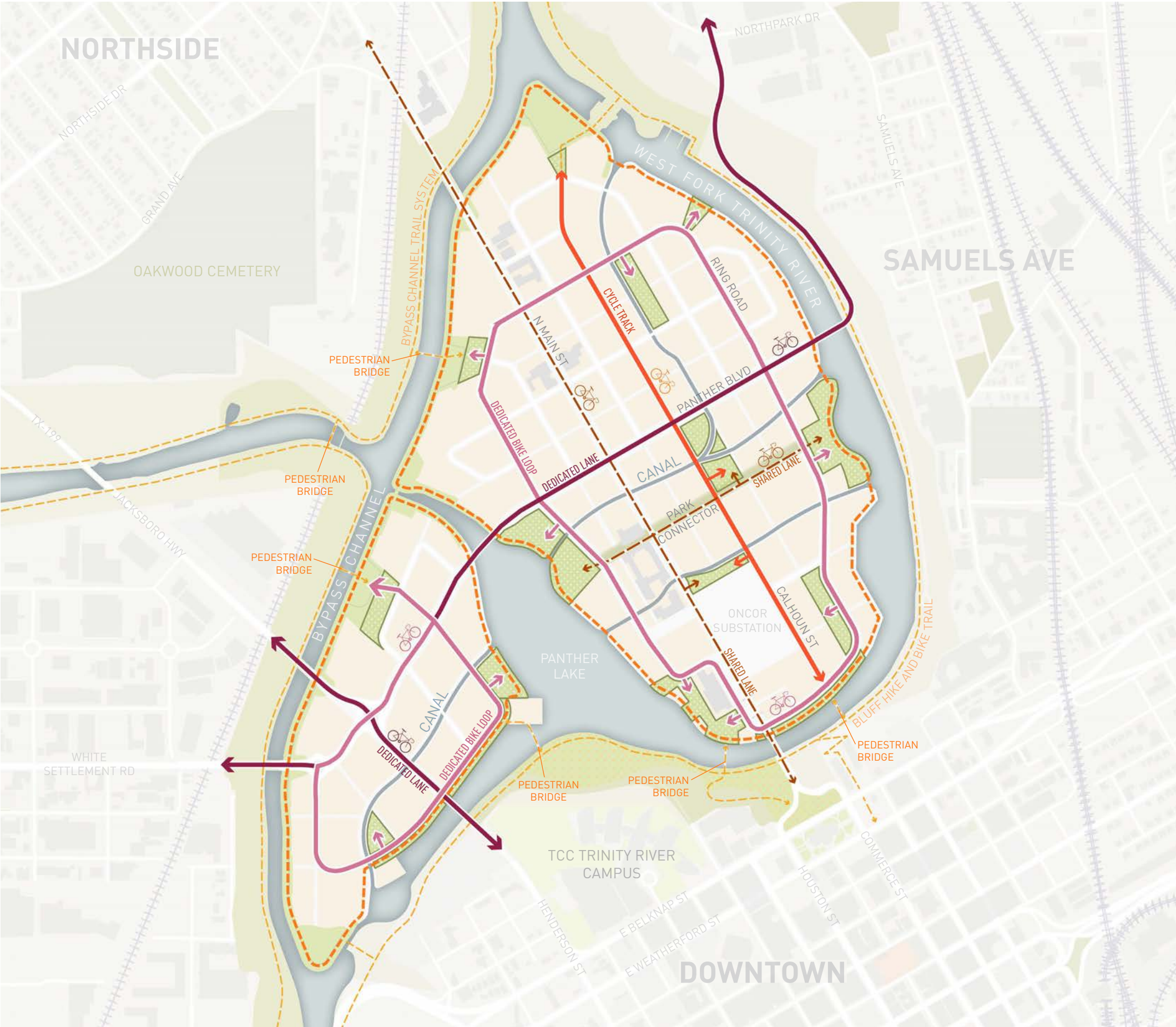
Bridges provide a safe experience and help increase access adjacent communities.

RIVERFRONT TRAILS

Shared-use pathways and hike & bike trails with unique waterfront experiences and surrounding views.

