

# Fort Worth Texas

December 6–11, 2015



# Fort Worth Texas

Strategies to Catalyze Transformation  
at Downtown's Front Door

December 6–11, 2015

# About the Urban Land Institute

**THE MISSION OF THE URBAN LAND INSTITUTE** is to provide leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. ULI is committed to

- Bringing together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs;
- Fostering collaboration within and beyond ULI's membership through mentoring, dialogue, and problem solving;
- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
- Advancing land use policies and design practices that respect the uniqueness of both the built and natural environments;
- Sharing knowledge through education, applied research, publishing, and electronic media; and

- Sustaining a diverse global network of local practice and advisory efforts that address current and future challenges.

Established in 1936, the Institute today has more than 37,000 members worldwide, representing the entire spectrum of the land use and development disciplines. Professionals represented include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians.

ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of the world's most respected and widely quoted sources of objective information on urban planning, growth, and development.

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# About ULI Advisory Services

**THE GOAL OF THE ULI ADVISORY SERVICES** program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 600 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfield redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI's interdisciplinary panel teams provide a holistic look at development problems. A respected ULI member who has previous panel experience chairs each panel.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. Long nights of discussion precede the panel's conclusions. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academics, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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# Acknowledgments

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leading up to and throughout the panel week, especially the staff at each of the four sponsor entities and the boards of FWHS, DFWI, and FWISD.

The panel would also like to thank the more than 75 stakeholders from the community, including residents, local businesses, service organizations, government officials, and others, who agreed to be interviewed and gave meaningful insight, time, and energy to the panel process.

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# Background and the Panel's Assignment

**NICKNAMED “COWTOWN” FOR ITS RICH** agricultural history, Fort Worth is the 16th-largest city in the United States and the fifth most populous city in Texas. With expansive cultural offerings ranging from the National Cowgirl Museum and Hall of Fame and the Fort Worth Stock Show and Rodeo to world-renowned art museums, an exciting restaurant and nightlife scene, highly ranked education and health care institutions, desirable natural features including the Trinity River, and a walkable downtown that features a public space gem—Sundance Square—at its center, Downtown Fort Worth Inc.’s slogan “You Get It When You Get Here” makes sense.

Today’s prosperous Fort Worth has been decades in the making. Throughout the 1970s and 1980s, the local economy was heavily based on successful aerospace and defense industries. However, the local economy suffered after seeing a reduction in defense contracts caused by government cutbacks. The city recognized a need to diversify its economy and subsequently focused resources on small business development. The city’s economy now

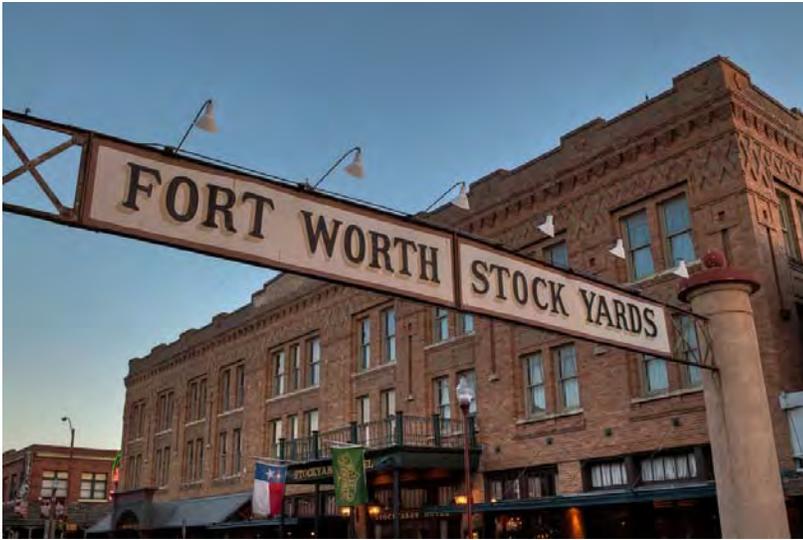


Regional map.

represents a diverse range of sectors, such as services, trade, manufacturing, transportation, communication, and construction. Fort Worth’s highly diversified economy helped the city fare better in the most recent economic



Downtown Fort Worth.



Fort Worth Stockyards.

downturn than did many other cities, but the city still suffered slowed economic growth and job loss.

As the country's economy has improved in recent years, Fort Worth's economy has seen promising indicators of economic health and population growth. In 2014, the city was first in the nation for population growth between 2000 and 2013, with a more than 42 percent increase during that period. *Forbes* magazine ranked Fort Worth

number six on the list of "Fastest Growing Cities since the Recession" in 2013 and number three of "Best Big Cities for Job Seekers" in that same year. Notably, Dallas/Fort Worth was ranked as the number-one market in the nation for overall real estate prospects in *Emerging Trends in Real Estate: United States and Canada 2016*, an annual report copublished by PwC US and the Urban Land Institute.

As the city continues to grow and many neighborhoods across the metropolitan region transform, disinvestment in other neighborhoods persists. One of these neighborhoods is Butler Place, which is adjacent to the city's downtown. The next section of this report explores the history, built form, and unique considerations of Butler Place extensively. In short, Butler Place, which opened in the early 1940s, is the city's oldest existing public housing complex, located to the east of downtown Fort Worth. The neighborhood fell victim to misguided postwar planning, surrounded by the massive infrastructure of Interstates 30 and 35W and U.S. 287, effectively isolating the neighborhood from the rest of the city.

## The Panel's Assignment

Fort Worth Housing Solutions (FWHS), Downtown Fort Worth Inc. (DFWI), the city of Fort Worth, and the Fort Worth Independent School District (FWISD) asked the Urban Land Institute to evaluate the site and make recommendations regarding the development potential of the land on which Butler Place, the city's oldest and historically African American housing project, is situated.

FWHS's 2015–2019 Strategic Action Plan calls for the Butler Place apartments to be evaluated for redevelopment under the right circumstances because of the high maintenance costs of the dated housing, the concentration of poverty, and the isolation of its residents from the larger community because of the effects from roadway infrastructure and rail lines. In December 2015, FWHS received approval from the U.S. Department of Housing and Urban Development (HUD), to transfer the remainder of its public housing portfolio, including Butler Place, into the Rental Assistance Demonstration (RAD) program. HUD's approval



According to the *Emerging Trends in Real Estate® 2016* report compiled annually by ULI and PwC, Dallas/Fort Worth is the number-one market in the nation for overall real estate prospects, up from fifth in 2015.



FWHS

*Butler Place is a public housing project that opened east of downtown Fort Worth in 1940. Because of the concentration of poverty at Butler Place, the high maintenance costs, and the severe access issues, the sponsors asked ULI Advisory Services to evaluate the site's development potential.*

expands future redevelopment options for the property, as well as other public housing projects throughout Fort Worth and the entire United States. HUD's RAD program is explained in the chapter that follows.

The panel's approach was to look at the culture, history, land economics (including regional and national trends); assess the community's planning and design; and formulate strategies, including some development opportunities for the land. These ideas are combined with implementation strategies that may help the sponsor team establish a redevelopment plan that balances the desires of the residents and other stakeholders to relocate residents into higher quality housing. These recommendations include consideration of the existing and future market conditions of the area and the inherent interest of FWHS in strategic redevelopment consistent with the authority's mission and coordination with the opportunity offered by the visual and performing arts (VPA) and science, technology, engineering, and mathematics (STEM) school approved for the Butler Place site.

The sponsor team directed the ULI Advisory Services panel to focus on the following key questions:

- What kinds and amounts of potential land uses—including affordable housing, market-rate housing, office space, and retail—would the market be likely to support at the Butler Place site?
- What optimal mix of land uses (e.g., number of dwelling units by type, square footage of office space, etc.) does the panel recommend to create a unique, desirable place in which to live and/or work at this site?
- How might the existence and possible expansion of on-site public school facilities support potential land uses?
- Should FWHS merely sell the Butler Place property to the highest bidder regardless of the buyer's intent for that property? Should FWHS sell the property contingent upon specific development restrictions?
- Should FWHS sell only part of the Butler Place property and redevelop the remainder as affordable housing? Should FWHS require the buyer to partner with it in some capacity to develop affordable housing on the site?
- The FWISD has expressed interest in reacquiring FWHS's office building at 1201 East 13th Street. What are the potential merits and drawbacks of this idea?
- What strategy should FWHS use to relocate Butler Place residents throughout the city so as to improve the residents' living conditions while upgrading the neighborhoods into which the residents would be moving? How should FWHS most effectively phase this relocation?
- How should the redevelopment of Butler Place take best advantage of the site's topography?

- How might this redevelopment project improve the site's accessibility?
- What historic resources, if any, should FWHS seek to preserve at Butler Place? How should it mitigate any loss of historic resources?
- How might the project serve as a catalyst for improving conditions in the adjacent Near Eastside neighborhood?
- What funding sources and incentives would be most suitable for the redevelopment of Butler Place?
- What infrastructure improvements would be most critical?
- What zoning classifications would be most appropriate?
- What process should the selected developer use to formulate a detailed redevelopment plan?
- Preserve several of the historically designated housing structures, finding adaptive uses such as a combination cultural museum, library, and art center.
- Provide for improved connections among downtown, Butler Place, and the Trinity River park complex.
- Construct a mixed-income housing development at the Butler Place Site with densities, design, and amenities that are consistent with its location near downtown. The panel is suggesting a mixed-income community of 2,000 dwelling units with a minimum of 10 percent at 30 percent of area median income (AMI) or under and 10 percent at 80 percent AMI or under. The panel refers to this neighborhood as Terrell Hill throughout the report.
- Encourage the creation of a new neighborhood that would effectively extend the downtown to knit the Butler Place site back into the DNA of downtown. The panel refers to this neighborhood as Station Square throughout the report. Station Square should be developed using air rights over road and rail rights-of-way.
- Leverage the opportunities that will be created by the new VPA/STEM Academy that has been approved for I.M. Terrell Elementary School by the FWISD.
- Provide opportunities for current Butler Place residents to remain at the site in new housing, upon phase I completion.
- Create an organizational structure and appropriate leadership groups to see the vision to completion.
- Support additional improvements and enhancements in nearby neighborhoods such as East Lancaster.

## The Panel's Primary Recommendations

Based on the panel's analysis of the site's advantages and constraints, the strength of the local market, design opportunities and challenges, and overall feasibility analysis, the panel proposes a phased approach that challenges the sponsor team to "think big" in its redevelopment plan—with some short-term action items and others that are longer term. The panel believes the Butler Place site can best be developed when the adjacent influence zones are considered, as well as circulation, access, and connections to the site. In short, the physical constraints of the site significantly affect development potential and therefore must be addressed in a bold, creative way. Most important, though, is to provide the families currently residing in Butler Place with better-quality housing—whether located on the site or elsewhere.

With these thoughts in mind, the panel's primary recommendations include the following:

The remainder of this report elaborates on these recommendations.

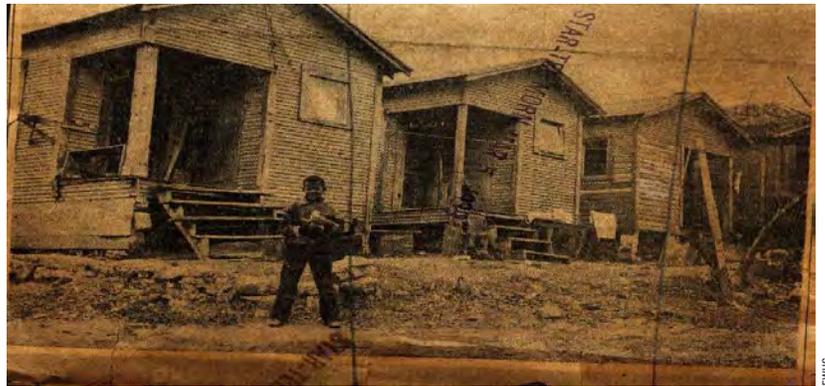
# Study Area and Surrounding Context

**THE STUDY SITE, REFERRED TO** as Butler Place, comprises 42 acres located just east of downtown Fort Worth and is framed by three major highways—U.S. Route 287, Interstate 35W, and Interstate 30. The site includes 412 dwelling units and supporting educational and social services facilities that were built to house and serve low-income residents.

