

Indianapolis, Indiana

Redevelopment Strategies for the GM Stamping Plant

June 19–24, 2011



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An Advisory Services Panel Report

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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.

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- Exploring issues of urbanization, conservation, regeneration, land use, capital formation, and sustainable development;
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- Sharing knowledge through education, applied research, publishing, and electronic media; and

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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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Finally, the panel would like to acknowledge the more than 70 individuals who participated in the interview sessions. These residents, business owners, nonprofits, and public officials provided invaluable information and diverse perspectives, aiding the panel in its analysis.

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Foreword: The Panel's Assignment

AT THE REQUEST OF MAYOR GREGORY A.

BALLARD, the Urban Land Institute's Advisory Services Program was contacted by the city of Indianapolis and its affiliated development arm, Develop Indy, to conduct a five-day panel focused on the economic, urban planning, and redevelopment opportunities associated with the impending closure of the General Motors (GM) Metal Fabrication Plant (commonly referred to as the GM Stamping Plant). A team of real estate, land use, and design experts was assembled and visited Indianapolis the week of June 19, 2011.

Area and Site History

The city of Indianapolis has always had a connection to the automobile industry. The first indicators of modern automobile manufacturing appeared in Indianapolis around the turn of the century, as many companies specialized in different forms of early automobiles, ranging from steam-powered to high-end luxury cars. Some 90 makes of automobile were manufactured in Indianapolis, among the most notable National, Cole, Overland, Marmon, and Duesenberg. Transportation-related manufacturing can be traced to 1871, when the Overland Wagon Works company was founded near the location of the present-day GM site.

GM Stamping Plant Site

The GM Stamping Plant site is located west of the White River and immediately south of Washington Street, approximately one mile from the center of downtown Indianapolis. It is located in an area collectively known as West Indianapolis. West Indianapolis is an older, working-class neighborhood of residential living mixed with heavy industry. In 1897, West Indianapolis was annexed by the city of Indianapolis.

The panel's study area has been industrial in character dating back to the 1830s, when mills dotted the White River and workers built homes, stores, and saloons nearby. The remnants of this early pattern can still be seen in the neighborhood south of the GM site today. The town of West Indianapolis developed as an industrial suburb of modest homes constructed for recent immigrants.

In 1884, the C. Spring Cart Co. relocated from Rushville, Indiana, to Indianapolis, where it purchased the factory and assets of the Great Woodburn Savern Wheel Co., renaming it the Parry Manufacturing Company. Parry manufactured buggies, wagons, and carriages in a sprawling, 19-building complex that employed 2,800 workers. In 1930, Martin-Parry Manufacturing was bought by GM. Major changes were made in 1936 as older buildings were razed and GM constructed a new building for producing metal stamped parts. The renowned industrial architect Albert Kahn designed the building to let in light for daylight auto manufacturing. The GM site has undergone several name changes, known as Chevrolet Indianapolis before 1982, GM Truck and Bus Group until 1992, and briefly called Cadillac Luxury Car Division, before becoming a part of GM's Metal Fabrication Division and Manufacturing Stamping.

Adjacent Uses

Interstate 70, constructed in the 1970s, cuts a swath through former residential neighborhoods south of the GM Stamping Plant site. In the 1980s, plans were drawn for White River State Park to become an urban park full of amenities, museums, stadiums, and other recreational activities. The path of Washington Street (the old National Road, and subsequently, U.S. Route 40), the area's major arterial road, was changed, and a new bridge was built. In 1988, the Indianapolis Zoo relocated to the area immediately north of the GM site, transforming the area, which

previously had been characterized by vacant land and railroads. South of I-70 and the site, the pharmaceutical company Eli Lilly has constructed a large tech center to support its research and headquarters operations.

Land Use and Recent Planning Initiatives

Land use in Indianapolis is guided by the Marion County Comprehensive Plan. It comprises neighborhood plans, corridor plans, park plans, the Marion County Thoroughfare Plan, and township-level land use plans. Proposed land use in the GM Stamping Plant area consists of three separate land use plans: the Near Westside Neighborhood Plan (1994), the West Indianapolis Neighborhood Plan (1996), and the Regional Center Plan 2020 (2004). Zoning on the GM plant site is I4U RC—Heavy Industrial Urban, Regional

Center. Adjacent zoning classifications include C1 RC—Office Buffer District, Regional Center; C3 RC—Neighborhood Commercial, Regional Center; D5 RC—Dwelling District Five, Regional Center; and CBDS RC—Central Business District Special, Regional Center.

The West Indianapolis Development Corporation is currently leading an effort to update the 1996 neighborhood plan.

The Panel's Assignment

The panel was asked a series of questions intended to elicit a group of strategic recommendations to allow the city and community to handle the closure of the site as a manufacturing facility. These questions included the following:

Economic Potential

- What are potential reuses for this site, given current Indianapolis market conditions?
- What are the range of costs and benefits of each reuse scenario?

Connectivity

- How can this site be better linked to the downtown?
- How can the site take advantage of its proximity to (proposed) transportation links between the downtown and the airport?
- How can this site better use the natural asset of the White River?
- Can use of parks and open space stimulate the reuse of the site?
- How can the reuse of this site enhance and benefit the existing neighborhood to the west and south?
- What infrastructure retrofitting is necessary on or around the site to make it more developable and marketable?

The GM Stamping Plant and its industrial predecessors have been a fixture in Indianapolis since the late 19th century.



Regional map.



Environmental Considerations

- To what extent does environmental exposure hinder development possibilities for this site?
- What additional environmental remediation is necessary?
- What are strategies to mitigate environmental restrictions so as to maximize reuse possibilities?

Implementation

- What is a realistic timetable for reuse of this site?
- What are the critical steps and sequence of events that are required for each reuse scenario?
- What role should the city play in reuse of the site?

Summary of Recommendations

Following an intense week of interviews, site tours, and discussion, the panel recognized a significant opportunity to steer redevelopment of the site. The recommendations set forth here were formulated to create a large-scale, mixed-use redevelopment program appropriate within the context of the city, the neighborhoods surrounding the region, and the existing business climate. However, consistent with the city's instructions, the panel understands one overriding restriction: if an industrial user expresses interest in this site for an industrial use or if a potential developer wants to acquire the whole site for a single use, such options should be seriously explored before undertaking the redevelopment outlined in the panel's recommendations in this report.

If an industrial use is not found, the panel recommends the following:

- The city or appropriate development entities should purchase the entire property as quickly as possible to gain control over future redevelopment of the site.
- A vision for future redevelopment of the site should be established. The panel recommends that the vision consist of a mixed-use, mixed-income neighborhood



that becomes an extension of downtown Indianapolis, compatible with the existing surrounding neighborhoods and nearby land uses.

Panel chairs Bill Hudnut and Wayne Ratkovich with panelists Dick Galehouse and Tom Murphy consider a new design for the GM Stamping Plant.

- A framework plan conceptualizing the panel's vision should address connectivity and infrastructure improvements, create new open-space amenities, establish new community facilities, and revise the land use plan to permit the adaptive use of the GM Stamping Plant. The adaptive use of the site should include primarily residential and retail uses that will attract new residents with a variety of incomes, ages, and lifestyles. The new neighborhoods will celebrate the concepts of lifelong learning and neighborhood collaboration.
- A new bridge across the White River that connects the GM Stamping Plant site with downtown Indianapolis would create a landmark entry point to downtown Indianapolis. The panel suggests an iconic, cable-stayed bridge that provides residents and visitors with a needed transportation link while acting as a signature for the new neighborhood and emphasizing its bond with downtown.

Vision, Assumptions, and Setting the Stage

IF THE PLANT IS NOT SOLD to an industrial user, what is the appropriate use for the site? Many of the persons the panel interviewed used such phrases as “The sky’s the limit”; “Think big; be bold”; and “This offers a rare opportunity to create a higher and better use for the site.” Such direction led the panel to suggest an overarching vision of a mixed-use, mixed-income, coherent, sustainable neighborhood linked to both the river and the downtown. The panel worked through this challenge and came up with a series of assumptions as the premise for fleshing out the details of the new neighborhood.

Making Assumptions

First, the panel assumed that this quadrant on the west bank of the White River should become part of the city’s downtown. It is a piece of the mainland, not an isolated island: along with the zoo, it forms a gateway from the west to the central part of the city with all its amenities.

Second, because the site fronts on the White River, the river must be regarded as an asset, not a liability. For too long, America’s cities have turned their backs on water. Now, with White River State Park and Indiana University–Purdue University Indianapolis (IUPUI) leading by example, the panel suggests the river become an integral part of the site’s redevelopment.

A site of this size required the panel to make assumptions on the following subjects:

- **Sustainability:** Green space, eco-friendliness, and energy efficiency will be requirements for the reuse.
- **Connectivity:** Trails, roads, intersections, and bridges—things that give people and vehicles access in and out of the place—will be important to connect the site to the rest of the city. The panel does not regard the site

as a stand-alone project. It must be connected to what the community thinks of as downtown as well as to the nearby neighborhoods with feasible external links and sensible internal circulation patterns.

- **History:** The site’s link to the past is an important consideration in designing its future. Thousands of auto workers have gone in and out of its gates, and the panel felt the collective community pain in the plant’s closing. The site itself constitutes but one of many automobile-related plants in Indianapolis. These plants gave life and livelihood to generations of central Indiana families, so the panel asks: Can some of the stamping plant structure be saved as a reminder of this heritage? Can the city’s investment in automobile manufacturing be memorialized with a monument or something similar on this site?
- **Revenue generation:** Whatever is done here ultimately will have to generate revenue through the creation of tax base and jobs.
- **Property control:** The city must secure control of the site within nine to 12 months and create an entity to manage the planning and financing of the redevelopment.
- **Long-term initiative:** The project will be a long-term effort. It will not happen in a day or a year. The panel anticipates that full implementation of the site’s reuse could take ten to 15 years.
- **Future proof:** What is developed on the site must provide a framework, a foundation, to accommodate change over many years.