NORTH-SOUTH CYCLE TRACK

Promote a more efficient bicycle connection across the north island from downtown / TCC campus / southern riverfront park to northern bypass channel riverfront park through a vibrant urban mixed use district.



BIKE NETWORK - CHARACTER & EXPERIENCES

ACCESS & CONNECTIVITY



CULTURAL / COMMUNITY / AMENITY ANCHORS - BIG IDEAS

PROGRAM & DENSITY DISTRIBUTION

NEIGHBORHOOD ANCHORS & PUBLIC AMENITIES

Public spirited programs that cater to the surrounding community needs and act as sub-district nodes within Panther Island.

WATERFRONT DESTINATIONS

Opportunity to engage the water and provide a views to surrounding districts.

ICONIC ARCHITECTURE

Authentic design that honors Fort Worth's rich character and identity.

CATALYST DEVELOPMENTS

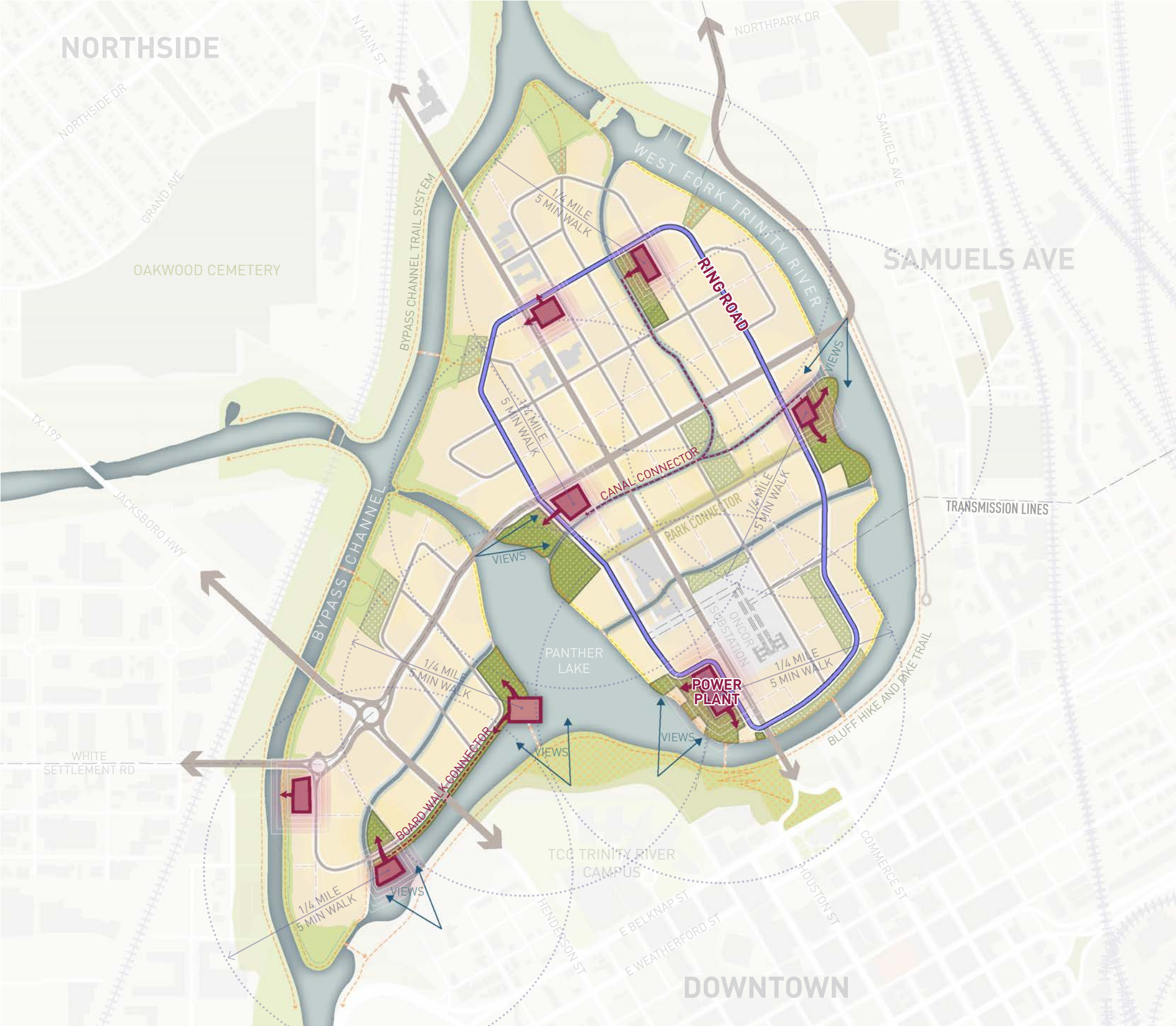
Amenity locations energize surrounding economic development.