## History

The panel evaluated and considered the historic and cultural significance of Butler Place, based on the input of residents, sponsors, and individuals from the community, as well as historic records.

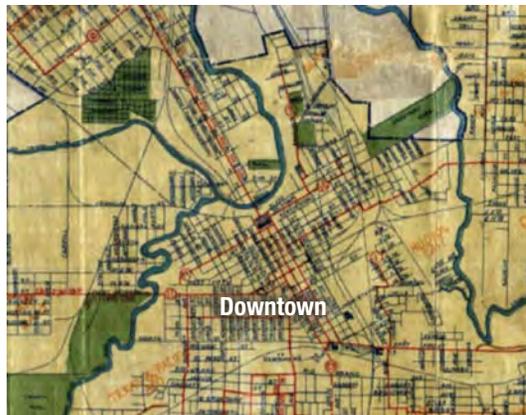
The history of what is now known as Butler Place coincides with the creation of Fort Worth Housing Authority (now FWHS) in January 1938. The agency was charged with compiling data necessary to prove the need for low-income housing in Fort Worth and submitting an application demonstrating that need to the U.S. Housing Authority. The application detailed that 4,000 African American families and 1,800 white families earning less than \$1,000 per year were living in unsanitary, unsafe dwellings within the city limits. At the time, many of the African American families who demonstrated the need for housing assistance were residing in Chambers Hill, which was chosen to be the site of the new Butler Place housing project to accommodate the existing population. The site was selected based on many factors, but primarily because of the location of I.M. Terrell High School, which was the African American high school during segregation. Butler Place was developed concurrent with Ripley Arnold, a housing project for white residents, located in downtown Fort Worth. An article appearing in the *Fort Worth Star-Telegram* after



*Historic photo of Chambers Hill.*

Butler Place's first open house in 1940 reported that "inspection of typical dwelling units Friday revealed that they were planned with an eye to attractiveness, convenience, ventilation, sanitation and economy." Rents at Butler Place ranged from \$15.50 to \$16.75 per month at its opening.

During the 1950s, the project was partially demolished to accommodate the construction of a north-south freeway. As a result, additional buildings were added north and east of the original development. Today, Butler Place has been providing low-income housing options to families for 67 years.



*A historic map of Fort Worth showing the original street-grid design.*

## Historic Designation

Butler Place's historical significance was reinforced by the inclusion of the site's original buildings on the National Register of Historic Places in August 2011. The historic designation of Butler Place, which was prompted by the 2001 disposition of Ripley Arnold, was solidified through a memorandum of agreement among HUD, the Texas State Historic Preservation Officer, and FWHS.

The Butler Place and Ripley Arnold public housing projects were two of 52 Public Works Administration low-income housing projects built in the United States. The projects were deemed historically significant because of their architectural design and site organization, based on federal planning standards imposed during the period in which the projects were designed and constructed. In the memorandum, the disposition of Ripley Arnold was permitted on the basis of bestowing historic designation status to the remaining project of this type: Butler Place. The following excerpt from Butler Place's National Register of Historic Places registration form, dated June 3, 2011, summarizes the site's significant planning elements:

*Plans for Butler Place were drawn shortly after the completion of Cedar Springs Place in Dallas, the first public housing project in the state, built in 1936–37. Like Cedar Springs Place, the design of Butler Place was guided by economy and utility, and the resulting buildings were a stripped or minimal Colonial Revival style . . . symmetrical elevations, accentuated front entries, double hung windows, and side-gabled roofs with minimal overhangs—as this style was quite popular for middle-class domestic architecture during this period. The complex retains a high degree of integrity. Although modifications have occurred to individual buildings, these changes have affected neither the buildings' ability to convey their historical significance as a federal housing project nor their architectural significance.*

Disposition of the Ripley Arnold project allowed FWHS to build new, mixed-income housing developments at other

sites throughout Fort Worth, using the proceeds from the land's sale to give public housing consumers high-quality housing.

The historical designation of Butler Place is significant when considering a future vision for the sight. As a "responsible entity" (RE), if FWHS were to decide to reuse, demolish, or take any actions that have the potential to adversely affect any of the historic structures, it would first need to undergo the federally required Section 106 (of the National Historic Preservation Act of 1966) review process. According to HUD, "Section 106 requires that federal agency officials (that is, REs for HUD-assisted programs and projects) take into account the effects of their undertakings (that is, projects that they fund, carry out, or approve) on historic properties and give the federal Advisory Council on Historic Preservation (ACHP) an opportunity to comment on those effects."

## Site Assessment

Butler Place boasts many physical assets—both natural and built. The site is set upon highlands along the river; its high points allow excellent views of downtown Fort Worth and the Trinity River flats. These views represent one of the site's strongest assets. This topographical feature also brings some steeper slopes and features such as rock bluffs that are unique to the area. In addition, the site's location between downtown and the Trinity River and its regional trail system give the site a strategic advantage, provided that existing barriers resulting from the transportation infrastructure can be addressed.

The restored I.M. Terrell Elementary School, dating to 1909, is a cultural, historical, and architectural asset that will become even stronger with the change from being a local elementary school to a citywide VPA/STEM academy. The renovated historic Carver-Hamilton Elementary School, now the home of FWHS's offices, is another architectural asset.

Other on-site institutions include the YMCA Amaka Child Development Center and the Boys and Girls Club Butler branch, which provide services for current residents and are assets in their current condition and may remain assets for future development scenarios. Other assets are

the committed investments of the two improved vehicular and pedestrian bridges, the committed investment in the nearby services at the intermodal transportation center, and the commitments to services for the homeless on Lancaster Avenue.

## Butler Place and HUD's Rental Assistance Demonstration Program

The Butler Place public housing project provides 412 units of housing that serve a very-low-income (VLI) population that typically cannot be served in other affordable housing properties. As of 2015, the average income of residents at Butler Place was about \$10,000 per year, and the average rent paid by the tenants was \$200 per month. The minimum rent allowed in the program is \$50 per month.

Housing options for VLI households are extremely limited. Generally, the only housing subsidies available to serve households at this income level (often known as "deep subsidy" programs) are the traditional public housing stock, project-based Section 8 developments, and tenant-based Section 8 (Housing Choice Vouchers). However, the total amount of public housing and project-based rental assistance is declining over time because of disinvestment and expiring subsidies. The primary current housing subsidy program in the United States—the Low-Income Housing Tax Credit—serves households earning no greater than 60 percent of area median income. In Fort Worth that income in 2015 was \$41,820 for a family of four.

As a traditional public housing development, Butler Place has suffered from disinvestment typical of much of this older housing stock across the country. The public housing program was created by the United States Housing Act of 1937, and the majority of public housing properties were built before 1950. Over time, the maintenance and upkeep of traditional public housing has been compromised as a result of the inability of federal budget dollars to keep up with the increasing capital needs of the aging housing stock. A 2010 study determined that the unmet capital needs across the entire U.S. public housing stock were in excess of \$26 billion. Although HUD's budget does provide funding for capital improvements each year, this funding has historically not kept up with the needs for recapitalization, modernization, or potential replacement that have built up over time.

Today, public housing properties are eligible for a relatively new and voluntary HUD pilot program called the Rental

Assistance Demonstration (RAD). RAD is designed to replace or extend the life of older public housing properties by transferring the subsidy from the traditional public housing funding model to a newer funding model that increases the private financing options available for the property. The RAD program transfers full ownership and control of a public housing property to the local housing authority (which can then sell to another owner if desired). The new owner then has a much greater number of options available to finance either renovation or replacement of the properties. These options include using traditional bank financing, low-income housing tax credits, historic tax credits, and tax-exempt bond financing, among others.

In late 2015, FWHS received HUD approval to transfer all 1,002 of its remaining traditional public housing units, including the 412 units at Butler Place, into the RAD program. This conversion has essentially set the stage for the end of the era of public housing in the city and the beginning of a new, more flexible approach to providing housing for the VLI population. RAD will allow FWHS to redistribute the subsidized units into existing, newly acquired, or newly developed properties. The RAD units will make up a limited portion (typically capped at 20 percent) of all the units in a particular property, which allows integration of the lowest-income residents into the broader community rather than concentrating them into isolated and deteriorating properties.

The number of public housing conversions through RAD is currently capped at 185,000 nationwide, and units are approved for conversion through a competitive application process. As of December 2015, the cap has been met. Remaining and new applications will be placed on a waiting list until the cap is increased or removed entirely.





FUCKRI/DEASHLEY

Fort Worth has attractive physical features, including the Trinity River.



The Butler Place site's topography allows for views of downtown Fort Worth and the Trinity River.

*I.M. Terrell School opened in 1882 as the city's first African American school during segregation, closed in 1973, and reopened in the 1990s as an elementary school. The FWISD recently proposed transforming the school into a VPA/STEM magnet school for the entire district. The school is expected to open in August 2017.*

The vast majority of the stakeholders interviewed by the panel commented on the obvious impediment of limited access and connectivity of the site to the rest of the city. Some stakeholders saw the site's physical isolation as a possible asset, but most recognized that big improvements would still be needed for vehicular access as well as active transportation such as biking and walking. In their current form, the bridge improvements to accommodate pedestrians across I-35 and the Martin Luther King Junior Freeway

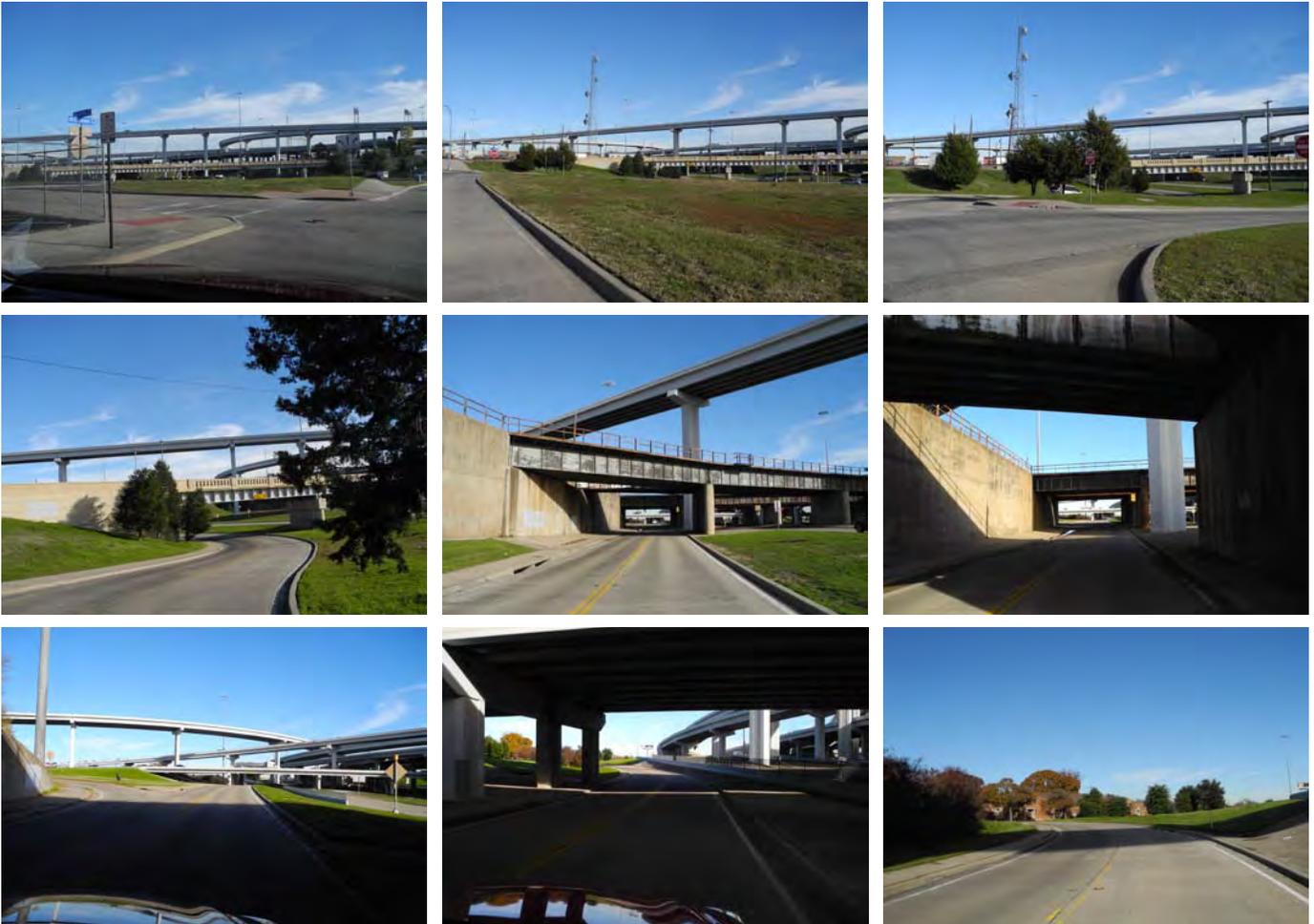
(MLK)/Texas Spur 280 are not sufficient to provide the desirable access to downtown, or even the Trinity River flats, under the accepted criteria of a walkable downtown community.