These assumptions provide the general themes for the site and are the basis for more specific recommendations later in this report.

Setting the Stage

The GM Stamping Plant and its predecessors have been a part of industrial Indianapolis for 140 years, creating jobs for the citizens of Indianapolis and products for a growing country. For the past 75 years, GM has occupied the 100-acre site, growing the building area to the 2.2 million square feet that exists today.

During the site's long industrial period, Indianapolis grew dramatically into one of America's major cities, edging ever closer to the plant site. The site can be seen easily from downtown, and the site affords an inspiring view of downtown. As noted previously, the panel believes redevelopment of this site must be done in the context of making it part of downtown.

Adding 100 acres to the downtown of a major and mature city is a rare opportunity of historic significance. To measure the significance of a 100-acre site, a portion of downtown Indianapolis that would be equal in size would include, from east to west, all of the area between the City-County Building and the State Capitol. From north to south it would include all of the area from Depew Memorial Fountain to Washington Street. (See illustration at right.)

The ULI panel faced two alternatives in responding to the city's charge. One choice was to develop a specific plan that would precisely identify the type and location of land uses the panel deemed appropriate. The panel chose the second alternative, preferring to create a framework or stage upon which the future may be crafted.

Inspiring the Future

The redevelopment of an urban site of 100 acres will involve many participants and touch many lives. The panel's conclusions and the plan it proposes are intended to inspire creativity, innovation, variety, and particularity. American

cities are occasionally criticized for looking too similar. The GM Stamping Plant site and the panel's recommendations present an opportunity for Indianapolis to add something that is truly unusual.

The panel's ultimate goal is to create an extraordinary opportunity for the city and for all those who will be participating in shaping the future of this critically important property. In this report's "Development Strategies" chapter, the panel details a suggested development program that includes a mix of residential, commercial, and civic uses that could approach a \$300 million investment on the site.

The magnitude of the development offers the opportunity for financial soundness and success for the city and for those involved in its creation. Those selected to manage the implementation of the proposed development should be chosen carefully and must possess the wide range of skills required by such a complex task. A combination of lofty ambition and financial discipline ranks high on the list of required skills.

The GM Stamping Plant boundary is overlaid on downtown Indianapolis to give a sense of the plant's scale.



Market Potential

UNDERSTANDING INDIANAPOLIS'S SOCIO-ECONOMIC TRENDS as well as those affecting the study area helps establish the opportunities and constraints for future land uses at the GM site. From information obtained through interviews and an analysis of current market data, the panel believes that the site is well suited to sustain a mix of uses that captures current market interests as well as to build on potential markets, thereby mitigating the risk of any one use failing.

City to National View

Like many Midwest cities, Indianapolis has experienced the shift from a heavy manufacturing base. As the state capital, with a growing higher education and health care segment that features a nationally ranked medical school, and benefiting from an extensive regional transportation network, Indianapolis is building a firm foundation for continued growth.

As the nation continues to recover from the “Great Recession,” Indianapolis moves ahead. Long noted for the range and affordability of its housing, Indianapolis did not experience the residential-led market slide felt in many other markets. While home prices nationwide rose 7.7 percent from 2002 to 2007, according to the S&P/Case-

Shiller Home Price Indices, they are projected to fall 6.3 percent for the 2007–2012 period. The earlier numbers for Indianapolis were 2.1 percent and are projected to be essentially flat for the latter period. The pent-up demand for additional residential and supporting retail and commercial will look for locations within a short distance of the central business district, state offices, cultural sites, and sports venues. The panel believes that with the proper investment and planning, the GM site could provide an outstanding location for that pent-up demand.

Population Growth, Employment, Income, and Housing

Indianapolis's diverse employment base kept unemployment below the national rates. Employment is projected to essentially match that of the United States in 2012 at 1.1 percent, and based on projections, at 2 percent for 2011, to slightly exceed that of the United States for the same period. As an economic hub for the region, including the medical school, Indianapolis draws both domestic and international migrants each year. This population growth creates further economic opportunity.

Indianapolis comfortably leads the United States in median household income at \$55.2 million in 2010, compared with

U.S. Metro	Manufacturing			Professional and Business Services			Education and Health Services		
	1990	2010	% Change	1990	2010	% Change	1990	2010	% Change
Indianapolis	112.5	82.3	-27	62.0	121.1	95	65.0	127.2	96
Baltimore	128.5	59.5	-54	123.1	191.4	55	145.8	244.6	68
Philadelphia	246.9	130.1	-47	213.6	286.0	34	278.3	434.5	56
Pittsburgh	130.6	85.5	-35	126.6	155.6	23	160.2	239.8	50
United States	17,695.0	11,743.0	-34	10,848.0	16,991.0	57	10,984.0	19,838.0	81

a national figure of \$50.5 million. Despite the projected employment growth, the expected increases in the population will lead to essentially flat wages because labor supply is projected to exceed demand. Indianapolis is projected to end 2012 at household income of \$58.2 million, still markedly ahead of the United States at \$53.3 million.

Although a relatively young city by many standards, Indianapolis maintains parts of its history in its homes and buildings. In early times, much of the city saw housing built on the basis of walking proximity to jobs and later on the basis of travel by street car and trolley. The nationally recognized Lockerbie neighborhood is one such example.

With the automotive history of Indianapolis, it can well claim a leadership position in the transition of America to the automobile-based economy that changed the United States in so many ways. As the country moves into a different economic base and with changes in demographics, major cities are beginning to experience changes in housing patterns. The flow to the suburbs is now becoming a trickle back downtown.

Like many cities, Indianapolis has seen increasing housing options being created downtown. Within the past five years, many new rental and condominium units have been constructed downtown. Although some condominium projects have moved to rental in recognition of the market, rental occupancy is very strong, and downtown rental rates are among the highest in Indianapolis. This development has been concentrated east and southeast of Monument Circle below Massachusetts Avenue, closer to the historical residential neighborhoods.

Contrasting Populations

Census and other market data provide information about these new urban dwellers in downtown and the contrasting populations around the GM Stamping Plant. Environmental Systems Research Institute, Inc. (ESRI), has collected data from a variety of sources and has organized these data in its Tapestry Segmentation. Tapestry Segmentation classifies U.S. residential neighborhoods into 65 unique market segments based on socioeconomic and demographic

characteristics. The illustrative labels for each segment allow users to quickly correlate locations with common lifestyle descriptions. Tapestry Segmentation is linked to ESRI's powerful family of Geographic Information System software, which allows precisely defined reports.

East of the River

For the areas in downtown east of the White River, ESRI identifies the population as primarily "Metro Renters." Metro Renters are young, well-educated professionals or students, primarily white, mainly single with middle-level incomes commensurate with new careers, and full- or part-time students. The new residents fitting these descriptions are young professionals who want to be close to the dining and entertainment options along Massachusetts Avenue, graduate students at IUPUI, and empty nesters moving to be closer to cultural and other options offered in the city. As one interviewee observed of the first and last groups, "The kitchens don't get used much."

Those moving downtown do not yet present sufficient numbers to attract the full range of service retail available in the suburbs. Developers have said that despite allowing for retail location in new residential buildings, leasing has been disappointing.

Nonetheless, the flow back into the city is real, and age demographics indicate empty nesters will be looking for the downtown experience. The younger Metro Renters will also be looking for this type of experience. To keep them downtown once children arrive, the education options must be attractive. In that regard, all around the country, cities and counties have been using various models of magnet and charter schools as a viable approach to improve education opportunities. Current city planning and pending private development, such as north of South Street, are focused on the southeastern quadrant of the city.

West of the River

By contrast, ESRI identifies the areas on the west side of the White River, near the GM Stamping Plant, as "Home Town" and "City Dimensions." Home Town residents are located in primarily single-family detached homes whereas City Dimension residents are located in primarily multifamily

or attached housing. Both Home Town and City Dimension residents are skilled service providers with lower-middle incomes and primarily high school educations. Both designations are dominated by those living in either single- or one-parent homes. Moving out in a one-mile radius from the GM Stamping Plant site, the panel noted that only 50 percent of the total population was living in family units, significantly below the 64 percent level at a three-mile radius and 72 percent at the five-mile radius. Of those within the one-mile radius, 38 percent had never married.

Also of note was the level of male population, constituting almost 64 percent of the population at the one-mile radius; 46 percent of the males were between 20 and 39 years of age. There were 175 males for each female in the one-mile area.

Trends in the Study Area

With White River as a dividing line, the west side of Indianapolis has experienced a different history. Once providing housing for workers in heavier industry, much of the area is now in transition.

Based on 2010 data, in a one-mile radius from the plant, which includes the Valley area, 52 percent of the homes predate 1939, compared with 36 percent within the five-mile radius. In a one-mile radius, median value of owner-occupied units is substantially lower than those in a five-mile radius. During the interviews, the panel was told that 60 percent of the homes are investor owned and rented. Renter-occupied median rent for the area was \$400, compared with \$321 in the five-mile radius.

Median family income within a one-mile radius from the plant was \$36,000, compared with \$40,000 in the three-mile radius. Part of this difference may be caused by the differing education levels. While 35 percent within the one-mile radius were high school graduates, only slightly below the 36 percent at the three-mile radius, at 11.8 percent the number with some college was noticeably lower than the 17 percent at the three-mile radius.

