Economic Development Opportunities in Indian Head

INDIAN HEAD, MD

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Charles County, MD
Town of Indian Head, MD

September 20 – 21, 2016
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Acknowledgments

ULI Washington is grateful to several individuals whose commitment and dedication worked to make this TAP a productive and successful experience. ULI is especially thankful to Michelle DeSoto and Taylor Yewell, who work with the Charles County Department of Economic Development, for their overall programmatic and content support. Debra Jones, also with the Charles County Department of Economic Development, was especially instrumental in initiating this study. Town of Indian Head Mayor Brandon Paulin was generous with his time and knowledge about the Town’s history and challenges, and Indian Head Town Manager Ryan Hicks provided an unparalleled depth of knowledge that was especially helpful for the Panel. ULI Washington is also grateful to Karen Lindquist-Williams and all of the volunteers with the Town of Indian Head who managed and assisted with overall programmatic logistics. Thank you to all!
Executive Summary

The Town of Indian Head is an independent municipality located approximately 30 miles south of Washington, DC, in Charles County, Maryland. As sponsors of this Technical Assistance Panel, The Town, along with Charles County Government, wants to address barriers to economic development that have resulted in a significant decline in commercial and residential development. The community wants to ensure that residents and businesses are provided the opportunity to benefit from basic amenities. This will require developing methods for revitalizing abandoned and vacant properties.

The Panel focused much of its attention on reaching a comprehensive understanding of the supply, demand, and price dynamics present in the Town and surrounding region, as well as crunching the numbers as a private developer would to determine potential return-on-investment (ROI). The challenges Indian Head faces in attracting development and achieving broad economic revitalization are many and various. Apart from the Naval Service Facility Indian Head (NSFIH), whose impact on the historic commercial corridor is limited by security requirements and the uncertainty of government decisions on its future, there are no clear and easy market-based opportunities for, or drivers of, private development in the town. Therefore, public-private partnerships will be crucial to moving redevelopment forward, despite their difficulty in implementation. The Town has limited financial resources available to catalyze revitalization. Marketing efforts, both internal and external, are currently quite minimal, and the Town has constrained visibility and lacks a distinctive brand that speaks to where it is going, rather than where it has been. A disconnect between the perceived value of real estate in the Town and the actual value of that property has resulted in a condition in which major property owners find inactivity to be in their best interest, when their engagement is actually crucial to any change that will result in increased land value. Lacking a proactive private sector, the Town must take steps to catalyze redevelopment.
To increase its resilience and set the stage for sustainable, long-term growth, Indian Head should focus on a few goals readily achievable in the near term while maintaining a coherent vision for the long-term future. The framework plans and concepts presented by the Panel are divided into three elements: a redevelopment framework for the Uptown section of Indian Head (the area nearest the entrance to the Naval Support Facility Indian Head), a redevelopment framework for the Downtown section of Indian Head (the area encompassing the former SuperFresh Grocery/CVS site, the Robinson Terminal parcel, and the Ely’s building), and concepts for connecting these sites with each other and with other Town amenities, and promoting access to the natural environment.

The vision of an economically vibrant Indian Head requires several implementation steps dealing with local policy and spending priorities. This report presents a broad discussion of regulatory/policy and marketing/branding strategy, followed by suggested investments and initiatives in the near-, mid-, and long-term. The Panel finds generally that market conditions do not support significant, solely private, development of either commercial or residential space in Indian Head, which means that creative solutions and partnerships are necessary – the Town cannot rely on the private sector or place itself at the whims of external factors.

To diversify the elements that form the foundation of future economic development, the Panel suggests a three-pronged approach:

• Catalyze a presence for the innovation economy in Indian Head through public-private partnerships that could create an Innovation Center as an economic hub and provide support for entrepreneurship and businesses related to activities at the NSFIH;

• Create an identity for Indian Head as a recreation and eco-tourism destination with expansive river and creek waterfront through shared marketing and branding efforts, enhancements and improved access to existing facilities such as the boat dock and rail-trail, and encouragement of supporting services (such as a brewpub or bike shop) and community and regional programming that will attract visitors and provide opportunities for them to spend money in Indian Head, and possibly attract a major resort development;