The panel found it ironic that the access problem stems from the barriers created by freeways and railroad tracks designed to provide and improve mobility. In addition to being barriers, these infrastructure manifestations drastically reduce the quality of life on the Butler Place site because of the significant noise emissions emanating from the freeways, especially from the elevated ramps and overpasses. The current low-rise developments create an expectation of a pleasant natural setting, which is burdened by the noise without any options for mitigation. Simply put, the current scale of the buildings in Butler Place is not appropriate; the building heights are overwhelmed by the highway infrastructure. New development should be built to scale.

The Butler Place site's sense of isolation is compounded by the fact that surrounding areas have seen little investment and development, which enlarges the actual and perceived distance that residents of the community have to overcome before they reach destinations, whether by walking, bicycling, public transit, or driving. To the northeast of the site,



## Site Assessment Constraints: Driving Experience



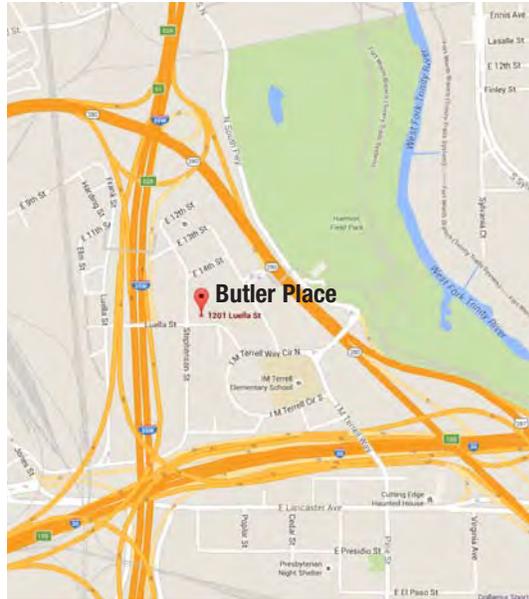
*This series of photos depicts the driving experience as one traverses from downtown to the Butler Place site by car. This route is unattractive and intimidating for drivers.*

## Site Assessment Constraints: Walking Experience



*This series of photos depicts the walking experience between the site and downtown. The route is difficult, unappealing, and unsafe for pedestrians and those using other forms of active transportation.*

*The location of Butler Place can easily be recognized by the triangle of highway infrastructure that frames it.*



access to the river is circuitous and no trail connections are available after crossing MLK. To the south of the site, the access via I.M. Terrell Street leads into the Lancaster Avenue corridor, which in its eastern portion has not seen the same attention to redesign and redevelopment as its western portion. To the west toward downtown,

the pedestrian bridge will be removed with the current Texas Department of Transportation (TxDOT) plan for the widening of I-35W, and the road bridge does not lead to downtown, except through lengthy detours. The highway, the railroad tracks, and the land between the tracks are effectively a no-man's land for somebody trying to traverse it. Even west of the new intermodal station, surface lots currently prevail, although development is in various stages of planning for most of those lots. The walking access from Stephenson Street is dangerous, inconvenient, and unpleasant.

The Butler Place site has no retail or other services, aside from the services offered by the YMCA, the Boys and Girls Club, FWHS, and I.M. Terrell Elementary School. Public transit does serve the site, but headways are not frequent enough to provide real continuous service.

GOOGLE MAPS

# Market Trends, Opportunities, and Risks

**UNDERSTANDING THE SOCIOECONOMIC** trends that are affecting the study area and surrounding region can help planners identify the potential and pressure for future land uses. ULI believes that successful urban planning and land use policy can best be described as public action that generates a desirable, widespread, and sustained private market reaction.

Butler Place is the largest remaining extant parcel proximate to downtown Fort Worth, the major employment center for one of the fastest-growing cities in the United States. Stakeholders of this endeavor are eager to shape a catalytic project that leverages the growth of downtown and the urban core and reflects the “can do” attitude of Fort Worth residents. In the current market, lack of access and surrounding density limit the viability of program uses. This analysis examines today’s market potential for the site. The vision proposed by this panel understands the current market and seeks to create value to maximize benefits of the site for project partners and the people of Fort Worth.

## Demographic Overview

As mentioned earlier in this report, Fort Worth has experienced tremendous population growth since 2010. The overall population growth of 47 percent since 2000 reflects the phenomenal attraction of new residents to the city. As shown in the accompanying figure, most of the growth in Fort Worth between 2000 and 2010 occurred outside the city core in the more suburban areas to the north and south of the downtown, medical, and cultural districts. In the past five years, downtown has grown exponentially at an annual rate of almost 3 percent per year compared with the citywide growth of 1.7 percent per year that follows the “back to the city” movement being experienced throughout the United States. Because an



increasing number of Fort Worth’s residents are choosing to live near downtown amenities, the residential demand for new, high-quality product will grow.

*Downtown Fort Worth has experienced tremendous economic and population growth, a trend that is predicted to continue.*

### Age Distribution

Fort Worth’s population is highly concentrated in the age range of midcareer professionals, with over 30 percent of the population between 35 and 54 years old. Like most of the United States, Fort Worth is facing a growing

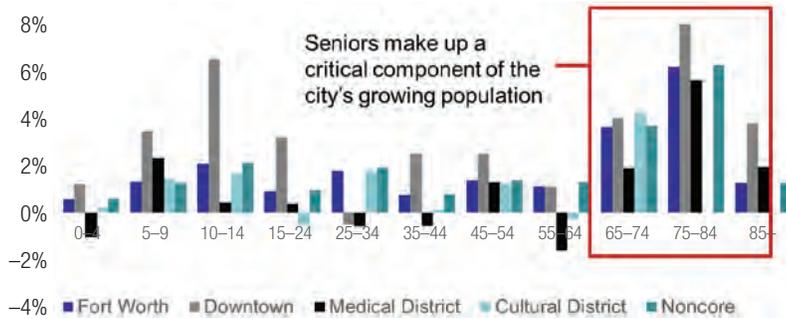
### Population Trends, 2000–2015

Area	2015 population	Annualized growth, 2000–2010	Annualized growth 2010–2015
Fort Worth	805,796	3.1%	1.7%
Downtown	9,212	<b>-0.2%</b>	<b>2.6%</b>
Medical District	27,586	-0.4%	0.7%
Cultural District	18,684	0.1%	1.1%
Noncore Fort Worth	750,314	3.4%	1.7%

Source: Esri Community Profile, 2015.

*Downtown Fort Worth is growing at a faster rate than the city as a whole.*

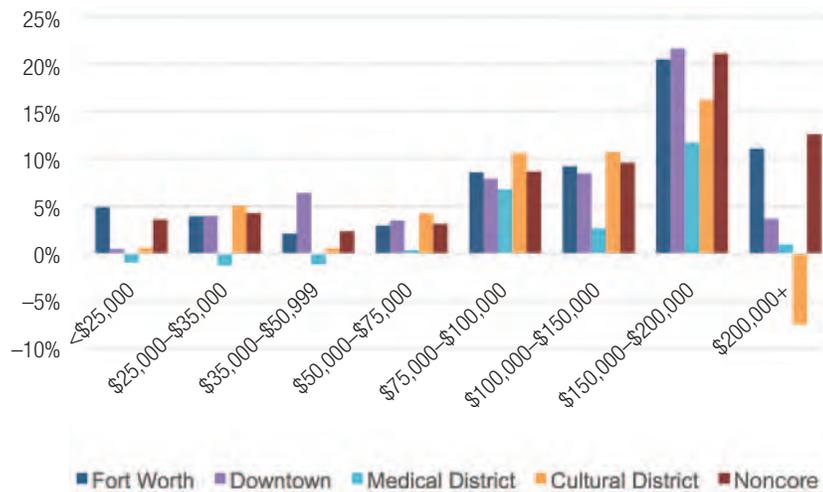
## Change in Age Distribution in Fort Worth and Its Neighborhoods, 2010–2015



Source: Esri Demographic Comparison, 2010 and 2015.

senior population as the baby boomer generation ages (see figure). Between 2010 and 2015, the number of people over the age of 65 grew by 22 percent compared with 9 percent growth for the entire population. The aging population creates demand for additional health and social services, and it generates opportunities for development of new, denser housing products in the urban core that appeal to senior citizens rather than families with children. The growth is particularly prominent in the downtown area as more seniors are choosing to live in the city's urban

## Change in Income Distribution in Fort Worth and Its Neighborhoods, 2000–2015



Source: Esri Demographic Comparison, 2000 and 2015.

Note: 2000 data are not available for the Butler Place area.

core. Growth of the millennial population between the ages of 15 and 24 years is also on the rise in downtown at a higher rate than in the rest of the city. As with seniors, millennials generate demand for smaller, walkable urban housing products close to the activity and amenities of the city center, though they are likely to require lower prices to afford rental options.

### Income Distribution

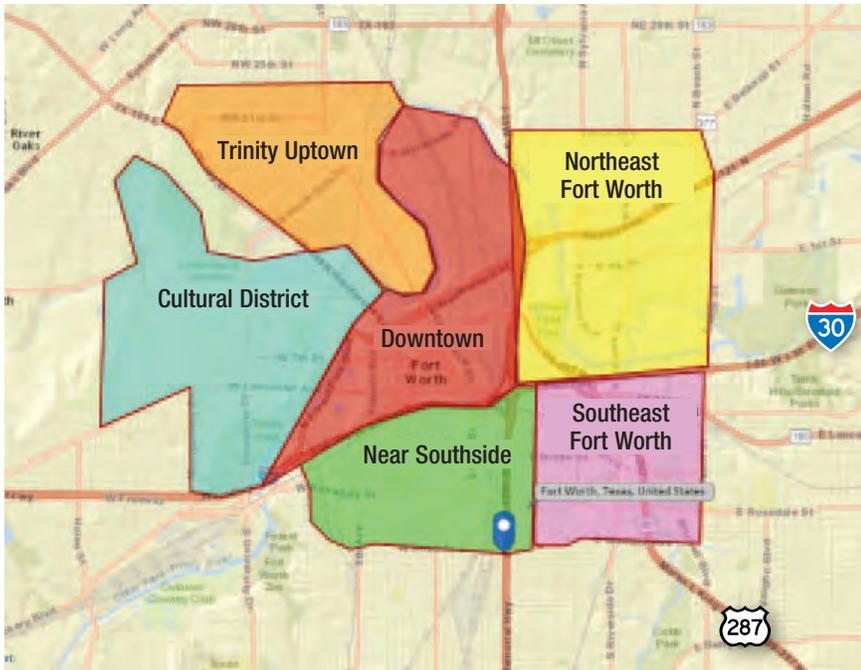
The median household income in Fort Worth is \$50,230, compared with \$53,600 in Texas. In the past 15 years, growth in Fort Worth has been polarized between low-income and high-income families in all geographies (see figure). Fort Worth has added 35,000 households earning less than \$25,000 a year and almost 36,000 households earning between \$150,000 and \$200,000 a year, with each income bracket accounting for 20 percent of the overall population growth in the city. Most of the new development in downtown, including the nearly 1,200 rental units in development or under construction, caters to the latter income band. The city must consider the impact of additional lower-income households in development and planning decisions.