The preceding data point to an area distinctly different for the downtown residential areas east of the White River. The panel's opinion is that the GM Stamping Plant site can provide downtown with its next iteration of residential and commercial growth. The remaining sections of this report lay out the land use and development strategies to accomplish this goal.

Planning and Design

INDIANAPOLIS HAS A GREAT TRADITION of city planning. In the 1820s, the state of Indiana commissioned Alexander Ralston, who helped design Washington, D.C., as an apprentice to French architect Pierre L'Enfant, and Elias Fordham to design the new capital city of Indianapolis. Adapting L'Enfant's plan for Washington, D.C., Ralston and Fordham laid out the city on a grid, one mile on each side. At the city center they placed Governor's Commons, a circular street and commons from which four diagonal boulevards extended in a radial pattern. The form of the original plan is visible today in Monument Circle and Indiana, Massachusetts, Virginia, and Kentucky avenues.

In keeping with this history, the panel evaluated the site context, identified issues and opportunities, and suggested a conceptual framework within which development and implementation strategies can be applied.

Site Context

The GM Stamping Plant occupies a 102-acre site within the West Indianapolis neighborhood in the southwest portion of the Regional Center. The plant is framed by White River Parkway to the east, the CSX railroad and Washington Street to the north, Harding Street to the west, and Oliver Avenue to the south. The White River is a natural asset that defines downtown Indianapolis and binds the city's east and west neighborhoods. The conceptual framework plan views a broader context that addresses the relationship of the plant site to its surrounding neighborhoods and cultural amenities. This broader view generally includes the Indianapolis Zoo immediately to the north as well as connections to IUPUI and the White River and links to Lucas Oil Stadium district to the east and the Valley neighborhood extending to I-70 to the south.



Issues and Opportunities

The panel identified various issues and opportunities that helped it refine the suggested development concepts. These opportunities include the following:

- A location within walking distance of downtown Indianapolis and its employment center, educational opportunities, and cultural amenities;
- The nearby locations of several significant institutions, including Eli Lilly and IUPUI, and their workforce and student populations;
- An ideal site to address the market opportunity for downtown housing;
- The proximity of cultural and entertainment venues such as the Indianapolis Zoo, Lucas Oil Stadium, the Indianapolis Cultural Trail, and the various museums in and near downtown; and
- Significant natural and recreational amenities, including the White River, the proposed greenway extension, and views of the White River dam and city skyline.

The components of greater downtown Indianapolis include the White River, the GM Stamping Plant, the baseball stadium, the football stadium, the zoo, and Indiana University–Purdue University Indianapolis.

The conceptual framework plan addresses the key issues challenging the site, among which are

- The site's physical isolation from a transportation perspective, with constrained vehicular access, lack of adequate pedestrian accommodation, and several active rail lines along its northern edge;
- The perception of the site as being on “the other side of the river”; and
- The historic use of the site and the industrial character of the riverfront dating to the 1830s when mills lined the White River and neighborhoods “turned their backs” on the river.

A conceptual framework for a new mixed-use urban community on the GM Stamping Plant site.



The railroad overpass on White River Parkway Drive, at the northeast corner of the GM Stamping Plant.

Conceptual Framework Plan

The conceptual framework plan revolves around the vision for the site as a new mixed-use, mixed-income neighborhood. The framework attempts to inspire action and investment by suggesting a set of physical improvements that can establish this site as a new neighborhood that is both distinct from, but part of, the larger downtown of Indianapolis. The framework hinges on the elements described in the following sections.

Connectivity

The conceptual framework plan for the GM Stamping Plant site embraces the White River. Through a series of intersection improvements to Harding Street to the west, extension of the White River linear park on the west bank of the White River, and placement of a new bridge as an extension of South Street to provide connectivity to the downtown Regional Center and existing west side residential neighborhoods to the south and west of the site, the plan connects the site to the downtown.

With the placement of a new bridge across the White River on the alignment of the existing South Street, the site will be within walking distance of the downtown Regional Center and Lucas Oil Stadium. The proposed new cable-stayed bridge is expected to become an iconic symbol of this new downtown neighborhood. Improvements are proposed to the intersection of Harding Street and Oliver Avenue and Harding Street's connection to Washington Street. The intersection improvements, coupled with landscape and lighting improvements, will provide a new highly accessible face to the western side of the property.

The proposed concept plan with its wide setback from the existing levee proposes to double the size of the open space fronting the White River, allowing the extension of the regional trail network. A transit station is proposed on the northern edge of the property along the alignment of the proposed regional transit connection from the airport to Union Station.

Open Space

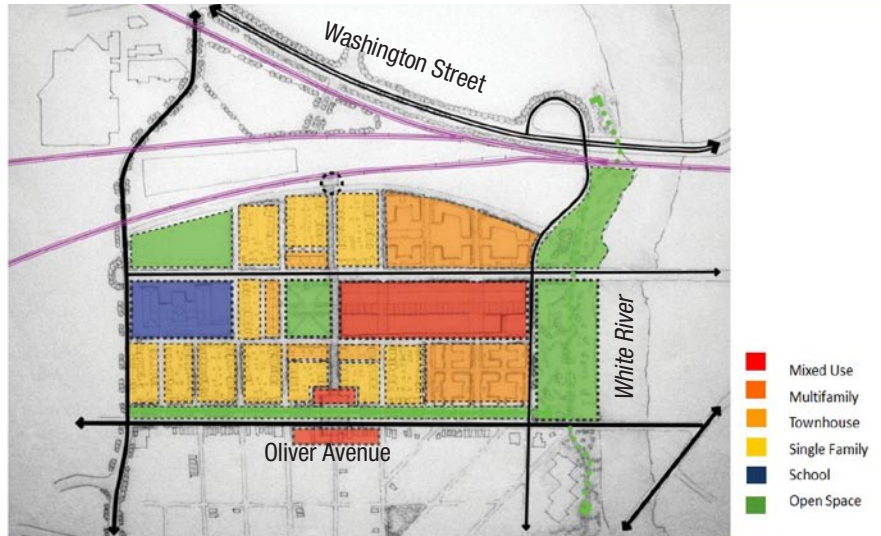
The proposed master plan provides for an additional 8.5 acres of open space on the White River along with a series of new community parks, including a promenade along the entire length of Oliver Avenue, a plaza at the intersection of Oliver Avenue and Division Street, a town common in the center of the new neighborhood, and eight acres of playing fields adjacent to a proposed new school and community facility complex.

Community Facilities

Community facilities include a new school and community center as part of a lifelong learning program for residents, along with daycare, a neighborhood marketplace, and community parks. Sites will be available for public safety facilities, churches, and other community institutions such as an outdoor performing arts facility or band shell. A 16-acre school and community center is illustrated in the preliminary concept plan, including eight acres of playing fields.

Land Use

The proposed concept plan envisions a mixed-use neighborhood with a full range of housing types that include single-family bungalows, townhouses, and mid-rise apartments. The preliminary site development concept illustrates 1,200 dwelling units. A grocery store and full range of retail services are envisioned to support residents of the community. As much as 300,000 square feet of commercial use can be accommodated on the site.

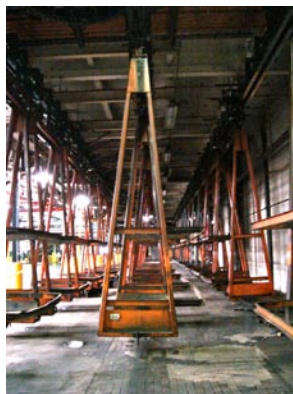


Adaptive Use of the GM Facility

The proposed plan envisions the adaptive use of approximately half the GM building for mixed-use space for incubator uses, a fresh food market, and restaurants, with loft housing envisioned on the upper two floors above mixed-use commercial uses on the ground floor. Three floors of use can be accommodated within the high-bay space of the existing GM facility.

A conceptual framework for a new mixed-use urban community on the GM Stamping Plant site.

Although portions of the existing buildings can be retained, much of the site will need to be cleared to accommodate the new residential and commercial uses.



Development Strategies

THE PANEL RECOMMENDS that the new neighborhood that emerges from the former GM Stamping Plant site be guided from its inception by the principles of sustainable development. During the past 45 years, the city of Indianapolis has been reinventing itself, and the GM site offers yet another opportunity to continue that transformation by the creation of a new urban neighborhood within walking distance of the central business district. The panel also recommends that the new neighborhood be thought of as including all the adjacent neighborhoods within the study area boundaries recommended by the sponsor. The panel is convinced that the best outcome for the city, for the existing neighborhood residents, and for the new neighborhood to be created will be achieved if the development on the site is part of the existing fabric of the city.

Uses

The use of the site should be guided by a holistic approach to community building also known as responsible redevelopment. That development framework posits that the focus of the redevelopment should be not just on building buildings but also on creating a vibrant mixed-use, mixed-income community that enhances the vitality of the city. Uses for the site should include features that will make the area an attractive place to live, work, and visit and that link the community to downtown Indianapolis. Proposed features include the following:

- Partial use of part of the existing big building on the GM site for the following:
 - Artist live/work/gallery space;
 - Market; and
 - Hydroponic growing;

- Housing: both rental and for-sale available at a variety of price points;
- School and community recreation and health facilities;
- Street-level retail shopping;
- Business incubation clusters;
- Involvement of anchor institutions;
- A lifelong learning opportunity; and
- Access to health care.