• Target public investment in infrastructure improvements that foster pedestrian activity and connectivity, facilitate community events, and encourage a Main Street feel that will attract a broader range of residential development that will in turn support additional retail development.
While there are many challenges facing Indian Head and many factors beyond the control of local leaders, the Panel believes that this prescription presents an optimal path for the Town to move forward toward economic and civic revitalization, through short-term steps that can help the Town get on the path to recovery, as well as mid- and long-term initiatives to build on that foundation.
Overview, Context, and Scope

STUDY OVERVIEW

The Town of Indian Head, along with Charles County Government, desires to address barriers to economic development that have positioned it to witness a significant decline in commercial and residential development. Many of these barriers – including blight – are characteristic to municipalities that are in critical need of revitalization. There are several visible indicators of the blight in the Town of Indian Head. Declining economic conditions have resulted in the loss of major community serving businesses such as CVS Pharmacy, SuperFresh Supermarket, the Indian Head station of the Charles County Sheriff’s Office, and vacancies in other notable sites such as the Ely’s Building. Some businesses have moved to more actively developing areas such as Bryan’s Road, while some Dept. of Defense contractors have moved their operations from the town on to the base proper. Due to the overwhelming lack of amenities, officials at Naval Support Facility Indian Head (NSFIH) have expressed the continuing difficulty in retaining the employees that they are initially able to recruit, particularly young professionals. Facility leadership has requested action from both the Town and the County in improving the community outside the gate and is willing to collaborate in such efforts.

At the center of developing methods for revitalizing abandoned and vacant properties is the community’s desire that residents and businesses be provided the opportunity to benefit from basic amenities. Expected services and amenities such as grocery stores and gas stations that are considered commonplace in most towns are currently lacking. The closest grocery and drug stores are in Bryan’s Road, a seven-mile drive from Indian Head.

Mayor Brandon Paulin has expressed goals for the town that include:

• Revitalization with the objective of creating a vibrant, pedestrian friendly downtown with multi-generational appeal;
STUDY AREA DESCRIPTION AND CONTEXT

The study area is the entire Town of Indian Head, an independent municipality located approximately 30 miles south of Washington, DC, in Charles County, Maryland. The town of Indian Head was incorporated in 1920, and the United States Navy has had a presence in Indian Head since 1890, when the Indian Head Naval Proving Ground was established. In 1920, the facility evolved into a chemical and explosives factory and research laboratory.

Indian Head is a Maryland municipality with three publicly elected officials (Mayor, Vice-Mayor, and At-Large Council Member) making up a three-person Town Council. The Town provides a wide range of services that include operation of Town-owned water and wastewater facilities, solid waste pickup, street maintenance and snow removal, planning, zoning, permitting, community social activities, community crime-watch and code enforcement. The Maryland Department of Housing and Community Development recently designated the Town of Indian Head as a Sustainable community, a place-based designation that offers access to a comprehensive package of resources that support holistic strategies for sustainable revitalization and community development.

The federal government has a significant presence in Indian Head in the form of the Naval Support Facility that occupies over 1,900 acres on the end of the peninsula, and employs approximately 4,118 personnel – 2683 Federal Civilian Employees, 565 Military Personnel and 870 Contractors.

The 1.23-square-mile Town of Indian Head is located on a peninsula that is bordered to the north by the Potomac River, to the west by the Naval Support Facility Indian Head, and to the south by Mattawoman Creek. Indian Head is bisected by Maryland Route 210, generally known as Indian Head Highway. Indian Head Highway is the main connector from Indian Head to the Washington D.C. metropolitan transportation network, running north from

- Attraction of service and social amenities such as a grocery, drug store, coffee shop, etc.;
- Support and preservation of Naval base operations with the objectives of reinforcing against Base Realignment and Closure (“BRAC”) and/or relocation of tenant commands;
- Enhancement of off-base employment related to on-base operations.

A recently prepared report titled the Town of Indian Head Economic Revitalization Strategy can be accessed at http://www.townofindianhead.org. The report identifies threats, weaknesses, assets and opportunities, and recommends a number of strategic initiatives for the town’s consideration. The Panel used this strategy to inform its own consideration of the issues facing Indian Head and in formulating the strategic framework detailed below.

Mayor Brandon Paulin addresses the Panel during a trolley tour of Indian Head. Source: ULI Washington.
Indian Head to the Capital Beltway. Because Indian Head highway terminates at the naval base, the town cannot benefit from through-traffic, but must be a destination in its own right.