## Market Scan

The panel has undertaken a brief real estate market scan, informed by quantitative data on real estate transactions and activity as well as qualitative reconnaissance informed by conversations with local government stakeholders, real estate brokers, and real estate developers. Analysis of existing development focuses on the neighborhoods surrounding the site and the urban core illustrated in the map. This approach provides a perspective on the Fort Worth market and feasibility of development at the Butler Place site. The panel uses this information and demographic statistics to estimate the development potential in the current market.

### Residential

Multifamily development is on the rise following the recession. Single-family homes continue to make up 96 percent



Market study area.

of all residential permits, but building permit issuance for multifamily structures increased by 16 percent since 2010 and continues to rise. Despite proximity to downtown, not all multifamily apartments in the study area are created equal. The accompanying figure shows that rents are highest and vacancies are lowest in downtown Fort Worth, followed by the Cultural District.

Recent projects demonstrate that land values are highly correlated with achievable rents, which are near \$1.90 per square foot for new luxury product and \$1.35 to \$1.45 per square foot for wood-frame product outside the downtown and Cultural District areas. Area developers suggest that the market for land is dominated by residential speculation, with land sales on the fringes of downtown trading for almost 90 percent more than what they were two years ago. The premium for downtown and Cultural District land still vastly outpaces the other districts in the current market, but planned residential development suggests that this value may be spilling over to neighborhoods that were not previously affected by downtown development. As vacant parcels along Lancaster Avenue and Pecan Street are

### Multifamily Rents and Vacancy by Neighborhood

Neighborhood	Average rent per square foot	Average vacancy
Downtown	\$1.62	4.2%
Cultural District	\$1.39	6.1%
Near Southside	\$1.21	8.8%
Southeast Fort Worth	\$0.66	9.7%
Northeast Fort Worth	\$0.92	4.8%
Trinity Uptown	\$0.96	6.3%

Source: CoStar.

### Yearly Absorption by Unit Type

Geography	Market	Low income	Very low income
Primary catchment area	50–85	465–925	255–505
Secondary catchment area	45–65	555–1105	205–410
Total	95–150		

Source: U.S. Census Bureau, American Community Survey 2009–2014 estimates.

developed in the next five years, this value spillover may change the market trajectory at Butler Place by increasing expectations for achievable market rents.

The residential demand analysis estimates how many units of new development at Butler Place the market could absorb over an intermediate time frame with no significant change in market demand trends. The residential catchment area includes a primary catchment area with a drive time of 20 minutes from the center of the site and a secondary catchment area with a drive time of 40 minutes from the site.

The region has a small market of qualified households assumed to be seeking new product in walkable, transit-oriented neighborhoods. Given prevailing prices, households would need to make at least \$60,000 to qualify for an apartment in a new development. Households making up to \$150,000 may choose to live comfortably in a unit at this rent level rather than search for more expensive housing options. Low-income households include those making between \$25,000 and \$50,000, while the very-low-income households earn between \$15,000 and \$25,000. The analysis draws from existing residents who move within the county in any given year, and it capitalizes on the outstanding growth of downtown to draw new residents to the site.

The market-rate demand for new rental product at Butler Place currently ranges between 95 and 150 units per year.

## Retail Rents and Vacancy by Neighborhood

Neighborhood	Average per square foot rent	Average vacancy
Downtown	\$22.69	2.1%
Cultural District	\$20.33	3.4%
Near Southside	\$20.76	1.5%
Southeast Fort Worth	\$13.96	1.2%
Northeast Fort Worth	\$11.58	1.2%
Trinity Uptown	\$13.67	0.1%

Source: CoStar.

Demand for low-income units is immense in the area, so the market-rate units are the limiting factor in new residential development.

### Retail

Currently, retail demand in Fort Worth is generally filled by existing supply. Clothing and furniture stores have an annual demand gap of \$267 million and \$70 million, respectively. Other sectors, including restaurants and grocery, have an excess of businesses that exceed the city's demand. These estimates do not reflect access issues, so residents without vehicular access may not be able to reach retail establishments. Thus, walkable retail options may be in higher demand at a neighborhood level. Despite the current market's lack of a gap in retail demand, the Fort Worth retail market has some of the lowest vacancies in the state.

## Annual Retail Demand within Ten-Minute Drive of Butler Place

Category	Spending potential	Supply	Gap in market	Supportable square footage
Grocery	\$365,310,000	\$861,203,000	-\$495,893,000	0
Restaurants	\$161,333,000	\$682,643,000	-\$521,310,000	0
Apparel	\$86,217,000	\$293,156,000	-\$206,939,000	0
General merchandise	\$242,385,000	\$237,395,000	\$4,990,000	3,000
Health/personal care	\$51,553,000	\$162,677,000	-\$111,124,000	0

Sources: ESRI; International Council of Shopping Centers; ULI; HR&A analysis.



FLICKR/LARS PLOUGMANN

*Sundance Square is a shopping, dining, and entertainment district in downtown Fort Worth that spans 35 blocks and includes a programmed plaza that has proven to be a favorite gathering place for the community.*

Prime neighborhoods of downtown, the Cultural District, and Near Southside are able to achieve rents in the \$20 per square foot range, whereas the less central neighborhoods of Southeast Fort Worth, Northeast Fort Worth, and Trinity Uptown all have retail rents below \$15 per square foot (see figure). As with downtown Fort Worth’s residential product, developers indicate that ongoing land transactions reflect pricing that indicates expectation of greater returns because of increasing rents.

Retail within ten minutes of drive time to the site, defined as the retail catchment area, suffers from the lack of connectivity and surrounding density to generate demand for destination uses. The retail analysis examines spending

potential and existing supply within a ten-minute drive of the site. All major categories of retail, with the exception of general merchandise, indicate that supply outweighs current demand from existing residents (see figure). In the current state, assuming a 15 percent capture rate of demand and sales of \$250 per square foot, the site could support a limited amount of up to 15,000 square feet of general merchandise retail in the next five years.

Many of the current Butler Place residents reported inability to access high-quality goods such as groceries without a vehicle. Walkable retail near the site is in short supply. Adding density in or around the site could generate additional demand, which would create gaps in the market that could incentivize commercial developers to add additional retail to the area.

### Office

The market scan for office focuses on a broader area defined by CoStar for office submarkets, which includes other significant employment nodes of Near Southside (Medical District), NAS-JRB/Lockheed Martin, and the CentrePort Business Park. Downtown Fort Worth has delivered almost 50,000 square feet of office in the area surrounding Sundance Square since 2010. This new Class A office is nearly double that of every other area, with the exception of the West Southwest submarket, delivered during the same period. The submarkets have relatively high vacancies of 15 percent and more for Class A product

## Office Rents and Vacancy by Neighborhood

Neighborhood	Class A		Class B	
	Average per square foot rent	Average vacancy	Average per square foot rent	Average vacancy
Downtown central business district	\$27.24	16%	\$18.40	6%
East Northeast	\$18.98	38%	\$13.81	4%
Northwest	n.a.	n.a.	\$16.68	3%
Southeast	n.a.	n.a.	\$14.31	5%
West Southwest	\$25.46	15%	\$17.97	4%

Note: n.a. = not applicable.

(see figure), indicating that the current market for new office development may be saturated.

Within Fort Worth, employment in professions that use office space is projected to increase by 29,300 jobs in the next five years. Assuming the Butler Place site can capture a share of office that is approximately 2 percent of what would be delivered in the next five years and factoring in the existing vacancies, the site could absorb 92,300 square feet of space over five years. Absorption of significantly more space would require attracting a major anchor end-user and significantly improved access.

### **Hotel**

Over 60 percent of the study area's hospitality facilities are in the downtown area of Fort Worth, representing a total of 2,642 rooms, according to DFWI's *State of Downtown*. Overall, the Dallas–Fort Worth area has more than 5.5 million visitors a year. According to a PwC US analysis of STR data, hotel occupancy in Fort Worth in 2014 was 69 percent, compared with 64.4 percent for the United States as a whole. Two new hotels are planned for downtown and the Cultural District. What magnitude the impact of improvements to the Convention Center and Will Rogers Center will have on tourism in the study area is unclear, but the in-development hotels are likely to fill existing demand. Future demand is uncertain, and the market for hotels may increase as the city grows.

## **Market Conclusion**

Sale of the site for a medium- to low-density multifamily residential complex is unlikely to generate the premium market land values found in the heart of downtown. Phasing would have to account for longer absorption time frames as new development in areas closer to the core attracts households to those units.

Behind the current market numbers are the volatility of the current market; the ongoing trend in the nation of wealthier residents returning to walkable, urban areas; and the

explosive decade of growth in the city of Fort Worth. Land sales indicate that developers anticipate higher returns than the current market allows, and residential development on the periphery of downtown proximate to the site promises to create additional value in future years. For this reason, the ULI panel recommends a market-appropriate phase I in anticipation of catalytic future development. The panel's recommendations lay out a strategy to create significant additional value for the city and project partners that would far surpass returns in the current market. These recommendations also balance the need for equity, historical recognition specific to this site, and the chance to create a unique, new neighborhood to support future growth and competitiveness of Fort Worth.

Phase I, which is explored in depth later in this report, recommends a mix of land uses that is dominated by open space with a concentration of multifamily residential and community uses near the southwest portion of the site. It also includes a significant gesture to retain several of the historic residential structures. Future phases suggest neighborhood creation that includes a variety of residential typologies that appeal to different household types and create a truly integrated community. This approach also leaves the flexibility for additional uses, including large floor plate office or medical uses near FWHS offices, to take advantage of the site if the future market deems those more lucrative uses. This plan leverages the opportunity of the site not only for today's residents, but also for the benefit of Fort Worth for generations to come.

# Guiding Principles

**BASED ON THE PANEL'S ASSIGNMENT**, the information gathered through the dozens of interviews conducted during the panel's week in Fort Worth, and the panelists' extensive experience, the panel has developed eight guiding principles for redevelopment of the Butler Place site. These principles were established to guide a future vision for the site and to inform the panel's short- and long-term recommendations.

- *Establish public/private partnerships.* Establish a broad public/private leadership group and a neighborhood engagement group to lead and maintain the vision. Thinking big involves getting a wide range of stakeholders at the table.
- *Pursue a long-term vision and strategy.* Creating great places involves embracing a wide range of stakeholders and overcoming challenging redevelopment issues. This takes time, persistence, and human and financial capital. Fort Worth has demonstrated its long view in recently completed new projects such as Sundance Square and moving Interstate 30.
- *Connect land use and transportation.* High-density, mixed-use development requires careful coordination of land use and access options for existing and new residents in the proposed new neighborhoods. This is a big issue on the Butler Place site, downtown in general, and the fast-developing urban nodes such as the West Seventh Urban Village and the Medical District.
- *Develop mixed-income communities.* Provide housing options for all income levels and household types in mixed-income communities: no more all low-income housing buildings. At least 20 percent of all new residential buildings of five units or more should be affordable to households with below market-rate incomes. The appropriate mix consists of half the 20 percent at very low income (less than 30 percent of AMI), and the remaining half at less than 80 percent of AMI. Replacement housing for Butler Place residents will provide an even wider and lower range of incomes. Public incentives should be targeted to increase the minimums.
- *Provide a high-quality public realm.* Providing a high-quality public realm builds community and economic value. Sundance Square is the most recent local example. Great leadership, walkable streets, active, porous building frontages, and public spaces are key to creating a high-quality urban environment.
- *Increase density.* High-density, mixed-use neighborhoods benefit from a district approach to parking, storm-water management, public realm design, maintenance, and programming. Coordination and sharing create synergy between the users. The biggest challenge is moving from private, significantly underused parking to much more efficient and effective shared and aggressively managed parking schemes.
- *Promote security through engagement and connection.* Create security through engagement and connection—not walls and separation. Rebranding relies on creating an open community for more physical and social connections. The new schools become the heart of the neighborhood. Following the efforts and success of DFWI, security is created through design and operations and eyes on the street.
- *Build healthy places.* Consider social equity, environmental quality, and sustainable economics in creating “champions for health” and making healthy choices easy. A mixed-use, walkable, amenity-rich, transit-served community meets these requirements. ULI's *Ten Principles of Building Healthy Places* can provide a guide at each stage of the future development process.