The panel recommends that the physical fabric of the neighborhood be based on a pattern intended to provide a sense of unity to the long-term buildout of the site. The new street grid is similar to the grid in the adjacent neighborhood to the south. The panel also recommends that the architectural design of the new buildings be based on two principles: (a) a pattern book of architectural types drawn from examples in other Indianapolis neighborhoods; and (b) retention of certain portions of the old factory structure to provide a connection to the site's history and an element of innovation in the architecture. The proposed site plan permits a wide variety of uses to be assembled in a highly flexible form.

All these uses will help add to the city's tax base and attract additional visitors to the city.

Partial Use of the Existing Building

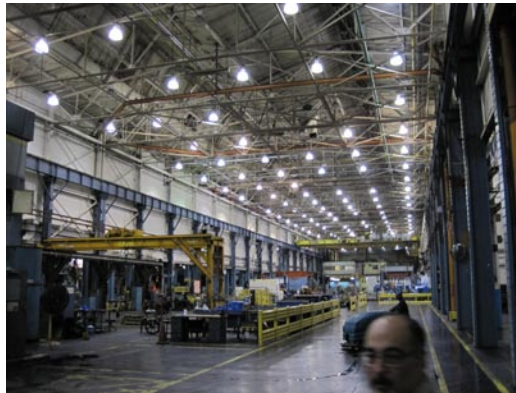
The distinguishing feature of the study area is the river and the shoreline of the river. Another great symbol or feature of the site is the GM Stamping Plant itself. It is a monument to a moment in American and world history when America built a mammoth industrial infrastructure, and it is also a tribute to the hard work and ingenuity of the American worker whose skill produced products for the

entire world. The panel recommends that selected portions of the factory be retained as part of the organizing grid of the neighborhood and to provide a unique space for some selected neighborhood uses.

The large building on the GM site that houses the presses is symbolic of the site. The panel recommends that once the presses are removed the site be subdivided to accommodate a variety of uses, which can include the following:

- Because this area can be characterized as a “food desert” with very limited access to fresh produce and areas for grocery shopping, the panel recommends that a portion of the building be devoted to a retail shopping market with vendor stalls selling fresh produce, other fresh food, and places to eat. Models of this type of market exist in Philadelphia (Reading Terminal Market), Baltimore (six public markets including Lexington Market), St. Paul/Minneapolis (Midtown Global Market), Boston (Faneuil Hall Marketplace) and Washington, D.C. (Eastern Market). Such a facility would serve residents of the immediate area and attract residents from throughout the city to shop and browse. It would offer opportunities for entrepreneurship to residents who could use the market to start small businesses in a cluster that would enhance their chances for success.
- Artists and art galleries are a proven way to attract visitors to an area, and they add a vibrancy that enhances the quality of life for area residents as well. The panel therefore proposes that another portion of the building be developed as work and gallery space for artists. A very successful model for this use is the Torpedo Factory in Alexandria, Virginia. Because artists often need large venues to display large works of art, this space could also be used to exhibit such works.
- Another portion of the building or the Distribution Center could be devoted to hydroponic businesses that would demonstrate how to grow fresh foods and sell them.

The different clusters of activities could be master leased to area organizations to manage and to generate revenue that supports community initiatives.



The high-bay space within the main plant building will be repurposed for a variety of uses.

Housing

The panel proposes that the area contain housing units of mixed types that will attract a variety of residents to the area:

- Housing for empty nesters looking to move closer to the city and its amenities;
- Rental and homeownership units for young families; and
- Housing for young people and artists.

The housing types could include condominiums, rowhouses, cottages, and small-lot, single-family homes. In addition to private funding sources, government funding programs, many of them based on eligibility, would support the development of such housing. The panel envisions the site as both a mixed-use and a mixed-income neighborhood, so a portion of the units should be considered for workforce housing. In addition to the Low Income Housing Tax Credit program, Community Development Block Grant and Block Grant funding are available on a formula or entitlement basis tied to the city developing a comprehensive plan for the redevelopment of the area. The U.S. Department of Housing and Urban Development (HUD) has sustainability grants that could support this housing. The federal government is also supporting “cross cylinder” programs and encouraging targeting of its funding, which could help fund housing in this area. In addition to HUD, the Department of Transportation (DOT) and the Department of Energy (DOE) have programs that could assist with funding this work.

School and Community Recreation and Health Facilities

Attracting families to a redeveloped area means providing a K–12 school of excellence that will serve the community. The school could also contain a health suite to serve the students and a recreational facility that would be available to residents during nonschool hours and serve as a neighborhood recreation facility. As the panel understands the situation, the mayor of Indianapolis has the unique ability to authorize charter schools. The panel feels this site is an excellent opportunity for a charter school, whose location here can be a primary amenity to young families looking to locate near downtown. The school could also provide a venue for community residents to host speakers and support “lifelong learning” featuring lecturers and presentations on topics of interest to all ages by speakers from area schools and elsewhere. The existence of such a facility would serve as the “hook” to attract families with children to move to the area because of the quality of the education their children will have the opportunity to receive. As noted earlier, charter schools have been a key component to revitalizations effort in many cities around the country.

Street-Level Retail Stores

The presence of street-level stores will provide additional places for people to shop and dine and to enjoy other forms of entertainment that are less suited for a market environment. Such stores and restaurants will also attract visitors to the neighborhood and provide additional security for the community. As noted later in this report, the precise design for street-level retail at the extreme eastern end of the site will require significant planning to ensure that it takes best advantage of its proximity to the park, waterfront, new bridge, and vistas of downtown.

Business Incubation Clusters

The panel proposes that a portion of the site be developed as an incubation cluster. Clusters have become a central framework of the federal government’s approach to helping areas that are experiencing the loss of manufacturing jobs. The government’s cluster theory posits that manufacturers

and suppliers often want to be in proximity to collaborate on product design. Planners theorize that companies want to be near universities to benefit from the latest innovations. And such clusters attract still more companies that seek access to a large pool of skilled workers. Given the proximity of the site to universities, creating opportunities for jobs and skilled workers in this area seems to be a logical approach.

The trend in areas that are experiencing the loss of traditional factory jobs is to develop industry clusters that group manufacturers, suppliers, training programs, researchers, and others in the same location. Examples of the fields they focus on include clean-energy industries, biomedicine, medical devices, electronics, renewable energy, and aerospace. According to the federal government, in clean energy alone, 20 regional nonprofits have sprung up around the country in the past three years to coordinate funding and product-launching efforts among companies, universities, entrepreneurs, and state agencies.

Government funding is available to support the development of such a cluster strategy. The Obama Administration’s 2012 budget proposes a competition to identify 20 potential clusters that would receive a share of \$2.5 billion in financial incentives.

Anchor Institutions

Anchor institutions include not only educational and medical uses but also area businesses such as Eli Lilly, Simon Property Group, the various sports venues and museums, and state and local government agencies. These entities should be encouraged to develop programs that would motivate their employees to live and work in the redeveloped community. Programs known as employer-assisted housing, which offer incentives such as loan buydowns and loan forgiveness, are excellent recruiting and retention tools. Commitments by these businesses to buy from vendors in the redeveloped community and to support the business incubators would also contribute to the success of the redevelopment effort.

Lifelong Learning Community

During the next 20 years, 87 million people will retire. Indications are that they will retire with excellent health and financial security. They will remain physically and mentally active. To respond to this demographic phenomenon, a growing movement in various cities and communities around the United States plans to create environments that support lifetime learning in residential communities. This movement grows from awareness that people's lives are enriched when they are engaged in a continuous process of learning and that this process should never stop. Evidence suggests that people who are engaged in ceaseless learning are happier, that they tend to have higher levels of civic participation, and that they are more likely to continue to make contributions to society through such means as volunteering even as they grow older.

The conviction seems to be growing that a community can take specific steps to create an environment that enhances the likelihood of lifelong learning among its residents. For instance, the city of Santa Monica, California, includes the following in a mission statement on its website: [Santa Monica will be] "a community committed to strengthening educational planning for all ages and stages of life with learning opportunities that enhance the personal, social, and professional goals of all residents."

Guidance from the United Nations Educational, Scientific and Cultural Organization defines lifelong learning within four broad areas:

- Learning to do (acquiring and applying skills, including life skills);
- Learning to be (promoting creativity and personal fulfillment);
- Learning to know (an approach to learning that is flexible, critical, and capable); and
- Learning to live together (exercising tolerance, understanding, and mutual respect).

The principles that guide the formation of a lifelong learning community include the following:

- Ability to be a lifelong learner is instrumental in enabling an individual to adapt and succeed in our rapidly changing society.
- No single institution can effectively meet the learning needs of all the residents.
- Access to learning greatly enhances the quality of life for all residents and is a legitimate and appropriate concern of government.

The panel recommends that the master developer of the site select a partner organization to begin the planning for the GM Stamping Plant site reuse as a lifelong learning community. Among the early phase initiatives to accomplish this objective, the panel recommends that a charter school be created and that programs for senior citizens be established so that both programs become part of the new neighborhood from the very beginning. Such an organization should have the capacity to assemble a partnership among the mayor's office for charter schools, local universities and hospitals, and agencies that currently provide services to senior citizens.

The initial program will be designed to attract three specific audiences: children and their families; seniors seeking to live in a new urban neighborhood that provides enhancements to the quality of their lives; and the existing residents of the neighborhoods adjacent to the GM site on the north, south, and west. The provision of a lifelong learning infrastructure would set this neighborhood apart from other more established neighborhoods, giving it a form of competitive advantage, and would provide a template to extend a similar approach to other city neighborhoods in the future.