Commercial land uses are most prevalent on the Indian Head Highway corridor, characterized by a combination of small highway strip centers and free standing buildings, with the exception of a residential condominium complex on the southbound side of the highway and several small apartment buildings on the northbound side of the highway. Beyond the highway frontage are primarily residential neighborhoods comprising single family detached dwellings. Town amenities include a village green with a meeting and events facility (the “Pavilion”), a black box stage theater, ball fields, and a public park with a boat ramp and dock on the Mattawoman Creek.

Indian Head was a thriving small town during the World War II years and up until the late 1960s. The construction of St. Charles, a giant planned community south of nearby Waldorf, brought with it retail chains and big-box stores. These attracted Indian Head’s shopping dollars and started the demise of local businesses. Today, Indian Head is rich in history but is lacking many basic retail and service businesses. Many remedies for this situation have been attempted, but the desired growth has been slow in coming.

At present, the only significant development in the Indian Head pipeline is a residential project proposed by Cook Inlet Region, Inc. (CIRI). The proposed development is comprised of 164 new residential units on the approximately 19.5-acre site and scheduled for construction between 2018 and 2021.
STUDY QUESTIONS

The Panel was tasked with addressing these six questions as key to the economic revitalization of Indian Head:

1. How can the Town of Indian Head capitalize on its proximity to the Potomac River as a way to transform its identity into a premier destination site within Charles County?

2. What steps would be necessary to initiate a comprehensive redevelopment plan for the Town of Indian Head?

3. What priorities need to be considered over the short-, medium-, and long-term, in order to structure a successful redevelopment initiative?

4. How can the Town of Indian Head position itself to attract new businesses and visitors?

5. How can the Town of Indian Head and Charles County leverage the relationship with the local Naval Support Facility to bolster the local economy?
In what ways could such a partnership between the Town and the Naval Support Facility be mutually beneficial?

6. What strategies might be employed to meet the Town’s need for basic support amenities, such as a grocery store or a drug store? Tightened security at the base has impeded the free flow of personnel on to and out of the base, resulting in the decrease of activity at local businesses and the loss of even the most basic of amenities and services in the town. Residents must drive over seven miles to Bryans Road to access national/regional chain grocery stores and pharmacies. Are there national or regional grocery or pharmacy chains whose profiles fit the Indian Head marketplace? If so, what strategies could be used to attract these national retailers to Indian Head?

While the ULI Washington TAP is designed to bring the benefit of a respected panel of experts from a broad range of fields and perspectives, it is also designed to pair that expertise with local knowledge, including historic, institutional, and social context. This report will not contain all of the answers to the challenges faced by the Town of Indian Head as it seeks to revitalize and enhance its position. It should instead be seen as one piece in the middle of a process that is meant to catalyze action, from the convening of stakeholders, to the public presentation, to implementation and follow-up. Engaging in this sort of process, which attracts public attention and news coverage, encourages ongoing commitment and accountability on the part of local leaders to follow through in at least considering the recommendations of the panel. Local leaders, therefore, deserve praise for opening themselves up to this exercise.
Market Analysis

Apparent from the six study questions is the fact that a central desire of the Town is to achieve multi-use development that revitalizes the town, secures its economic future, and provides basic amenities and services to Town residents. Such development does not occur in a vacuum, however, and progress toward these goals depends on the involvement of the private sector, which is in turn highly dependent on overall market conditions. Accordingly, the Panel focused much of its attention on reaching a comprehensive understanding of the supply, demand, and price dynamics present in the Town and surrounding region, as well as crunching the numbers as a private developer would to determine potential return-on-investment (ROI). This section addresses each type of development – retail, office, hospitality, and residential – in turn to look at the underlying conditions and possibilities.

RETAIL MARKET

While the Panel heard repeatedly that a priority among Town residents and leaders is to bring back a full-service grocery store and drug store, the Panel found that market demand is currently insufficient to attract these sorts of businesses. Indian Head’s position on a peninsula at one end of a highway, as opposed to a location where more people (and potential customers) would be passing through is a hindrance in this context, though it is a potential asset in others. There are limited incentives at the Town’s disposal for attracting major chains, and even with incentives, such a national chain is simply not going to locate in an area that does not meet its minimum numbers for demand.