# Development Plan and Design

**THE PANEL'S VISION FOR THE FUTURE** of the Butler Place site and its surrounding region involves a series of short- and long-term strategies that are informed by the guiding principles described in the previous section. Some strategies may at first seem out of reach, but the panel believes that Fort Worth can accomplish each piece of the development strategy with its can-do attitude and bold, creative, and determined leadership. Strategies to implement this development plan are explored in the next section.

This section lays out the panel's vision for the Butler Place site and surrounding area, explaining the development plan in depth as well as the associated planning and design—what the panel envisions the development to look like.

## Initial Conclusions for the Butler Site

The panel concluded that even with significant investment, the 412-unit complex cannot be transformed into



*This photo shows the architectural character of Butler Place's 412 dwelling units.*

a viable livable community in a manner that is acceptable to today's urban standards and certainly would not be on par with the original vision outlined in 1938. The reasons are not only the units themselves and the difficulties of bringing them to current accessibility, energy performance, or space requirement standards, but also the impacts from



## The Need for a Long-Term Plan

According to *Physical Needs Assessment and Energy Audit: February 2015*, the multifamily property has 65 two-story and three one-story apartment buildings containing 412 apartment units, a single-story rental office and community building, a single-story library building, and a single-story daycare building. The total residential building area is 392,950 square feet; the site area is 42.57 acres. The property was constructed in phases. Phase I, which consists of 21 buildings with 178 units and the library building, was constructed in 1941. Phase II, which consists of 47 buildings with 234 units and the office/community building, was constructed in 1964. The daycare building was constructed in 1995.

The needs assessment identified a number of repair and maintenance needs but did not determine that structures, electrical systems, utilities, or open spaces were obsolete. The remaining useful life of the property was estimated to be not less than 35 years in 2015.

**The panel believes that even though the existing Butler Place buildings still retain some useful life, Fort Worth needs to think about how the near-term use of the property can set the table for the long-term vision.**

the freeway construction that occurred on all sides of the development and removed connectivity and services that were once available.

More important, however, the current number of households cannot support services in today's retail market, as detailed earlier in this report. Further, access from outside Butler Place is so poor that no enlarged catchment area can be expected to support retail or other services that would rely on off-site households.

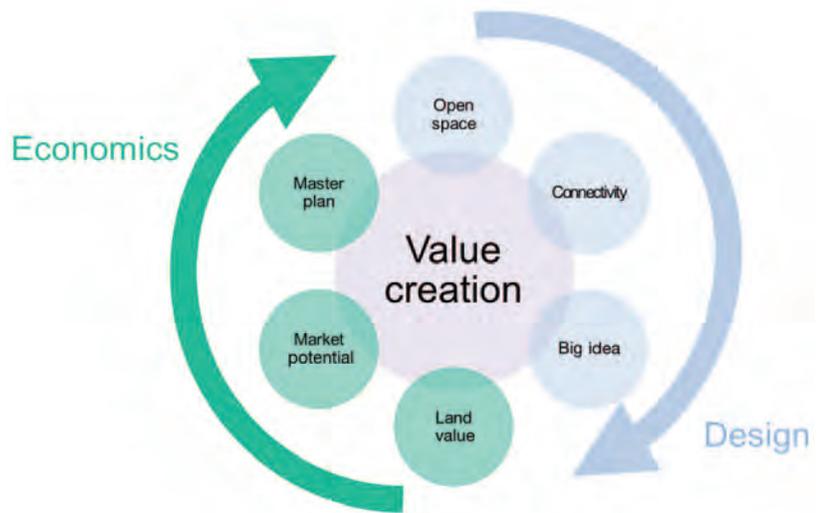
The severe restrictions on access require significant investments in infrastructure improvements beyond the bridge replacements currently planned under the TxDOT highway-widening projects. The panel believes those investments will not occur for a relatively small 412-unit development.

For all these reasons, the panel concluded that a full historic preservation and rehabilitation approach is not the best method, because it would not be in the interest of current or future residents even if the significant funds for such an undertaking were available. However, the panel recommends that a small number of the historic buildings should be preserved through adaptive use to commemorate and respect the early approaches to public housing and the legacy of a historic African American community.

## Changing Demographics of Urban Living and Current Conditions

Advisory Services panel reports typically root their foundation in market dynamics, which the panel then applies to the physical conditions of the assigned site. The panel applied the market conclusions outlined earlier in this report to the Butler Place site and the immediate surrounding area to develop a vision it believes to be appropriate for the site, building upon the site's strengths while mitigating the site's weaknesses explored in the earlier site assessment.

As mentioned throughout this report, Fort Worth is one of the fastest-growing large cities in the country, boasting strong economic indicators throughout the city and in its downtown core. It's an exciting time for downtown Fort



Worth. The first generation of modern urban living has already hit Texas and Fort Worth, and the panel thinks this trend will continue.

Downtown Fort Worth's changing demographics are driving new customer needs and creating a renewed interest in mixed-use, walkable places. However, the demand for walkable urban living is growing much faster than the supply. This change, happening all over the country, is reflected in the new investment and housing development in the downtown core.

Currently, downtown Fort Worth has more than 30 blocks of land available; many of these parcels are now parking lots on the east side of downtown, within close proximity to the Butler Place site. The booming Fort Worth market will fill in these blocks in less time than many could imagine possible five years ago. This strength is derived from a higher demand for walkable places and the benefits associated with urban living. Local market experts report only a slight rise in vacancy when new homes are absorbed, with a quick return to higher levels. This is a resilient market on an upward trend, and as a result, the need for more developable land in downtown will increase.

In 2015, 280 units of new housing were delivered in downtown, and 1,300 units are currently in various stages of development. Based on a mix of four- to six-story build-

*The ULI panel members considered a variety of factors to reach the recommendations that they believe will create value in Fort Worth.*

ings and high rises, with 70 percent of the new space as residential, the remaining surface lots downtown could provide about 5,000 new residential units, at an average of six stories, or a floor/area ratio of 3.5. Developing these lots would add about 6,500 new residents, thereby doubling downtown’s current population. Furthermore, the panel’s recommended approach of including 20 percent affordable housing would yield 1,000 new affordable units, half at 30 percent of AMI or less and half at 80 percent of AMI or less.

In the highest-value sections of downtown, land prices are currently \$75 to \$100 per square foot, and these prices will be driven higher as the market develops. If new development extends into downtown with an outstanding public realm, the newer blocks will push values higher. Two local examples of this scenario in Fort Worth are the effects of Sundance Square on the public side and the Omni Hotel and Residence on the private side—in different parts of downtown—pushing up real estate values.

*This aerial photo shows downtown to the left, the area proposed as Station Square, and the current Butler Place site to the right. The panel recommends exploring potential air rights opportunities (in red) to improve the connection between downtown and Butler Place.*

## The Big Idea

The existing conditions and changing demographics set the stage for the panel’s “big idea”—a long-term strategy

that capitalizes on downtown Fort Worth’s growth, suggests a best use for the Butler Place site, mitigates the severe connection and access issues between the Butler Place site and the downtown core, and retains a portion of the site for affordable housing.

The panel envisions two new neighborhoods in east downtown: Station Square, the neighborhood surrounding the intermodal station and railroad tracks, and Terrell Hill, which is a name proposed for the Butler Place site, to honor its important history. The proximity of these neighborhoods to the downtown core creates an opportunity to effectively extend Fort Worth’s downtown by knitting back these isolated areas through a series of significant infrastructure investments. These neighborhoods build on the best features of downtown while introducing new housing options accessible to all household sizes and incomes, building diversity and social equity into the DNA of downtown Fort Worth.

These improvements will knit the east edge of downtown—now effectively Jones Street—all the way to the Trinity River. Creating this connection is the ultimate long-term goal for the area. It has tremendous assets: a large land area comprising almost 100 total acres of new urban area, a new multimodal transit center, a major new investment in 21st-century education, preservation of cultural assets, and a major green space at the river’s edge.

The two distinct new neighborhoods, built in phases over time by a variety of developers, will include new retail, services, restaurant offerings, office space for a variety of users from coworking to corporate towers, new recreational opportunities throughout the neighborhoods and at the river’s edge, and new open spaces throughout and connected to the larger downtown. The new neighborhoods will future 21st-century best-practice approaches to leadership, social equity, planning, transportation, storm-water management, and community engagement.

### Station Square Neighborhood, Addressing Connections

In the long-term vision, the western neighborhood, Station Square, is created by moving the ground plane up one





Two new mixed-use/mixed-income neighborhoods created by extending the downtown fabric over the rail yards to connect Terrell Hill and Station Square by obtaining air rights.

level over the railroad tracks. Although decking over the railway carries high capital costs, complex engineering, and potentially difficult negotiations to obtain air rights over the railway and roadways, the endeavor could yield more than 60 acres of new land. The panel imagines this district as a mixed-use, downtown neighborhood that significantly benefits from its proximity to transit options and the downtown core. This investment will significantly improve the connections to the Butler Place site and to the Trinity River.

Describing this vision from the outside in begins with the western edge of downtown at the intermodal center, where transit-oriented development could cluster around the facility. The proximity to transit will become even more important through the addition of regional rail service (Trinity Railway Express) and in the very long range potentially even the addition of high-speed rail (HSR) service, allowing downtown Fort Worth residents to commute to jobs that may not be in the downtown Fort Worth core.

The panel envisions the surface lots along Jones Street being developed as high-density, mixed-use with a significant number of residential units. The industrial parcels at Eighth and Ninth Streets and Harding Street should be considered for development, which would push the developed downtown edge significantly closer to the I-35 corridor. The transit-oriented development concept of Station Square creates a deck over the current at-grade rail sections that, together with a grade-separated HSR alignment, would result in a high-density mixed-use

## Klyde Warren Park, Dallas

Klyde Warren Park is a 5.2-acre town square and park that was created by decking over the sunken Woodall Rogers Freeway, which had been imposing barriers between downtown and the Uptown neighborhood. Not only is the park well loved by Dallasites and visitors alike, but the park has catalyzed economic development in the surrounding area and real estate prices have experienced remarkable increases. In September 2015, *D Magazine* reported that rents on the north side of the park increased by as much as 56 percent. Though an idea that seemed far-fetched at first, this “big idea” for Dallas has spurred a big transformation for the area, and it is an example that Fort Worth may be able to emulate to bridge neighborhoods to downtown in a similar fashion.



Klyde Warren Park.

development similar to what is proposed for the area surrounding Union Station in Washington, D.C. The city of Fort Worth can find a strong example of the benefits brought to a city and immediate influence zones in the decks created over existing infrastructure in neighboring Dallas, Texas (see box). Another strong example of decking over an urban highway can be found in Columbus, Ohio. The Cap at Union Station is a retail-focused freeway cap over Interstate 670, connecting the Short North Arts District to the Arena District and downtown.

The panel clearly recognizes the complex nature of this long-term proposal. Portions of this decking and air-rights infrastructure will likely be done in phases rather than all at once.



*This illustration depicts buildout of Terrell Hill that will include about 2,000 dwelling units.*

### Terrell Hill Neighborhood in Phase I

The panel considered lower-scale, mixed-income, primarily residential development of the site, similar to Hillside Village, but felt it was far below the site's potential. Instead, the panel proposes a phased, incremental buildout to maximize the value and opportunity presented with its proximity to downtown and the new emphasis on the VPA/STEM Academy that has already been proposed by the FWISD. The panel suggests Terrell Hill as an urban village



*Terrell Hill phase I.*

that represents a new downtown neighborhood of 2,000 homes. Of those, the panel recommends 20 percent be affordable/workforce housing: half for residents with income 30 percent or less of AMI and half at 80 percent of AMI or less.