Continuing Care

As previously indicated, over 87 million people are expected to retire during the next 20 years. A residential product growing in popularity is called continuing care. Such facilities provide a secure environment for seniors

as they gradually come to require increasing services to maintain their quality of life. The panel recommends that as part of a holistically designed neighborhood, the master developer consider providing this kind of residential product in the new neighborhood. The proposed street grid system provides such an opportunity from a site planning and design perspective.

Waterfront

The state and the city of Indianapolis have already made a major investment in the waterfront with high-quality results. Moreover, the gradual water quality improvements that will result from the Combined Sewer Overflows project currently underway by the city will lend an additional upgrade. The city should capitalize on the improved water quality and recognize the waterfront as not only an asset but also a prime focal point for the new development. The panel recommends that the public agencies and advocacy organizations involved in the reclamation of the White River maintain the current high standards of design. The waterfront design and implementation would be based on a thorough understanding of the ecology of the prairie and its ecosystems. The panel recommends that the river and its environs be seen as part of the larger prairie ecosystem, and that remediation attempt, so far as possible, to reestablish the ecosystems of the ancient prairie. That is, plantings, topography, and other features should be based on what is ecologically sustainable with minimum future cost or investment.

A substantial, meaningful waterfront park should be constructed along the existing waterfront. This waterfront park should be combined and integrated with those portions of the new development (primarily those portions of the GM Stamping Plant building that will be reused) to provide an active, vibrant pedestrian area that not only serves both the visitors of the park and retail uses but also serves the residents of the new community. The panel debated whether the White River Parkway should act as an edge of the new development (located east of the reused buildings) or be integrated into the commercial area (west of the reused buildings). Arguments favor each concept.

For instance, in the edge approach, the parkway allows visitors an unimpeded view of the park, the river, and the downtown skyline. In the integrated approach, the use of the ground-floor commercial for restaurants opening onto the new park allows dramatic views of the skyline and would likely improve success of these retail businesses. The panel determined that such a decision is best left until more design work is completed on the South Street Bridge connection and the specifics of the plant building reuse. In either case, the park and reuse of the building will provide a dramatic focal point for the development.

The panel recommends that the state and city continue to make use of art to enhance the waterfront development, as is already being done on the pedestrian bridge that follows the route of the former national road where specific art works are placed in the environment much as they might be in a museum. Ancient and modern examples of “Earth Art” or “Environmental Art” should be looked to for inspiration for the final form of the river reclamation. Several examples of Earth Art are “The Lightning Field” by Walter de Maria, near Quemado, New Mexico; the Washington, D.C., Vietnam Veterans Memorial by Maya Lin; James Turrell’s work at Roden Crater, located outside Flagstaff, Arizona, where he is turning a natural cinder volcanic crater into a massive naked-eye observatory; and the monumental earthwork “Spiral Jetty” by Robert Smithson, located on the Great Salt Lake in Utah. In these cases, the natural features of the site are designed in such a way that they are the art. Examples also exist from ancient cultures where the natural environment was clearly thought of as an opportunity for artistic expression. The panel recommends that the government agencies involved in the White River improvement process consider such an approach to the river improvement program. However the government and its civic institutions consider the river and its environs, the panel recommends that future investment be thought of as creating a unified, ecologically sustainable environment, guided by the highest standards.

Development Program and Potential Financials

Recognizing that the planning, design, and development programs outlined here provide only a notional framework, the panel believes that outlining some notion of the development program that can be achieved on the site is important.

Some basic financial measurements can be made from the plan the panel is proposing. From land sales to potential developers for the construction of 1,200 to 1,500 homes, the estimates range from \$42 million to \$52.5 million. Revenues from the sale of retail and service sites generate from \$6.25 million to \$8.75 million, and rental income over a ten-year period is projected to generate \$1 million to \$1.5 million. From land sales and rental income, the total estimated revenues over ten years range from \$49.25 million to \$62.75 million. Another measurement that can be made is the total investment by developers and purchasers in the project over its ten-year horizon. This estimate ranges from \$290 million to \$370 million.



Retail, commercial, and recreational uses will overlook the open space along the White River and have views of the Indianapolis skyline.

Revenue Projections, June 2011

Residential Land Sales

Number of Units	1,200	1,500
Land Value per Unit	\$35,000	\$35,000
Total Proceeds	\$42,000,000	\$52,500,000

Retail and Services

Total Square Feet	250,000	350,000
Land Value per Square Foot	\$25.00	\$25.00
Total Proceeds	\$6,250,000	\$8,750,000

Other Revenues

Ten-Year Low Estimate	\$1,000,000
Ten-Year High Estimate	\$1,500,000

Summary

Low Range	\$49,250,000
High Range	\$62,750,000

Investment by Purchasers

Residential

Number of Units	1,200	1,500
Average Price per Unit	\$200,000	\$200,000
Total	\$240,000,000	\$300,000,000

Retail and Services

Retail/Service Square Feet	250,000	350,000
Value per Square Foot	\$200	\$200
Total	\$50,000,000	\$70,000,000
Investment Total	\$290,000,000	\$370,000,000

The panel's recommendations are intended to create a community unique to the city of Indianapolis because of features that offer an exceptional quality of life. With a mix of uses and with a set of institutions intended to provide investment in the people who live there, the panel's recommendations offer the possibility of creating a new downtown neighborhood offering a vision of a new future for the entire city of Indianapolis.

Implementation Strategies

INDIANAPOLIS HAS A LONG HISTORY of implementing creative and entrepreneurial public/private partnerships to build upon as it tackles this development. From the panel's perspective, a number of important actions and issues must be addressed. Among these, clear ownership, site preparation, attention to surrounding neighborhoods, remediation of the plant site, connections to institutions, financing, and attracting private developers are essential.

Site Acquisition

The city should immediately enter into negotiations to acquire the GM Stamping Plant property and surrounding sites. Neither the RACER Trust (which was created to help U.S. auto communities hurt by the GM bankruptcy with a mission of cleaning up and revitalizing 89 former GM locations in 14 states) nor any private entity will be able to undertake this venture and implement the appropriate vision necessary to transform this site and integrate it into the Regional Center. Even as the city makes a last effort to market the site and negotiates the purchase of GM and other properties, the panel believes the scale, complexity, and opportunity of this development demands a single-minded, focused entity that brings together land control, financing capabilities, and deal-making capacity in one organization.

Creation of a Development Organization

As noted, to achieve acquisition and redevelopment goals, the panel believes that the financing, land control, and deal-making capacity need to be in one place. The city should identify or create a centralized organization with the responsibility and authority to control and manage all aspects of the development. This organization needs to undertake the following responsibilities:

- Recruit or contract with individuals that have the sophistication to manage a development of this scale;
- Assume responsibility for the entire mixed-use development and take on the role of master developer;
- Take control of the GM property and assemble additional parcels that are vacant south and west of the GM Stamping Plant, for sale, and delinquent;
- Acquire parcels on the east side of the river that permit the construction of a bridge at South Street and a continuation of the riverfront park;
- Work with the RACER Trust to prepare the site for redevelopment by ensuring remediation of the site and partial demolition of the main building and accessory buildings appropriate to the mixed-use development vision for the city;
- Define a long-term development plan for the site, building upon the initial vision contained in these panel recommendations;
- Begin the process of modifying and updating the Regional Center Plan, Comprehensive Plan, and zoning ordinance to reflect the new vision for the site and enable the types of new uses contemplated by the panel;
- Identify discrete parcels for redevelopment and prepare Requests for Proposal (RFPs) to obtain developer interest in the site, setting the parameters and criteria for developer selection and the terms of the public/private partnerships;
- Begin detailed design of the key infrastructure improvements required to reposition the site and formulate the financing and funding mechanisms to implement these projects;

- Advocate for larger public works and transportation improvements, such as the light-rail system and creation of a transit stop to service this development;
- Look at the broader context of the site and expand its redevelopment activities to include surrounding neighborhoods and sites, including the east shore area opposite the site; and
- Establish or strengthen relationships with the institutional partners that will be key to a successful redevelopment: IUPUI, Indianapolis Zoo, West Indy Development Corporation, and other institutions capable of implementing the redevelopment vision for the site with respect to lifelong learning and an arts community.

This development is going to take at least ten to 15 years to fully implement and will require an entrepreneurial public/private partnership to finance the infrastructure and share the risk of cutting-edge development. The organization responsible for this redevelopment effort, whether it is the city's Department of Metropolitan Development or another organization to be identified, needs to have the staff expertise and sophistication capable of assuming this responsibility. It should have experience in similar real estate development projects, an ability to negotiate with private development interests to ensure a successful project while protecting the interests of the city. Because this long-term project will require a "champion" with focused attention, the organization selected needs to have staying power and the authority to stay with this project until it is completed.

Site Preparation

A new mixed-use community will require significant reorganization of the site as well as transportation and infrastructure elements that serve the GM Stamping Plant.

Environmental Remediation

The panel is recommending that the \$3.7 million earmarked for environmental remediation of the site be put in an escrow account over which the city and the RACER Trust have joint responsibility for disbursement. The city or the development entity established for the redevelopment

should take the lead in environmental remediation. Site remediation can be accomplished more efficiently and more effectively based on the actual redevelopment plan. Where more intensive uses are recommended (i.e., single-family residential), higher levels of remediation may be required; where less intensive uses are recommended (e.g., parking, green space), only minimal remediation may be required. Furthermore, remedial activities can be done in conjunction with building and foundation demolitions described next.