ACCESS TO OPEN SPACE

Prominent locations activating open spaces connected by north island mobility loop and south island waterfront promenade.

CULTURAL & HISTORIC ICONS

New and re-purposed buildings that enrich Fort Worth's culture.



CULTURAL / COMMUNITY / AMENITY ANCHORS - CHARACTER & EXPERIENCES

URBAN DESIGN FRAMEWORK



PROGRAM & DENSITY ON PANTHER ISLAND

PROGRAM & DENSITY DISTRIBUTION

The vision for Panther Island is to achieve a harmonious balance between regional attractions and local amenities, ensuring a vibrant and sustainable community. The island will feature a mix of restaurants, stores, spaces for art, places for music, and other attractions and venues to foster activity and draw people in. Yet there will also be all the essential programs for every day life such as grocery stores, offices, residences, schools, gyms, and libraries. The density of the district should be aimed at creating a unique and livable urban environment without overshadowing the Northside or resembling a new downtown.

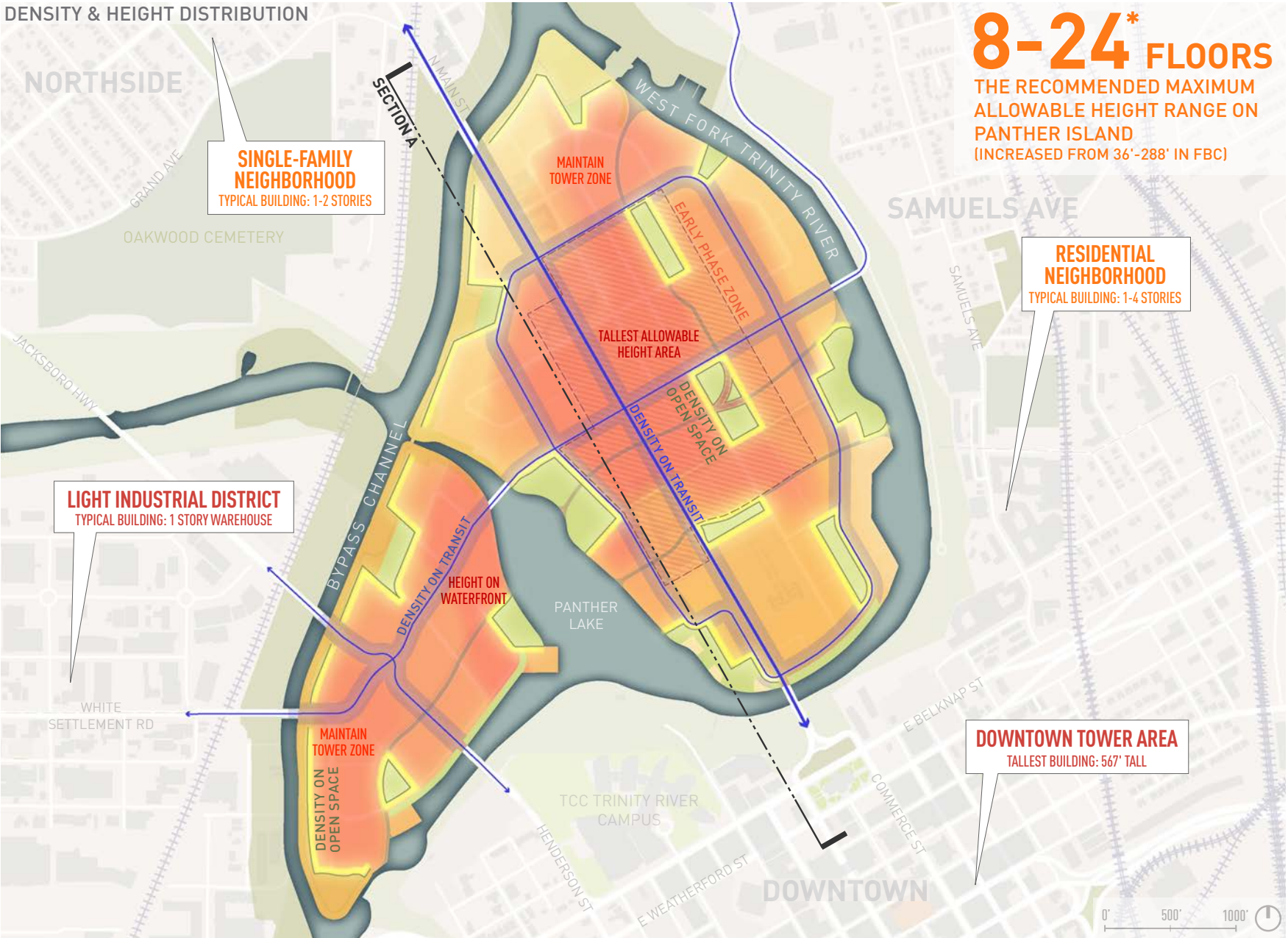
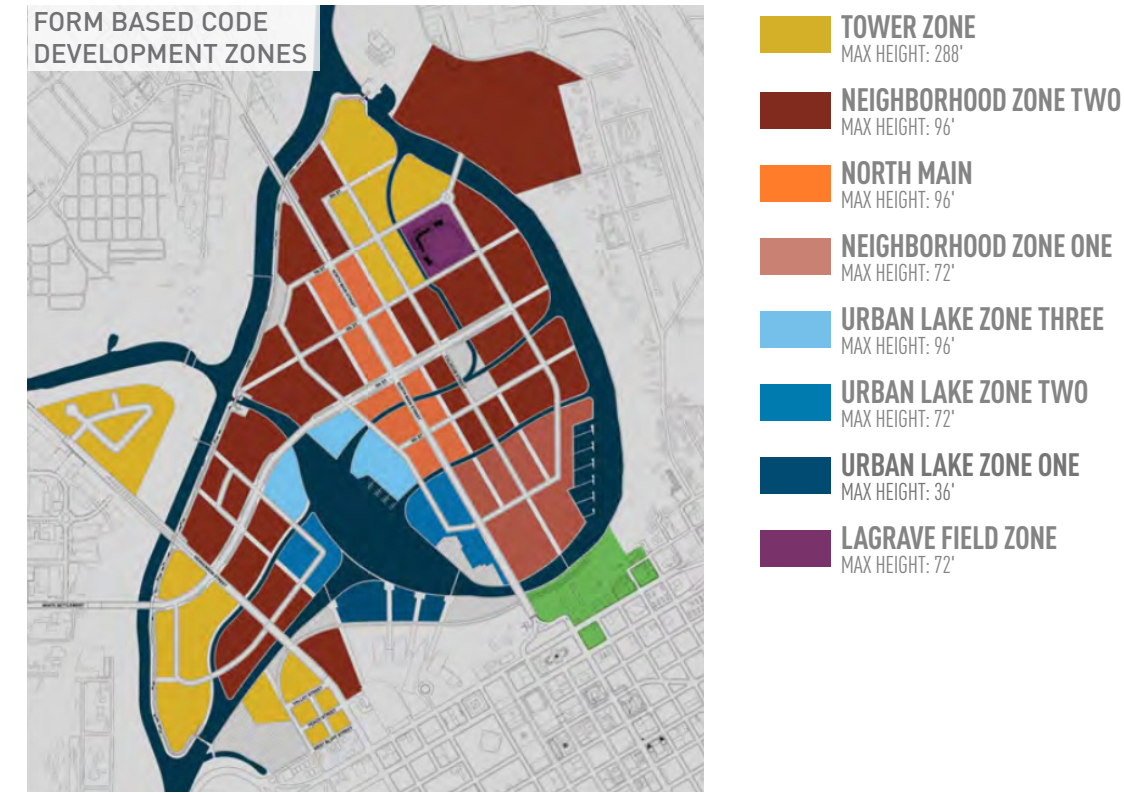