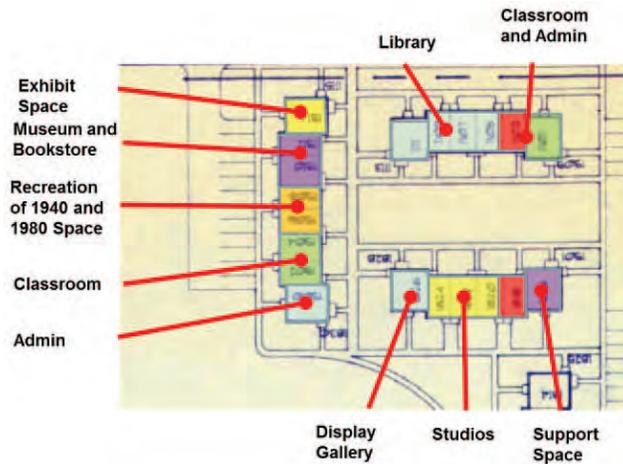
Starting small, in an exciting first phase, will help establish the new image of the Terrell Hill neighborhood and contribute to its rebranding, while simultaneously forming a path toward the long-term goal of two new downtown neighborhoods and complete connection of the land. The full buildout vision plan anticipates an urban village that is much better connected to downtown and the surrounding areas through infrastructure and access improvements and through development on the periphery that improves the surrounding edges. The urban village would become more a part of downtown but still maintain its own identity and characteristics. Clear urban design principles should govern the community layout and building design to ensure new development is synergistic, building on the strengths and character of downtown Fort Worth.

The vision plan for the Butler Place site itself builds on the strength of the site, namely its views and topography, its historic I.M. Terrell School, the restored former Carver-Hamilton School, and restored portions of the initial Butler Place housing development at 19th and Stephenson Streets. The vision plan suggests maintaining or even reintroducing the street grid that had been in place in the early part of the last century. This would allow the advantage of being able to maintain existing utility alignments and rights-of-way, which saves cost and provides a traditional grid of streets and urban development parcels for the future development. This arrangement would triple or quadruple the existing density to create a much more robust new urban village that can hold its own in terms of scale against the scale of the freeways and the number of residents and the demand for services it creates.

FWHS should consider relocating downtown, adjacent to transit access and close to a larger share of its customers. As mentioned in the market analysis, several opportunities for the reuse of the historic Carver-Hamilton School could



The former Carver-Hamilton School is now home to FWHS's offices.



The panel recommends that adaptive uses be found for some of the original structures, such as an African American culture and history museum, a library, and artists' live/work space.

include general offices; a small, corporate campus; professional offices; or medical uses.

The proposed development concept is not only respectful of the cultural and social heritage and legacy of the site as a historic African American community, but also respectful of the site's landscape and topographic features. The characteristic slopes and densely vegetated sections of the terrain will be preserved as amenities for the proposed development.

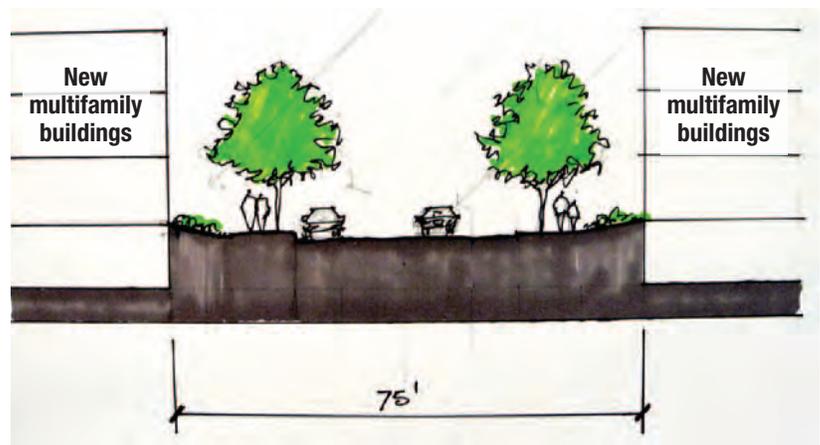
The first phase of the development highlights FWISD's new VPA/STEM Academy and finds adaptive uses for several of the historic public housing units of the former Butler Place as an African American culture and history museum, a library, and artists' live/work space, highlighting the site's rich history and historic preservation status. This phase will include the 100–150 new housing units in new buildings in the southwest portion of the site, 20 percent of which will be first available to existing Butler Place residents who want to return to the neighborhood as part of the phase I development.

Furthermore, the panel has suggested relocating the YMCA operations to this location in a state-of-the-art facility, providing services for the entire Terrell Hill development and surrounding area. Making the new YMCA facility part

of phase I of the proposed development plan along with the artisan and cultural village of the restored buildings and new VPA/STEM Academy will draw people from the wider area, thereby beginning a process of opening awareness of the site to a larger share of the population.

To maximize the views the site affords, taller units should be located in the central portion and the highest point of the development, with the lower units placed along the edges. Units should not be pushed closely against the freeways, where vegetated edge buffers should be created. Residential units closest to the freeways should be

A conceptual illustration of the street cross section.





*Phase I preservation respects and celebrates the cultural history of the site while transforming the landscape.*

oriented toward protected interior courtyards but should still benefit from views toward downtown.

#### **Lancaster Avenue Improvements in Phase I**

The Lancaster Avenue East area serves as one of the gateways to the Butler Place site. As such, the conditions of this area will significantly affect the long-run success of Terrell Hill. Current conditions in this area do not create a welcoming approach for children who will be attending the VPA/STEM Academy or for any other use on the site. These same conditions are also limiting the economic development potential of the other eastside communities.

Lancaster Avenue east of I-35 is located immediately to the south of the Butler Place property, separated by the

multilane I-30 expressway. Access between Butler Place and Lancaster Avenue is via the I.M. Terrell Way bridge, which crosses I-30 and connects to the intersection of Lancaster Avenue and Pine Street. Lancaster Avenue connects directly to downtown to the west by going underneath the I-35/I-30 “spaghetti” junction. Lancaster Avenue on the west of this junction has recently undergone a major investment to relocate I-30 so the avenue and its historic buildings (post office, etc.) could serve as the southern terminus of downtown Fort Worth. Numerous additional investments are planned for the West Lancaster area, including multifamily housing. Streetscape improvements have been planned or carried out along the western stretch of the road.

Eastern Lancaster Avenue is currently home to the following:

- Presbyterian night shelter with about 625 emergency shelter beds for the homeless;
- Day resource center for the homeless;
- Union Gospel Mission of Tarrant County;
- MHMR Tarrant County addiction treatment center; and
- Cutting Edge Haunted House.

This cluster of services for the homeless in the East Lancaster Avenue corridor has been created gradually over time as the services were displaced from other areas of the community. The result of this clustering has been the creation of a “homeless highway”—an area where at certain times of the day dozens (or hundreds) of homeless citizens commute from one of the night shelter locations to a daytime activity or location. Throughout the day and night, the area is home to the constant traversing of homeless men and women with their belongings in tow. Physical conditions along the avenue are generally poor.

This creates problems for the homeless themselves, who are often victimized more easily because of their predictable location. It also creates an environment that is uncomfortable for many to travel along and has been



*The panel believes the Butler Place site can be fully developed only when the adjacent influence zones are considered as well.*

FLICKR/FRANKIE LEON

identified as a barrier to economic development farther east along the corridor.

The panel recommends the following solutions be considered to address this issue:

- Continue West Lancaster Avenue street improvements along East Lancaster Avenue.
- Revisit the East Lancaster Public Art Plan.
- Renew city investment in permanent supportive housing in both this area and other areas of the city.
- Encourage respectful engagement or partnership between Butler Place planners and developers and the homeless service providers to improve conditions for all along the corridor. This may include use of some funding resources to provide additional housing options and other neighborhood resources.
- Create a broad-based coalition on homelessness and supportive housing. The city's homeless commission will be reenergized beginning in early 2016. This group should redouble efforts to implement the city's ten-year Plan to End Homelessness.
- Consider combining the East Lancaster Avenue and Butler Place areas into a joint development/booster entity.

### **Terrell Hill Neighborhood in Phase II**

The remainder of the Terrell Hill neighborhood (about 30 acres) will be developed as a mixed-use, mixed-income community built out at a 2.0 to 3.0 floor/area ratio. This land could be subdivided to reflect the historical block pattern or retained in a larger parcel if a large corporate user wants to locate into the new downtown core.

The new development should include a variety of building and unit types to create housing options for different markets and price ranges. Terrell Hill must include an affordable and workforce housing component. In considering the current incomes of the Butler Place residents and the need for affordable units near the downtown core, the panel recommends that 20 percent of all new units meet affordable housing guidelines. The panel believes an

appropriate mix consists of half the 20 percent at very low income (less than 30 percent of AMI) and the remaining half at less than 80 percent of AMI.

The southern edge along the Lancaster Avenue corridor will be improved aesthetically by extending the boulevard design of the western portion into the eastern section between I-35 and Pine Street, and possibly beyond, making the access from Pine Street into Terrell Hill more attractive.

The northeast edge along US 280/287 (Martin Luther King Freeway) will be improved with the already funded bridge improvements at Cypress Street, providing pedestrian access to the Harmon Field Park area along the Trinity River. Retaining permanent open space between Trinity River Park and Harmon Field Park is important. Also important is the addition of active recreation spaces and the creation of trailheads, bike-share stations, picnic areas, and the like that would make this area one of the premier access points to the Trinity trail system.

An important feature of the proposed Terrell Hill neighborhood is a central park consisting of the existing green spaces between the I.M. Terrell Elementary School and the preserved historic buildings. This area should be redesigned as a highly landscaped urban park with natural features, such as the existing rock outcroppings. The new development should activate this space to be a central gathering space as well as the open space needed for the schools. Studies show that high-quality open spaces can have a place-making function and add significant value to surrounding properties. A natural amphitheater is one simple and easy component to incorporate into this park design.

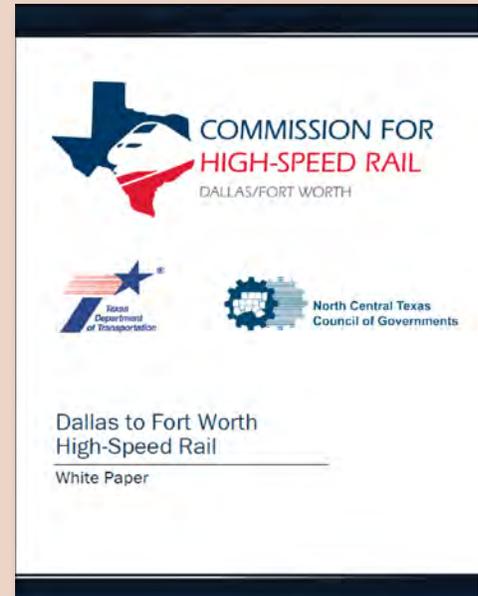
Overall, from an urban design perspective, an attempt should be made to maximize green spaces while simultaneously achieving higher-density housing. To achieve this in Terrell Hill, surface parking should be discouraged wherever possible. Therefore, this urban village should not be marketed as a car-centric village but as an active transportation village in which public transport, car sharing, bike sharing, and walking are encouraged, pleasant, and convenient. A shuttle service and possibly an idiosyncratic

transportation mode such as a cable car/gondola could be needed to create added mobility.

Amenities should include active recreation options such as kayaking and stand-up paddle boarding, Frisbee golf, a model airplane flying zone, and a dog park.