Building Demolition and Preparation for Repurposing

The panel is recommending that the city or its development entity move forward with demolition of most of the main plant building and all the accessory structures as soon as possible upon the conclusion (if unsuccessful) of the initial single-use industrial marketing period. The demolition must include removal of the foundations and basement systems to a reasonable depth. Because foundation and basement systems in the main plant building are substantial, the depth and extent of removal of the foundations should be determined based upon the final development plan and future construction requirements.

Access and Infrastructure Improvements

The development of the infrastructure, for access to the site and on the site, will determine the pace and quality of development. The panel divides the infrastructure investments into short and long term and into three categories:

- Transportation and access improvements (vehicular, pedestrian, monorail);
- Green space, public spaces, and shoreline improvements; and
- On-site road, sewer, and water improvements.

Broader Neighborhood Context

The panel also recommends that the city and its designated development entity take an active role in redevelopment activities in a broader geographic area surrounding the site. Specifically, the city needs to focus on three adjoining areas:

- East Shore Area between South Street and Oliver Avenue;
- Valley neighborhood south of the GM Stamping Plant site; and
- Harding Street along the west side of the site, north and south of Oliver Avenue.

As previously discussed, the panel recommends a holistic approach to redevelopment of the GM Stamping Plant. The plan calls for more than simply redeveloping this 100-acre site on the west side of the White River by also extending downtown to the south and east and across the White River, fulfilling the implied vision and geographic extent of the Regional Center Plan. Three primary areas of broader intervention and a general implementation plan for each are described in the following sections.

Valley Neighborhood

Redevelopment of the GM Stamping Plant into an urban mixed-use neighborhood presents an opportunity to include the existing Valley residential neighborhood south of the site in this urban vision. The city's Department of Metropolitan Development and the Department of Code Enforcement should begin a comprehensive program of neighborhood rehabilitation in this and other surrounding neighborhoods, including code enforcement, new construction, and housing rehabilitation. This activity could include identification of opportunities for acquisition of vacant parcels and properties, perhaps requesting or requiring that developers granted development rights to the GM site have the opportunity to construct new infill housing in this neighborhood.

A portion of net proceeds from sales of development rights from the GM site should be used to establish a revitalization program in the Valley neighborhood, to be administered by the West Indy Development Corporation, that will provide grants or loans for housing rehabilitation. A similar commercial rehabilitation program should be established for commercial establishments along Oliver Street. The city should also establish a program of public realm and right-of-way improvements, upgrading the existing infrastructure where appropriate and creating a more pedestrian-friendly public realm.

Harding Street Corridor

The panel recommends a selective approach to acquisition and redevelopment of vacant and underused industrial properties along Harding Street to extend the West Washington Street Critical Development Area identified in the Regional Center Plan south along Harding Street. Some of this transformation is already beginning with the



The new mixed-use development on the GM Stamping Plant site should be combined with a comprehensive program of neighborhood revitalization in the Valley neighborhood and other surrounding communities.

successful adaptive use of the Lauter Lofts, and it indicates recognition by the local development community of the potential for this corridor. As transportation improvements discussed previously strengthen north-south access along Harding Street from IUPUI on the northeast side of the river to the eastern boundary of the GM site and eventually to the Eli Lilly Technology Center to the south, opportunities to encourage higher-value uses along this corridor should be identified and implemented, particularly between I-70 and Washington Street. The city should acquire available properties, prepare the properties as appropriate for new development (demolition, clearance, environmental investigations, and so on), and prepare RFPs for redevelopment of those properties.

East Shore

To enhance the connection between the downtown core and the GM Stamping Plant site, general improvements and redevelopment of the corridor along the East Shore of the White River (from South Street to Oliver Avenue, along Kentucky Avenue, and toward the White River) are recommended by the panel. Chief among these is the

acquisition of the Diamond Chain property to allow the access improvements previously described. A portion of the Diamond Chain building remaining after construction of the extension of South Street can be offered as an adaptive use redevelopment opportunity. A number of vacant properties along the eastern edge of Kentucky Ave near the Oliver Street intersection should either be acquired by the city or be rezoned to encourage more mixed-use, hospitality, commercial, and residential development, further implementing the “Kentucky Avenue Mixed-Use” Critical Development Area identified in the Regional Center Plan.

Attraction and Selection of Private Development Partners

Once a detailed development plan has been completed and clear development parcels and opportunities have been defined, the city or its designated development entity should issue RFPs for developers. Given the different product types and multiple development opportunities presented by the panel’s recommended vision for the site, multiple developer solicitations are likely. The RFPs should clearly state the goals for that specific parcel or development opportunity, the city’s goals for the project, both programmatically and financially.

Institutional Connections

Implementation of the panel’s recommended development concepts will require establishment of partnerships with several key institutions. These institutions include various city departments, IUPUI, Eli Lilly and Company, the West Indianapolis Development Corporation, the sports venues, the zoo, and many other civic and educational organizations. The panel recommends that the new entity coordinate closely with such organizations. Periodic updates with these organizations should result in specific action agendas for each organization. Periodic revisions to the action agendas will be required, and in the spirit of the new agenda for a lifelong learning in community, the new entity needs to dedicate time and personnel to these liaison activities.

Financing

The financing of the development will come from multiple sources, beginning with the RACER Trust’s obligations to pay for the costs of demolition and cleanup of the site. In regard to the sale price of the site, Section 65 of the RACER Trust charter offers direction:

Criteria for Sale. In contemplating the sale of all or part of a property owned by the Environmental Response Trust, the Administrative Trustee shall consider (i) whether the monetary purchase price is sufficient in light of the project budget for the sale of the property, taking into account any surplus from past properties sold or projected shortfall on the sale of the remaining properties; (ii) the potential for the reuse to create jobs in the State, and the affected community; (iii) other benefits to the State, the Tribe, if applicable, and affected communities (such as increasing tax revenues, reducing blight and providing a sense of renewal); (iv) avoiding a material increase in the cost of or interference with the environmental action; (v) the view of the State, Tribe and affected communities; and (vi) the reputation and credibility of the prospective purchaser.

The value of the property is directly dependent on improvements to the access and on-site infrastructure that will support the proposed reuse. The panel recommends that the RACER Trust sell the property to the city for a nominal amount and hold a position in the development to share in the upside value of the property’s development and recoup its cleanup costs.

The development will require significant public investment in infrastructure to support the private investment. Traditional federal and state funding sources need to be pursued as well as nontraditional public sources such as New Market Tax Credits, historic tax credits, Low-Income Housing Tax Credit for artists’ housing, and newer HUD, DOE, and DOT programs that provide funding for the development of sustainable communities. Private support from foundations and the Community Reinvestment Act eligibility of this neighborhood for banks represent other opportunities. The city’s history of creative financing with tax increment financing and infrastructure funds demonstrates the existing expertise to leverage public funds.

Conclusion

THROUGHOUT THE WORLD, land use changes, generated by corporate business decisions, are altering the physical world in which we live. The loss of an important employment source always strikes at the heart of a community. Numerous examples exist of plant closures resulting in community decline. If changes associated with a plant closure are poorly executed by a corporation or, similarly, if a community fails to respond to the change effectively, the results can be devastating. Fortunately, neither of these scenarios is valid for the recent closure of the GM Stamping Plant in Indianapolis. Both GM, through its successor, the RACER Trust, and the city of Indianapolis are actively and cooperatively involved in identifying a vision for and securing future uses for the site.

In assessing the redevelopment options for the GM Stamping Plant site, the Urban Land Institute panel evaluated the information provided, listened to the city and community stakeholders, and considered many options to create a holistic plan for the area. The panel believes the revitalization of the GM Stamping Plant site will require a dedicated commitment not only from the local government but also from local residents and businesses. The GM Stamping Plant site has supported the citizens of Indianapolis for generations; it is now time for the citizens of Indianapolis to

come together to support it. The panel was impressed with the dynamic and proactive city officials, the development corporation, and their creative efforts to develop vacant parcels and redevelop brownfields for the city's benefit.

The panel believes the site can be successfully developed as a mixed-income, mixed-use community with a variety of housing types, commercial spaces, civic uses, and amenities. As a lifelong learning community, the site will be unique among the neighborhoods of Indianapolis. As a riverfront community, it will embrace its river heritage. The reuse of a portion of the high-bay plant building can be a focal point that harkens back to the industrial legacy of West Indianapolis and celebrates the site that for so many years provided employment to its citizens. Perhaps an obelisk structure on the site representing auto manufacturing in the city would highlight the legacy. A new bridge that connects the site with downtown will become a new landmark and symbol of the city while emphasizing the site's connections with the bustle and activity of central Indianapolis. The substance and worth of the surrounding residents cannot be overemphasized. Revitalizing the adjacent communities in conjunction with redeveloping the GM Stamping Plant site will be a key to redevelopment success.

In 1948, the Urban Land Institute conducted its third-ever Advisory Services Panel for the city of Indianapolis. Among the many recommendations in that report was a call to unify the city and county governments. UNIGOV took 20 years to become a reality, but it happened. Throughout the 1970s, 1980s, and 1990s, the city of Indianapolis revitalized and reinvented itself to become the world-class city that it is today. Indianapolis knows how to think big. In that same spirit the panel asks the community to consider the recommendations in this report.



About the Panel

William H. Hudnut III

Panel Cochair
Chevy Chase, Maryland

Former four-term mayor of Indianapolis and congressman, author, public speaker, TV commentator, think tank fellow, and clergyman, Hudnut is currently a Senior Fellow Emeritus at the Urban Land Institute in Washington, D.C., a lecturer at Georgetown University, and a principal in his own consulting firm, Bill Hudnut Consultants, LLC.