DENSITY DISTRIBUTION STRATEGY AND POTENTIAL HEIGHT RESTRICTIONS

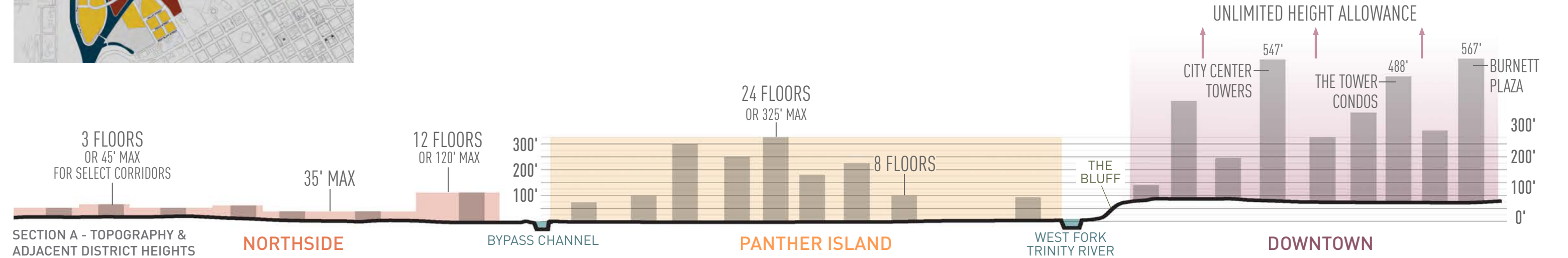
PROGRAM & DENSITY DISTRIBUTION

It is important to consider various factors when determining restrictions for building heights for creating a successful and cohesive urban environment. These are some recommendations to consider for updating the allowable height.

- Provide a less rigid approach to height zones from original FBC plan to be flexible with market forces and more holistic with height locations based on mobility and public realm locations.
- Locate height adjacent to major transit corridors, stations, and select open spaces and Panther Lake waterfront.
- Be sensitive to the residential neighbors by transitioning height down towards the north and eastern edges.
- Maintain tower zones from original form-based code, provide views of Tarrant County Courthouse and Panther Lake, and consider views from Downtown to the islands.



*MAX HEIGHT: 24 FLOORS OR 325' WHICHEVER IS LESS



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. 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 recommendations included in the Real Estate, Economic Development, and Implementation Strategy document 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.

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.

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%.** The toolkit in the Real Estate, Economic Development, and Implementation Strategy document 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.

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)).

DEVELOPMENT ZONES - CONSTRAINTS & IMPACTS

DEVELOPMENT ZONES & PHASING

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 cost and benefit, and effectively manage the sequencing and timing of infrastructure costs and land disposition.

ZONE 1

CONSTRAINTS:

Zone 1 is an area of the island within the levee system that can be developed early on using the existing utility infrastructure. Additionally, two segments of the canal system can be built to fulfill stormwater detention needs for all zone 1 development. Land ownership is a mix of public and private.

IMPACT:

Zone 1 will generate energy along N Main St, marking the first “four corners” of new development at the intersection of Main Street and 4th Street. This zone offers a high-impact, low investment option for the first phase of development on the island.

ZONE 3

CONSTRAINTS:

Zone 3 becomes available for new development only after the canal system in Zone 2B is complete. This area also has the highest concentration of existing buildings, some of which potentially have historical significance. Almost all the land here is privately owned.

IMPACT:

Zone 3 marks the culmination of potential near-term development within the levee system, infusing significant energy into N Main Street and contributing to the comprehensive growth of the area.