Improved mobility and access for Terrell Hill is a matter not only of vehicular or pedestrian access but also of a complete mobility strategy that includes fixed-route transit, on-demand transit (i.e., Uber, Lyft), vehicle sharing, bike sharing, and transportation management strategies that reduce the number of cars that require parking on site and reduce the share of single-occupant cars as the only option to move in and out of the Terrell Hill neighborhood.

Though Texas historically may be car-centric, Fort Worth has an array of transportation projects in the pipeline that have the potential to shift the paradigm that “Texans can’t be moved out of their cars.” Projects include the new airport rail service to Dallas/Fort Worth International Airport (DFW) and plans for an HSR spur to connect Fort Worth to the Dallas-to-Houston HSR corridor.



## High-Speed Rail in Fort Worth

In 2012, the Texas Central Railway (TCR), a private Texas company, made a proposal to the Texas Department of Transportation (TxDOT) to develop the Dallas–Houston portion of the corridor. In 2013, TxDOT, in conjunction with the Federal Railroad Administration and TCR, developed a plan to undertake the National Environmental Policy Act (NEPA) review process for the Dallas–Houston corridor, including a connection to Fort Worth. This coordination led to the creation of two projects: (a) Dallas–Houston HSR and (b) DFW HSR. The Federal Railroad Administration, with a third-party consultant, will lead the NEPA effort for the Dallas–Houston project, using resources provided by TCR. TxDOT will lead the NEPA effort for the DFW HSR project. In addition to the support of the state and federal lead agencies, the North Central Texas Council of Governments (NCTCOG), the metropolitan planning organization for the Dallas–Fort Worth Region, has included HSR corridors in its long-range regional transportation plan (*Mobility 2035–2013 Update*). Within the NCTCOG region, the plan calls for stations in downtown Dallas and Fort Worth and in the vicinity of Arlington.

*Source:* Commission for High-Speed Rail Dallas/Fort Worth, Texas Department of Transportation, and North Central Texas Council of Governments, *Dallas to Fort Worth High-Speed Rail White Paper*, July 10, 2014.

# Implementation Strategies

**IN THE PREVIOUS SECTIONS**, the panel presented a number of development guidelines and a vision for the Butler Place site and the eastern edge of downtown Fort Worth. The panel believes that this vision will allow the Butler Place site and the eastern edge of downtown to thrive as a well-connected downtown that includes a diversity of residents and services, and encourages and allows for continued growth. Implementation of the recommended development strategy will require a series of actions—some of which can currently be clearly defined, and some of which will require more detailed analysis and thought by local leadership.

## Communication

The success of the panel's recommendations will require an appropriate communication strategy. It is essential for FWHS to communicate early and often, not only with the residents who will be relocated, but also with the communities in which the new developments will be located. Currently, FWHS largely depends upon elected officials to deliver this message, but the panel's position is that this strategy is not necessarily reliable. FWHS should have a proactive communication approach, with connections as directly as possible with the audience. Alternatively, if more politically feasible in the local environment, FWHS should provide a package of messaging and marketing materials to help the members of the city council and other appropriate public figures to carry out the outreach.

## Marketing the New Development

To create a unique identity for the new development to promote its success by attracting a diverse array of future residents, service providers, and businesses, the panel recommends that a comprehensive branding strategy be created that celebrates the new development and the

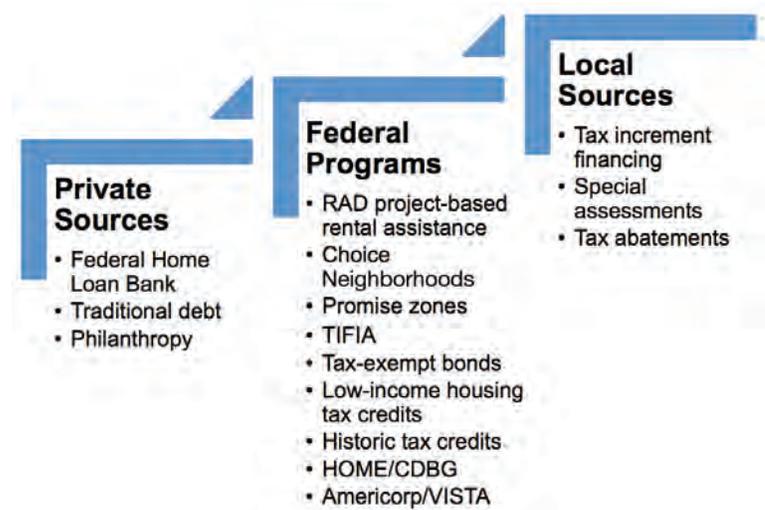
future of downtown Fort Worth. Some branding strategies that the panel suggests include the following:

- Creating a new brand that captures the unique qualities of the reimagined neighborhood;
- Facilitating streetscape improvements;
- Establishing visually appealing wayfinding signage; and
- Promoting the site's various amenities.

## Financing

The panel identified a number of possible avenues and sources of capital that could be available to fund this endeavor. All sources of funds that are currently available or may be available in the future should be thoroughly vetted. These funding sources include the following:

### Funding Sources



Note: TIFIA = Transportation Infrastructure Finance and Innovation Act; CDBG = Community Development Block Grant.

- *Federal, state, county, and city:* A variety of funding sources are available at different levels of government, ranging from grants to preferential loans to special assessment districts.
- *Tax increment financing (TIF) districts:* TIF is an economic development tool that municipalities can use to stimulate private investment and development in targeted areas by capturing the increased tax revenue generated by private development itself and using the increased increment of tax revenues to pay for public improvements and infrastructure necessary to enable development.
- *RAD:* RAD provides a new Project-Based Rental Assistance contract, which is a stream of income that covers the difference between a tenant's rent payment and the "market" rent for the unit.
- *Traditional debt:* With the new Project-Based Rental Assistance contract in place, FWHS will be able to obtain a traditional permanent loan that will be secured by the stream of rental assistance income.
- *Tax-exempt bonds:* As an alternative to traditional debt, the rental assistance contract can be used as security for an issuance of tax-exempt bonds.
- *Low-Income Housing Tax Credits (LIHTCs):* FWHS will be able to apply for 9 percent LIHTC (competitive) or obtain 4 percent LIHTC along with a bond transaction.
- *Choice Neighborhoods:* Choice Neighborhoods is a HUD program targeted to distressed public and assisted housing communities. The program addresses housing, schools, economic development, and other aspects of a community.
- *Historic tax credits:* A 20 percent tax credit is available for the rehabilitation of certified historic structures. These credits can be combined with the LIHTC for projects that qualify for both.
- *HOME/CDBG:* Traditional HUD funding can be used for a variety of qualifying activities.
- *Permanent supportive housing:* Programs are available for funding both development and services for permanent

supportive housing, which is housing designed to move formerly homeless individuals or families into permanent housing that provides ongoing services to help maintain a stable living situation.

- *Private assessment:* Private assessments are typically used for business improvement districts (BIDs) to fund capital and operational costs for a specific geographical area. As Terrell Hill and Station Square develop, consideration could be given to establishing a new BID-like entity that could benefit from this approach.
- *Tax abatements:* Municipalities can provide tax abatements, typically for a preset number of years, in exchange for inclusion of a certain number of affordable units within a development.
- *Philanthropy:* Contributions from stakeholders or benefactors can be used through the African American Museum or the VPA/STEM Academy. Even involvement with various university and medical center initiatives may be a valuable source. Having a conversation at a minimum should be a part of the plan.

## Leadership Strategies

To promote continuity and cohesiveness in the implementation of the panel's development strategy, the panel recommends that the following two groups be established:

- *Leadership organization:* This group will include representatives from a conglomerate of stakeholder organizations. Some of the entities identified are
  - Fort Worth Housing Solutions;
  - City of Fort Worth;
  - Fort Worth Independent School District;
  - Downtown Fort Worth Inc.;
  - City and State Trust for Historic Preservation;
  - Tarrant County; and
  - Business leadership.

This group will provide the overarching guidance and management for the redevelopment of the Butler Place site. FWHS will provide initial administrative and organizational framework to ensure success. Over time, this role may change as FWHS turns over the property and development progresses.

- *Neighborhood champion organization:* This second group, composed of neighborhood representatives, trusted business leaders, and nonprofit organizations, will help guide the leadership group. It will act as the liaison between the existing and emerging community at Terrell Hill and the supervisory group. The group will focus on organizational and programming issues on the Terrell Hill site and will ensure a transparent approach to achieve the repositioning of the site from its present condition to the future plan. This group will also act as liaison to the several needed community associations that will eventually form as part of the new development.

The panel has suggested the preceding framework recognizing that different approaches to establish supervisory groups to oversee this plan may be more appropriate for Fort Worth. These groups may in practice look different from what is suggested.

## Replacement Housing

The redevelopment of the Butler Place site requires the relocation of the 412 Butler Place households into existing, new, or renovated units throughout the city. These replacement units need to be approved within a 36-month window following HUD's approval of FWHS's RAD application.

FWHS can create the RAD replacement units in four ways:

1. *On-site replacement within a mixed-income property:* Given the historic nature of the property and the need to serve the desires of current residents to stay, the panel strongly believes that redevelopment of the Butler Place property should include a component that allows residents to remain in new housing on the site. This new housing should be developed using a version of the typical FWHS model of mixed-income proper-

ties with varying bands of affordability, such as the following:

- RAD-funded units affordable to households at up to 30 percent of AMI for up to 20 percent of the total units in the development;
  - LIHTC-subsidized units affordable to households at 50 to 60 percent of AMI;
  - Units affordable to households at 80 percent of AMI; and
  - Market-rate units.
2. *Off-site replacement within existing FWHS-owned developments:* FWHS has existing properties within which up to 176 replacement units could be located.
  3. *Off-site replacement within newly acquired or developed FWHS-owned developments:* FWHS has a development pipeline for the 2016–2018 period that shows enough capacity for up to about 2,500 dwelling units, a portion of which could be available for RAD replacement units.
  4. *Off-site replacement within other city-funded affordable housing developments:* In addition to properties owned and developed by FWHS, RAD units can be placed into privately owned developments that receive funding from the city of Fort Worth's other housing programs. These placements would have to be negotiated on a project-by-project basis.

In choosing the sites in which to place RAD units, the panel recommends that FWHS consider a number of factors that will help maximize resident success after relocation. Given the pressure of the 36-month time frame for relocation, the most expedient option may be to place RAD units in any development where units are available.

FWHS's portfolio includes developments located in a variety of areas. Existing developments identified by FWHS as potential locations for RAD units are as follows:

- Post Oak East, 37 units;
- Villas by the Park, 26 units;
- Carlyle Crossing, 21 units;
- Aventine Apartments, 36 units;
- HomeTowne at Matador, 30 (senior) units; and
- Villas of Eastwood, 26 (senior) units.

The lowest-income residents served by the RAD program should be given priority access to sites that provide the greatest access to opportunity for these households, such as

- Access to high-frequency transit, given the lower rate of car ownership for this population;
- Convenience of services, including social services and other daily needs;
- Ease of access to education and employment opportunities; and
- Mixed-income environments that encourage social integration.

## Next Steps

This report has outlined several short- and long-term recommendations. Some of the initial tasks that the sponsor team group should consider include the following:

- Identify appropriate members for the leadership and neighborhood groups.
- Review and prioritize the ULI recommendations in this report.
- Create a participatory review process to be used by both groups to organize and manage repositioning of the site.
- Take necessary steps to initiate the HUD Section 106 review process.
- Consider a request for qualifications (RFQ) process (see box) for phase I of development.

### Request for Qualifications Process

The leadership groups should use an RFQ process to get a good measure of qualified firms able to craft a program that promulgates the short-term and long-term development programs outlined in this report. This RFQ should eventually lead to creation of a master plan for the entire subject area.

# Conclusion

**THROUGH THE NUMEROUS** short- and long-term recommendations described throughout this report, the panel has provided a vision that builds on the significant population and economic growth that is so evident in Fort Worth. Fort Worth's downtown has an exciting array of restaurants, nightlife, retail, and public space and is adding new residential housing options at an unprecedented rate. The panel's vision effectively extends the downtown core by creating two neighborhoods, Terrell Hill and Station Square, opening the eastern portion of downtown and the Butler Place site to mixed-use, mixed-income development that offers a variety of residential product types, including affordable housing. The development would have densities, design, and amenities that are consistent with its location near downtown.