Probably best known for his 16-year tenure as mayor of Indianapolis, 1976–1991, during that time Hudnut used sports to leverage economic growth and maintained the city's AAA bond rating. His stated goal was to build a "cooperative, compassionate, and competitive" city. He spearheaded the formation of a public/private sector partnership that led to Indianapolis's emergence during the 1980s as a major American city. A past president of the National League of Cities and the Indiana Association of Cities and Towns, Hudnut helped Indianapolis record spectacular growth during his 16 years in office.

Hudnut sponsored 17 bills that became public law as a U.S. congressman. He has recently stepped down as mayor of Chevy Chase, Maryland, and as a member of the Board of the National League of Cities. He was a member of the Millennial Housing Commission appointed by Congress during 2001–2002. Before his entry into public life, as a clergyman Hudnut served churches in Buffalo, New York; Annapolis, Maryland; and Indianapolis, Indiana. After leaving the Indianapolis mayor's office, Hudnut held posts at the Kennedy School of Government at Harvard, the Hudson Institute in Indianapolis, and the Civic Federation in Chicago before assuming his position with ULI in 1996.

A much sought-after speaker, Hudnut is also the author of *Minister Mayor* (1987), a book reflecting on his experience in politics and religion; *The Hudnut Years in Indianapolis, 1976–1991* (1995), a case study in urban management and leadership; *Cities on the Rebound* (1998), an analysis of clues to the successful city of the future; *Halfway to Everywhere* (2003), a portrait of America's first-tier suburbs; and *Changing Metropolitan America: Planning for a More Sustainable Future* (2008). Through his writings and the programs he has organized, his work at ULI has concentrated on promoting responsible leadership in the use of the land and in building vital, sustainable metropolitan areas.

Hudnut is the recipient of many awards, including Princeton University's highest alumni honor, the Woodrow Wilson Award for public service (1986); *City and State* magazine's "Nation's Most Valuable Public Official" (1988); the Rosa Parks Award from the American Association for Affirmative Action (1992); and the Distinguished Public Service Award from the Indiana Association of Cities and Towns (1985).

Hudnut graduated from Princeton University with high honors and election into Phi Beta Kappa. He graduated summa cum laude from Union Theological Seminary in New York City. He has received honorary degrees from 13 colleges and universities.

Wayne Ratkovich

Panel Cochair

Los Angeles, California

Ratkovich is the founder and president/CEO of The Ratkovich Company (TRC), a Los Angeles development firm whose focus is to “profitably produce developments that improve the quality of urban life.” Specializing in urban infill and rehabilitation projects, his firm has accomplished large-scale urban planning and entitlement endeavors as well as retail, office, entertainment, and mixed-use projects. His company engages in both new development and the imaginative reuse of existing buildings, including eight buildings of historic landmark status.

Ratkovich has developed over 13 million square feet of office, retail, industrial, and residential properties. Projects the company has to its record include the James Oviatt Building, the Fine Arts Building, the Pellissier Building and Wiltern Theatre, Chapman Market, Ladera Center, an urban campus for the Fashion Institute of Design and Merchandising, the city of Glendale’s Alex Theatre, and a variety of high-technology complexes, including the Irvine Technology Center and the Von Karman Corporate Center. TRC’s work has been recognized on numerous occasions by the city of Los Angeles; the Los Angeles Conservancy; the University of California, Los Angeles; the University of Southern California; and several civic organizations for its contributions to the real estate industry and the urban environment in Los Angeles.

The firm is the developer of the Alhambra, a 45-acre and 1 million-square-foot urban community consisting of office, retail, and residential uses in Alhambra, California. TRC is also the developer of the prominent landmark 5900 Wilshire, a 30-story, 491,000-square-foot high-rise office tower with panoramic views located directly across from BCAM and the Los Angeles County Museum of Art in the Miracle Mile District of Los Angeles. BOMA recently awarded its prestigious 2009 TOBY (The Outstanding Building of the Year) Award to 5900 Wilshire in recognition of the building’s outstanding renovation.

In his 33 years as a member of the Urban Land Institute, Ratkovich, through its Advisory Services Program, has chaired eight expert panels formed to tackle some of the country’s most difficult and now successful urban development challenges. He is the recipient of the prestigious ULI Robert O’Donnell Award for outstanding contributions to its Advisory Services Program. Ratkovich has been a ULI trustee for 21 years and is a governor of the Urban Land Foundation. He has served on 11 committees and chaired the national ULI Awards of Excellence jury on three occasions. He recently completed two years’ service as chair of the ULI Los Angeles District Council. Ratkovich is also an Emeritus Trustee of the National Trust for Historic Preservation.

Thomas E. Cox

Pittsburgh, Pennsylvania

From 1979 to 1989, Cox was the executive director of the North Side Civic Development Council, which under his leadership became the community development corporation for 15 neighborhoods (population 60,000) in the North Side of Pittsburgh. During his tenure, the organization developed sale housing, an incubator, industrial and commercial buildings and managed a seed/venture capital fund. The organization was identified by the Local Initiatives Support Corporation as one of the ten best community development corporations in the United States during the decade of the 1980s.

In 1989, Cox became the first executive director of the Neighborhood Progress Corporation, an intermediary organization created by major civic organizations and philanthropies in Cleveland, Ohio. He oversaw the management of an annual \$3 million grant program to provide operating support to Cleveland’s community development corporations. During this time, Cox created a \$15 million development loan fund, a housing development corporation, and the first wholly owned subsidiary of the South Shore Bank of Chicago. The organization initiated the creation of a small business incubator and two Nehemiah housing developments (including a smart growth project with DPZ as the project architect).

In 1994, Cox became deputy mayor and chief of staff to Mayor Tom Murphy, with major responsibilities for neighborhood and economic development and budget management. He was, in effect, the chief operating officer of the city. During the 12 years of the Murphy Administration, the city payroll was reduced by 800 (of an initial complement of 5,000). Some city services were privatized (payroll the most significant).

As manager of the capital budget process, Cox instituted the routinization of various city investment programs such as paving and vehicle purchase. New computer systems were purchased for budget management and to help the Police Bureau institute state-of-the-art personnel evaluation systems and crime-mapping systems to implement better police resource deployment practices. Every playground in the city (some 150) was repaired or replaced, which included the installation of child safety surfaces.

As a consequence of his responsibility for neighborhood and economic development, Cox served as chairman of the Urban Redevelopment Authority (the city's urban renewal operating agency) for 12 years. He oversaw the design and implementation of numerous projects, including the creation of a \$60 million revolving development fund, two sports facilities, the convention center, a new headquarters for Alcoa, new office buildings for Mellon and PNC Banks, downtown housing, numerous neighborhood housing and commercial projects, and two new town/in town developments.

Cox was a visiting scholar at Zhongnan University of Economics and Law, Wuhan, People's Republic of China, for the academic year 2009–2010. He is a graduate of Yale University (BA 1961) and the Union Theological Seminary (MDiv 1964). He is an ordained Episcopal priest.

Justin Fay

Watertown, Massachusetts

Fay is a planner and project manager at Sasaki Associates in Watertown, Massachusetts. Sasaki is a multidisciplinary professional services firm with an international practice in planning, architecture, landscape architecture, civil engineering, interior design, and graphic design. Fay's professional experience includes strategic and physical master planning for higher education institutions, new communities, and mixed-use urban districts. Since joining Sasaki in 2008, his responsibilities have included planning and project management for a variety of interdisciplinary university, large land, and urban projects.

His recent project work includes strategic master planning for Couverdon Real Estate in Vancouver, British Columbia; a master plan and entitlement strategy for Hobe Grove New Community in Martin County, Florida; the University of South Carolina Master Plan; and the Coastal Carolina University Master Plan. Active in private and public planning in Boston since 2004, Fay has worked on the following past projects: the Crossroads Initiative, an urban infrastructure redevelopment project designed to complement the Rose Kennedy Greenway in downtown Boston and enhance its adjacent neighborhoods; Westwood Station, a mixed-use, transit-oriented redevelopment project in Westwood, Massachusetts; the Harvard University Allston Campus Institutional Master Plan; and Urban River Visions, a series of waterfront redevelopment plans for six cities and towns in Massachusetts.

Fay's academic research has focused on the aging population, community design, and innovative models of aging in place, both in the United States and China. He is a research partner in the MIT Department of Urban Studies and Planning "Density Atlas" project, a web-based planning, design, and development resource for analyzing urban densities around the world. Fay has served as teaching assistant and visiting critic of the MIT Planning Studio since 2008, focused on sites in Hong Kong and Shenzhen, China, and is past recipient of the Thomas Upham Fellowship from MIT and the Vanke Real Estate Sustainable Development Research Grant.

Fay is a member of the ULI Young Leaders Group and the American Institute of Certified Planners. He holds a bachelor's degree in architecture from Yale University and a master's degree in city planning from the Massachusetts Institute of Technology.

Richard Galehouse

Watertown, Massachusetts

Galehouse is a planner and architect with more than 40 years of experience directing complex urban, new community, resort, institutional, and environmental planning and design projects, including the University of South Carolina Master Plan and the Crown Center development in Kansas City. He also led the team that developed the master planning template for the University System of Georgia and has continued to work with the Georgia Board of Regents on numerous campus master plan updates for the university system.

For more than 30 years, Galehouse led the planning group at Sasaki. His project work, writings, and frequent speaking engagements focus on the issues of new community, urban, and institutional planning. He has served as a guest lecturer and critic at colleges, universities, and professional organizations.