REFERENCE PAGE 152 OF STRATEGIC VISION UPDATE FOR APPROXIMATE SEQUENCING AND TIMELINE FOR ZONES

ZONE 2

CONSTRAINTS:

Zone 2 is poised for near-term development, contingent on the installation of the new wastewater main and canal construction. To meet stormwater detention needs, several new canal segments will need to be constructed. This area has been divided into two sub-zones due to the sizable investment required by the canal infrastructure in this area and the likelihood that build-out will need to be completed over two phases. Most of the land in this zone is publicly owned.

IMPACT:

Zone 2 will build upon the energy of Zone 1, connect additional canals, and generate public space activity interior to the district with two new open space offerings along the canal system. The completion of Zone 2 will unlock the build-out of Zone 3 - an area of the island within the levee system lacking its own canal segment, and thus relying on Zone 2’s canals for its stormwater requirements.

ZONE 4

CONSTRAINTS:

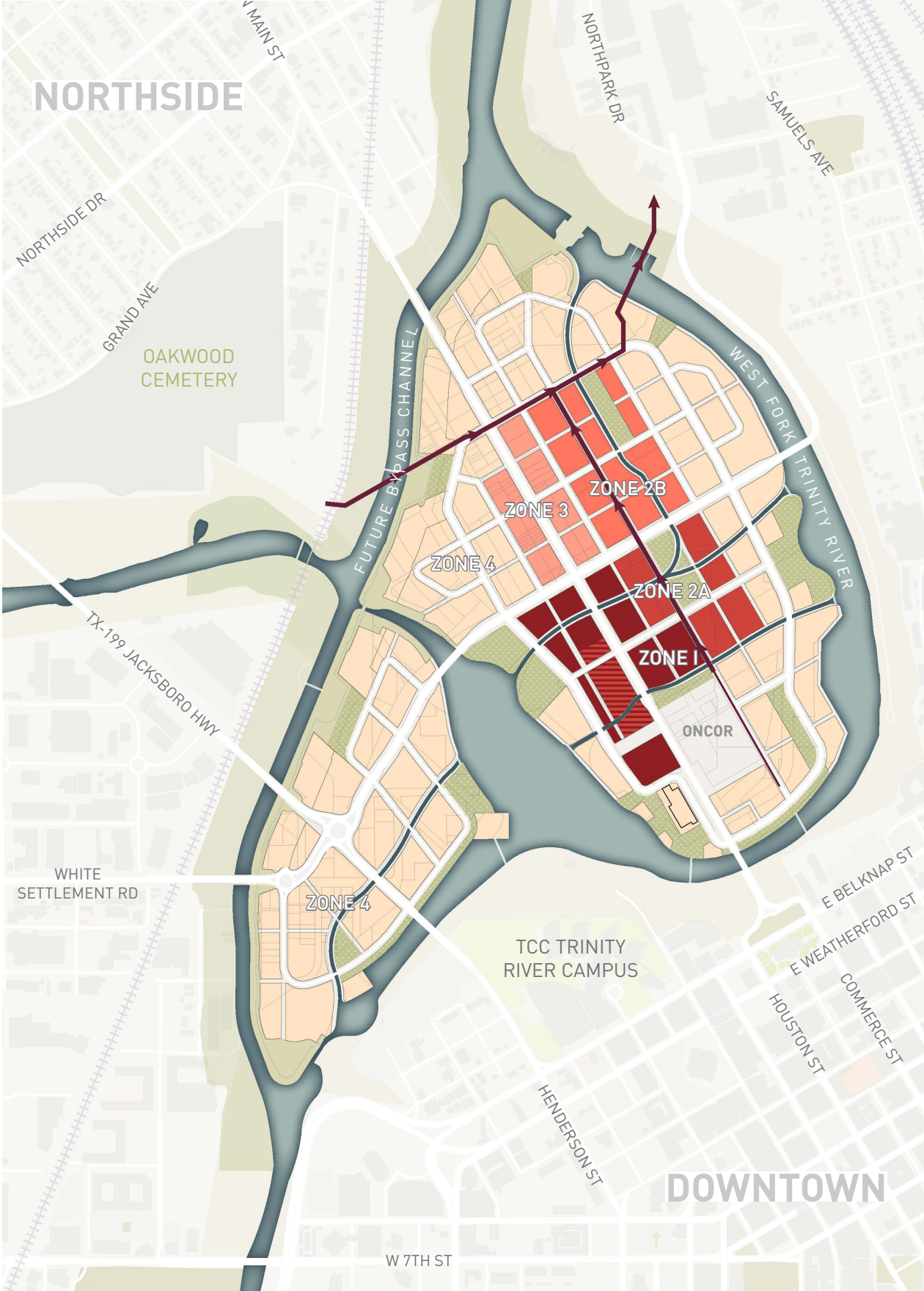
Zone 4 consists of all the development parcels within Panther Island that will not become available for development until the levees are dismantled. Once the levee system is removed then the development of these parcels could happen when desired by land owners, market conditions, ability to connect to the river, and available canal network for stormwater requirements.