Early on, the panel concluded that a full historic preservation and rehabilitation approach is not best, largely

because of the scale of the current site. The Butler Place site has a number of natural and physical assets, which the proposed design concepts highlight. The panel builds on the proposed plans for one of these assets, the I.M. Terrell Elementary School, which will be transformed into a VPA/STEM magnet academy.

Some new residential units would be available for current Butler Place residents who would like to continue living on the site. The panel recommends preserving a small number of the historic buildings through adaptive use as a combination African American history and cultural museum, library, and artists' live/work space, celebrating the site's important history and respecting the historical significance of the architecture itself.

# About the Panel

## Michael Lander

*Panel Chair*  
*Minneapolis, Minnesota*

Lander is a real estate developer and broker, urban planner, speaker, new urbanism advocate, and expert on smart growth and transportation policy. As founder and president of Lander Group, a Minneapolis-based real estate development firm specializing in urban infill projects, he leads the planning, design, and development of commercial, residential, and mixed-use projects across the Midwest and California. Lander Group, alone and in partnerships with other firms, has designed, developed, and sold more than 500 units and \$100 million of infill residential/mixed-use projects, both new construction and substantial renovations or adaptive use.

Lander's work is known for creating thriving urban spaces incorporating new urbanist principles, high-quality design and construction, and a commitment to the public realm. Lander Group was awarded the prestigious Multi-Family Developer of the Year Award from the National Association of Home Builders and has received multiple awards from *Builder* magazine Builder's Choice, *Professional Builder* magazine Best in American Living, Minneapolis Historic Preservation Commission, Saint Paul Heritage Preservation Commission, and the Committee on Urban Environment. Lander's work has also garnered recognition from the American Institute of Architects (AIA).

For Lander Group and as partner in the urban planning firm Town Planning Collaborative, Lander has held lead planning roles for many major new urban developments over the last two decades. In the Twin Cities, he helped create the award-winning plan for Excelsior & Grand, St. Louis Park's new town center, and led an acclaimed design charrette for Minneapolis's Uptown district.

Lander's commitment to high-quality urban development includes active roles as a member of ULI, the Congress of the New Urbanism (CNU), the Minnesota chapter of AIA, and the Steering Committee of LOCUS, a national smart growth real estate group working to reform federal and state transportation policy. Lander has served on the jury and Advisory Services panels for ULI and on jury panels for Minneapolis AIA and CNU. He speaks regularly to local, state, and national industry groups and is a guest lecturer at University of Minnesota, St. Thomas University, Macalester College, University of Miami, and Harvard University. Lander studied at Arizona State University and the University of the Pacific in Stockton, California.

## Theresa Cassano

*New York, New York*

Cassano is a senior analyst with HR&A Advisors in New York City, where she draws on her experience in real estate finance and the public sector to support clients' urban redevelopment goals.

Her work includes market analysis, evaluation of housing finance strategies, and resiliency planning. Cassano is currently working to analyze the feasibility of a large-scale overbuild redevelopment of Sunnyside Yards, a 200-acre parcel with active rail and industrial uses in Queens, New York. She is also assessing affordable housing demand and analyzing financial models for development sites across New York City.

Before joining HR&A, Cassano was a project manager in the Division of Special Needs at the New York City Department of Housing Preservation and Development (HPD). In that role, she was responsible for financial analysis and underwriting of projects receiving capital subsidies through the Supportive Housing Loan Program, where she coordi-

nated the development pipeline of all supportive housing projects financed through HPD. Before that, Cassano worked with the Wesley Housing Development Corporation in Alexandria, Virginia, where she provided research support for grant applications and managed a \$20,000 fundraising campaign in coordination with Fairfax County's Park Authority summer camps.

Cassano holds a BA in economics and geography from Dartmouth College.

## Michael Collins

*Washington, D.C.*

Collins is a national urban fellow at the Urban Land Institute, a nonprofit education and research institute that focuses on issues of land use, real estate, and urban development. ULI's mission is providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide. Since 1947, ULI has been conducting Advisory Services panels that provide strategic advice to communities and organizations on a wide variety of real estate, planning, and urban design and public policy subjects.

In his role at ULI, Collins provides program and logistics support to leadership programs and the Terwilliger Center for Housing, assisting with research initiatives, supporting programmatic development efforts, and developing content for promotional communications. Before joining ULI, he engaged community and business development efforts at a community bank in Atlanta, Georgia. Collins has experience supporting community and business development efforts at nonprofit organizations, educational institutions, and financial institutions.

Collins graduated from Morehouse College with a BA in African American studies and a concentration in psychology. While at Morehouse, he focused his studies on disadvantaged populations, with a specific focus on community-based organizations that address such populations. He is currently pursuing a master's of public administration

from Baruch College's School of Public Affairs through the National Urban Fellows Fellowship Program.

## Ralph L. Núñez

*Birmingham, Michigan*

Núñez is the principal partner of DesignTeam Plus LLC, a multidisciplinary design firm, offering architecture, interior design, landscape architecture, and urban planning. DesignTeam has more than 29 years of experience in working effectively with clients on creative problem solving. It has a proven record working within tight time frames and budgets to bring complex projects online and is known for balancing client's goals with environmentally sustainable solutions that meet and exceed regulatory requirements.

Before starting DesignTeam Plus, Núñez was associate vice president and director of planning and landscape architecture for PRC Engineering, an international planning, design, and development company. His most significant project while in PRC Engineering's Houston office was the Enclave, a \$250 million office campus in west Houston.

With over 39 years of experience as a landscape architect, land planner, and urban designer emphasizing project design, management, and development strategies, Núñez's projects include master plans and development plans for residential communities, senior living, commercial, office research campuses, and recreation facilities. He has been responsible for master planning more than 210,000 acres, over 100,000 dwelling units, 6.5 million square feet of office research, and 18 million square feet of commercial projects throughout the United States and internationally.

Núñez has been qualified as an expert witness in planning, landscape architecture, and design. He is often called upon to develop plans resolving difficult and stalled projects before they go to litigation. He is currently designing a \$5 million dollar recreational art park for the city of Rochester Hills, Michigan.

His commitment to sustainable design is evidenced by his teaching and professional activities. He serves as an

adjunct professor in the college of architecture and design at Lawrence Technological University, a position that he has held for more than 20 years. He has been a guest lecturer for numerous other universities as well. ULI has had him participate in over a dozen advisory design panels throughout the country.

Núñez graduated from Pennsylvania State University with a BS in landscape architecture in 1997. He received a master's degree in urban design and graduated with distinction from Lawrence Technological University in 2015.

## Klaus Philipson

*Baltimore, Maryland*

Philipson is president of ArchPlan Inc., an architecture and urban design firm in Baltimore, specializing in community revitalization, adaptive use, historic preservation, and transportation planning since 1992. He has been named an AIA fellow for using his profession to affect communities through advocacy, lately increasingly through writing and as a radio talk show contributor.

In addition, Philipson is engaged in the nonprofit sector, such as the 1000 Friends of Maryland, a well-respected statewide growth management group that he helped found in 1994; NeighborSpace, an urban land trust for which he is president; and D center, a nonprofit design center in Baltimore that he cofounded. He has been chair of the Urban Design Committee of AIA Baltimore since 1995 and an appointed member of the Advisory Group of the national Regional and Urban Design Committee of AIA. For ten years, Philipson was a member of the Maryland Growth Commission, Subcommittee on Planning Techniques, and a member of a blue ribbon panel to study transit-oriented development in Maryland under the transportation secretary and a member of a Borough Council in Stuttgart, Germany.

Philipson received a master's degree of architecture in Stuttgart in 1975. He has also worked as an architect and planner in Stuttgart and London. A U.S. resident since 1986, he has taught architecture and urban design as an

adjunct faculty member at the University of Maryland and at Morgan State University, writes weekly articles on urban issues on his blog *Community Architect*, is a frequent speaker at national, regional, and local conventions and events, and is a regular contributor to local radio and newspapers regarding urban design.

## Douette Pryce

*Sewalls Point, Florida*

A veteran of the U.S. armed forces, Pryce has faced the challenges of his rigorous 23-year career and is living what he considers the "American dream"—entrepreneurship. In 2008, he developed his firm, Pryce Resources LLC, a real estate development and investment advisory company that uses the many attributes learned through his career. His focus is on the research, development, and management of feasible and sustainable real estate projects. His career achievements have honed his skills for troubleshooting a multitude of situations with a strict attention to detail and sure-fire solutions.

Past employers include Stiles Development of Fort Lauderdale; Opus South, an operating company of Opus Corporation, a national design/build firm with 28 offices across the country; and Panattoni Development Company, a privately held, full-service development company that has developed and managed industrial, office, and retail facilities in more than 150 markets. In 2009/2010 Pryce was involved in the site planning, redesign, and city approval of the 100-acre Diplomat golf resort and hotel in Hallandale Beach, Florida. He has been involved recently in the design, redevelopment, and preservation of three historic apartment structures into a four-star historic boutique 99-room hotel in Miami Beach (South Beach), which has been operational since August 2013 with a 90 percent occupancy minimum. Along with sourcing small-scale development opportunities for development of multifamily and mixed use, he is now involved, as owner's representative, in the design and permitting of a 585-unit affordable apartment community in the city of Miami.

A dedicated and fast-track individual in all ventures he undertakes, Pryce has been recognized and is the recipient of the prestigious ULI 2007 Vision Award for Young Leader of the Year and is a finalist of the South Florida Business Journal/Nova Southeastern University 2007 Up and Comers award. Pryce's professional affiliations include ULI, where he is a current member of the South Florida/Caribbean District Council's Executive Committee, executive membership chair, and former executive young leader chair. He is member of Martin County Historic Preservation Board and sits as a member of Zoning and Variance Board of Sewalls Point.

Pryce graduated from the Warrington College of Business Administration, University of Florida, with a BA in business administration and earned a master's in real estate and urban analysis in 2002.

## Michelle McDonough Winters

*Washington, D.C.*

Winters is senior visiting fellow for Housing at the ULI Terwilliger Center for Housing and president of Winters Community Strategies, a consulting practice focusing on the intersection of affordable housing and sustainable communities. In recent years, her work has included facilitating the strategic planning process for a regional housing nonprofit, measuring outcomes for resident services programs, and coauthoring publications for ULI, including the *America in 2015* series. As part of her role at ULI, she serves as a contributing editor to the Terwilliger Center's HowHousingMatters.org website and is a frequent speaker on affordable housing at industry events.

Winters has two decades of experience working in the housing and community development field on issues ranging from housing finance and policy to nonprofit capacity building. She most recently led the sustainability initiatives of NeighborWorks America, where she managed national grant-making and technical assistance efforts to help nonprofits develop and manage more environmentally sustainable affordable housing and communities. She previously served as program director for affordable housing

preservation at the Local Initiatives Support Corporation (LISC), where she provided loans and technical assistance to nonprofit developers across the country and managed an active federal policy agenda.

Before joining LISC, Winters spent nine years at Fannie Mae and the Fannie Mae Foundation in a variety of positions, including director of regulatory policy and director of mission strategy and community analytics. During her time there, she was responsible for major policy efforts, including overseeing the company's policy and market analysis related to its federally mandated affordable housing goals, as well as managing an initiative to break down regulatory barriers to affordable housing development at the state and local levels. Earlier in her career, Winters conducted housing research at the MIT Center for Real Estate, the Urban Institute, and the Virginia Center for Housing Research. She has served as an associate editor of *Housing Policy Debate* and editorial assistant for the *Journal of Housing Economics*.

Winters served on the Housing Commission in Arlington, Virginia, from 2007 to 2010. She was chair of the Bricks and Mortar committee and served as chairman of the commission in 2008. She has a master's in city planning from MIT, where she specialized in housing, community and economic development, and she earned her BA in urban affairs from Virginia Tech.

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