He has been an active ULI member for over 30 years, where he is a member of the Recreation and Development Council. He has been a panel member for various plan analysis sessions and served as the planner/urban designer for ULI's Advisory Services Program on numerous occasions both within the United States and abroad. He has written several articles for *Urban Land* magazine, including "Measurements of Community," which was published in the June 1999 issue of *Urban Land*, and he was the responsible contributing author for the chapter on place making in ULI's book *Transforming Suburban Business Districts*.

Galehouse received a bachelor of architecture degree from the University of Notre Dame and a master's degree in city and regional planning from the Harvard University Graduate School of Design.

William G. Lashbrook III

East Brunswick, New Jersey

Lashbrook began his banking career at the Bank of New York in 1973. He held various positions in corporate lending before moving into real estate in 1984 and has been active in commercial real estate lending ever since.

He left the Bank of New York in 1993 to join MidLantic as the real estate credit officer, a position he retained following PNC's acquisition of that bank in 1996 while moving to the Pittsburgh headquarters. Moving to the production side in 1998, Lashbrook started a Residential Lending Group that focused on national homebuilders and multifamily lending.

In 1999, Lashbrook started a new position in Portfolio and Business Risk Management within PNC's Real Estate Group. The goal was to operate the real estate lending business as a business, not just as a portfolio of loans, which required the development of new tools and systems for risk/return analysis, profitability reporting, and interfacing with bank regulators and oversight groups. He was involved in PNC's strategic real estate diversification efforts including acquisitions.

In early 2005, Lashbrook left Pittsburgh and moved back to the product side of the business by taking over responsibility for PNC's commercial real estate lending activities in New Jersey.

Lashbrook graduated with a BA in political science and economics from Duke University in 1973 and received an MBA from Seton Hall in 1976. He has served on the board of directors of the National Multi-Housing Council and is a member of the Urban Land Institute, where he chairs that organization's Urban Development-Mixed Use Gold Council. He has been a ULI advisory panel member for projects in Washington, D.C.; Detroit; Virginia Beach; Biloxi; and Raleigh. He is a member of ULI's Program Committee and currently sits on ULI's Policy and Practice Committee. He is a member of the board of directors for the New Jersey Chapter of the U.S. Green Building Council. Currently residing in Hopewell, New Jersey, Lashbrook was a member of the township of Hampton, Pennsylvania, Planning Board for six years, chairing it for the last four years while in Pennsylvania.

Tom Murphy

Washington, D.C.

Murphy is a senior resident fellow, ULI/Klingbeil Family Chair for urban development. Murphy, former mayor of Pittsburgh, joins six other ULI senior resident fellows who specialize in public policy, retail/urban entertainment, transportation/infrastructure, housing, real estate finance, and environmental issues. His extensive experience in urban revitalization—what drives investment, what ensures long-lasting commitment—is a key addition to the senior resident fellows' areas of expertise.

Since January 2006, Murphy has served as ULI's Gulf Coast liaison, helping coordinate with the leadership of New Orleans, other Gulf Coast communities, and the public to advance the implementation of rebuilding recommendations made by ULI's Advisory Services panel last fall. In addition, he worked with the Louisiana state leadership, as well as with leadership in hurricane-affected areas in Mississippi, Alabama, and Florida, to identify areas appropriate for ULI involvement.

Prior to his service as the ULI Gulf Coast liaison, Murphy served three terms as the mayor of Pittsburgh, from January 1994 through December 2005. During that time, he initiated a public/private partnership strategy that leveraged more than \$4.5 billion in economic development in Pittsburgh. Murphy led efforts to secure and oversee \$1 billion in funding for the development of two professional sports facilities, and a new convention center that is the largest certified green building in the United States. He developed strategic partnerships to transform more than 1,000 acres of blighted, abandoned industrial properties into new commercial, residential, retail, and public uses, and he oversaw the development of more than 25 miles of new riverfront trails and urban green space.

From 1979 through 1993, Murphy served eight terms in the Pennsylvania State General Assembly House of Representatives. He focused legislative activities on changing Western Pennsylvania's economy from industrial to entrepreneurial and authored legislation creating the Ben Franklin Technology Partnership, which is dedicated

to advancing Pennsylvania's focus on technology in the economy, as well as legislation to encourage industrial land reuse and to transform abandoned rail rights-of-way into trails and green space.

Murphy served in the Peace Corps in Paraguay from 1970 through 1972. He is a 1993 graduate of the New Mayors Program offered by Harvard University's Kennedy School of Government. He holds an MS in urban studies from Hunter College and a BS in biology and chemistry from John Carroll University.

He is an honorary member of the American Society of Landscape Architects, a board member of the Pennsylvania League of Cities and Municipalities, and a board member of the National Rails to Trails Conservancy. He received the 2002 Outstanding Achievement of City Livability Award from the U.S. Conference of Mayors and was selected as the 2001 Pittsburgh Man of the Year by Vectors Pittsburgh.

Ralph L. Núñez

Southfield, Michigan

Núñez is the president and design principal of DesignTeam, a landscape architecture, planning, and design consulting firm. DesignTeam has over 25 years of experience in working effectively with clients on creative problem solving. Its expertise in project development and planning strategies has created innovative solutions for difficult projects. Balancing its clients' goals with environmental sensitivity in meeting regulatory requirements, DesignTeam has a proven record working within tight time frames and budgets to bring complex projects on line.

Before starting DesignTeam, 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 the Houston office was the Enclave, a \$250 million office campus in West Houston.

Núñez has 34 years of experience as a planner and landscape architect, with particular emphasis on project

design, management, and development strategies. His projects have included 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.

Notable projects include Villages of West Creek, a 1,200-acre residential community in San Antonio, Texas; Toyota Tech Center, Ann Arbor, Michigan; numerous Sunrise Senior Living Communities throughout the Midwest; Wynstone, a 556-acre residential community in Oakland Township, Michigan; and MPI Research, a \$300 million campus plan expansion that included over 800,000 square feet of new research space and corporate offices in Mat-tawan, Michigan.

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.

His commitment to sustainable design is evidenced by his teaching and professional activities. He has been a guest lecturer and serves as an adjunct professor at Lawrence Technological University and has participated in numerous advisory design panels throughout the country for the Urban Land Institute.

David A. Stebbins

Buffalo, New York

Stebbins is a vice president of Buffalo Urban Development Corporation, a local, nonprofit development entity that specializes in urban brownfield redevelopment. He is currently managing the redevelopment of two major, former steel manufacturing facilities totaling over 400 acres combined. Buffalo Lakeside Commerce Park is a 275-acre reclamation of the former Hanna Furnace Steel Mill and Union Ship Canal along the Lake Erie shoreline.

RiverBend is a 250-acre reclamation of a former Republic Steel site along the Buffalo River that will incorporate many sustainable development design features. Stebbins also serves as senior project manager for the Erie County Industrial Development Agency and is responsible for providing business development services to city of Buffalo companies and assisting the city of Buffalo's economic development staff. In this role, Stebbins is involved in many major adaptive use and redevelopment projects within the urbanized core of Erie County.

Stebbins formerly served as president and senior executive vice president for the Buffalo Economic Renaissance Corporation (BERC), a local not-for-profit economic development corporation responsible for all economic development activities in the city of Buffalo, including lending, incentives, advocacy, project facilitation, and BERC-sponsored real estate development projects. During his tenure with BERC, Stebbins managed development of over \$40 million in real estate projects, including multitenant industrial buildings, downtown mixed use, urban infrastructure, brownfield redevelopment, and business park projects.

He has more than 32 years of diversified experience in urban planning and development, with a BA in environmental design from the University at Buffalo and an MA in city and regional planning from the University of North Carolina—Chapel Hill. He qualified as a member of the American Institute of Certified Planners in May 1986. An active Urban Land Institute member for over 22 years, Stebbins has been a full member of ULI since 2006, is a member of ULI's Inner City Council, and has served on three Advisory Services panels.

Roger L. Williams

Potomac, Maryland

Williams is the founder of Rogelio Williams & Associates, a domestic and international consulting firm specializing in advising on a wide range of issues involving community development. The firm provides guidance on managing community transformation, asset building, disaster recovery, resident ownership, resident engagement, developing innovative community economic development and housing financing strategies, micro financing, human capital development, organizational development and program evaluation. Internationally he has worked in post-earthquake Haiti, South Africa, and Nicaragua. Domestically he has worked extensively in Camden, New Jersey; post-hurricane New Orleans; and a wide range of U.S. cities.

Williams is the framer of Responsible Redevelopment, an approach to community development that is based on the integration of human capital with physical development in community revitalization efforts and that advocates for a holistic approach to community development. Before founding Rogelio Williams & Associates, he was a senior fellow/

director for Neighborhood Development at the Annie E. Casey Foundation. He has been a vice president at both Fannie Mae and Freddie Mac, a senior vice president at First Union Bank and the Dime Savings Bank of New York, and deputy general counsel at the Bedford Stuyvesant Restoration Corporation. He received national recognition for his innovative management of nonperforming mortgage loans and the development of mortgage products to serve low-income individuals. At Casey he served on its Management Committee and Social Investments Committee. He is a founding director of CityFirst Bank, the first CDFI bank in Washington, D.C.

Williams received a JD from New York University School of Law and a BA from Haverford College. He serves on the board of the Roundhouse Theatre (Bethesda), the DC LISC Advisory Board, and the board of the International Housing Coalition. He is the former vice chairman of New York City's Cultural Affairs Commission, a former trustee of the Metropolitan Museum of Art, and the former treasurer of the Ellington Fund, which supports Washington, D.C.'s public school for the performing arts.

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