IMPACT:

Zone 4 represents a significant future phase in the expansion and transformation of Panther Island. Zone 4 will likely be built out in several phases, the sequencing of which will emerge as the project evolves. This zone of development will introduce the major waterfront open spaces, the redevelopment of the power plant site, and the establishment of Fort Worth’s deep connection to the waterfront.

PROPOSED CONDITIONS

UPDATED STRATEGIC VISION



FUNDING & FINANCING

PANTHER ISLAND PROJECT COSTS

The redevelopment of Panther Island requires major upfront and ongoing investments, summarized under the following capital project needs that will necessitate continued public investment and partnership with the private and philanthropic sectors:

- 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 in collaboration TXDOT and NCTCOG, road elevation for canals, pedestrian easement, sidewalks, streetscape improvement, and bridge construction.
- 5) **Parks & Public Space:** Parks 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.

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, 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 for access to 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.*

PROJECT GOVERNANCE & COORDINATING STRUCTURE

GOVERNANCE MODELS AND RESPONSIBILITIES

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 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, like the City of Fort Worth, TRWD, TCCD, and Tarrant County. The board responsibilities could include: planning, infrastructure development management, land disposition and developer solicitation economic development, branding & marketing, and community engagement .

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). 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 parks, 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. 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, but could defer branding, programming, and fundraising. 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. 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.
- **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 publicland previously designated and used as a park or recreation area. Exceptions are allowed forprograms or uses that are consistent with the original purpose for acquiring the property.

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
Public Land Disposition and Development Key Considerations – 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
Public Infrastructure – Flood Control Key considerations – construction management, stormwater planning, risk management, phasing	Canals	TRWD	City	TRWD	New Organization (<i>Parks & Public Spaces</i>)
	Water Quality	TRWD	City	TRWD	-
Public Infrastructure – Green Space 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>Parks & 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>Parks & Public Spaces</i>)	TRWD
	Clean & Safe	-	-	New Organization (<i>Parks & Public Spaces</i>)	-
Public Infrastructure – Mobility & Connectivity 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	-
Public Infrastructure – Utilities & Other Key considerations – capacity & phasing, coordination with development	Wastewater	City	-	City	-
	Water	City	-	City	-
	Electricity	City, Oncor	-	City, Oncor	-

IMPLEMENTATION AND A PATH FORWARD

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 in 2024 and 2025. 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

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 planning and property disposition extending into Zone 2.
- **Developer Solicitation** – Advance the planning and market engagement necessary 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.

ARCHITECTURE, PUBLIC REALM DESIGN, & PLANNING

The teams responsible for design, policy, and programming efforts for the long-term should be responsible for the work involved in Zone 1 that will pilot many of the policies and guidelines, which will entail:

- **Zone 1 Planning and Urban Design** – Preparation of a detailed master plan that establishes development program, parking strategy, necessary infrastructure investment (including canals), design vision, activation strategies, and likely timing for Zone 1.
- **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.
- **Architectural Design Guidelines** – Update and refine design guidelines for future buildings on Panther Island, including what elements of design should be governed by form-based code requirements and the role a new governance entity should play to develop and enforce other design standards.
- **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.

INFRASTRUCTURE DESIGN & DELIVERY

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.
- **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.

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.

PANTHER ISLAND

VISION & STRATEGY SUMMARY
March 5, 2024



LAKE | FLATO