Vacant former site of SuperFresh Grocery and CVS Pharmacy. Source: ULI Washington.
The Panel suggests that the basic retail needs of Town residents might be met through other means, with a reliance on locally owned specialty businesses that could meet the need for high-quality goods, and the possibility of a seasonal farmers’ market that could provide fresh produce. This is consistent with encouraging a “cottage” or “maker” economy that could help revitalize the Town through the presence of self-employed residents who provide goods and services for a local audience or beyond. Indian Head is well-positioned to attract this type of business because of its relatively low cost-of-living within the greater region and its natural amenities.

Based on the Panel’s analysis, market conditions could support an additional one-to-two casual dining establishments, which would serve local demand as well as consumers associated with the NSFIH and those drawn by the recreation facilities.

Optimally, any new retail development would be clustered within a single area to help create a critical mass of shopping and dining opportunities to induce pedestrian activity and liven up the streetscape.

It may seem like an intractable chicken-and-egg problem, but the Panel finds that in order to attract major commercial retailers, the Town must first provide for and attract more residents, more visitors, or some combination of the two.

OFFICE MARKET

The utilization of office space in Indian Head has largely been dependent on the influence of the NSFIH, and has waxed and waned based on factors largely beyond the town’s direct control. Many previous occupants either moved “inside the gate” or to nearby locations with more of a critical mass of professional services, such as La Plata or Waldorf. The current condition of vacant office space is such that new tenants would require many
improvements or modifications to find the space suitable. That kind of investment in existing structures is not justified when private-sector tenants needing local office space to fulfill government contracts related to NSFIH activities are typically only wanting 1-3 year leases to match the length of their contracts.

Attracting companies to occupy office space and provide professional services in Indian Head will require creating a critical mass of business activity to compete with the growing business clusters in nearby centers. A multi-sector “Innovation Center” is one way to accomplish this, but will require an investment plan that would combine commitments from county, state, and even federal government levels, along with higher education entities and private companies. The Implementation section contains further strategic guidance for such an effort, along with other steps that could help make existing sites more appealing to prospective office tenants.

HOSPITALITY MARKET

Although hampered by its peninsular location, Indian Head could potentially attract lodging establishments such as a “highway hotel” with meeting facilities that would serve the NSFIH. This would be a complementary facility to the aforementioned Innovation Center, as the Panel’s understanding is that the NSFIH itself does not currently receive enough visitors to provide adequate demand for this sort of hotel.

Separately, with its natural amenities, Panelists found that Indian Head is ripe for a bed-and-breakfast-type establishment that would serve recreation visitors, perhaps seasonally. To support demand for such a business, Indian Head (together with the County) will need to put more effort into promoting itself as a recreation and eco-tourism destination.
While many elements would have to fall into place, Indian Head could also be an appealing location for a “destination resort.” In particular, the Robinson Terminal Property, currently owned by Amazon, provides riverfront views and easy access from the highway. There is very little Potomac River shoreline south of National Harbor that is available for such development, and Indian Head should explore the possibility of attracting a resort on this property, whose proximity to DC would make it appealing for corporate retreat and other group clients. The substantial effort required to bring together potential partners and the current landowner would necessitate high-level political engagement to bring this idea to fruition.

RESIDENTIAL MARKET

As mentioned above, the Panel finds that additional housing development is crucial to building the demand profile that will in turn attract retail and office uses. In particular, a greater diversity of housing product is needed, with varying levels of density. Unfortunately, the economic downturn and housing market decline of the last decade have largely destroyed the financial viability of further housing development in Indian Head. The cost of construction, currently about $125-$175 per square foot, exceeds the current sales prices in Indian Head, which range from about $80-$100 per square foot.

The unique exception to this is the “Villages at Potomac” project, whose construction is subsidized by a federal program serving American Indian real estate developers. That project will be a step in the right direction in boosting the Town’s residential population, but to get on a sustainable path of growth, the Town needs mixed-use development that provides its own balance of residential, office, and retail demand. As a long-term strategy, Indian Head should look to housing as a way of reactivating the downtown area.

SUMMARY OF MARKET ANALYSIS

The challenges Indian Head faces in attracting development and achieving broad economic revitalization are manifold. Apart from the presence of the NSFIH, whose impact on the historic commercial corridor is limited by security requirements and the uncertainty of government decisions on its future, there are no obvious market-based opportunities for or drivers of development, meaning that public-private partnerships are crucial despite their difficulty in implementation. The Town has limited financial resources available to catalyze revitalization, with a general fund of about $1.3 million. Marketing efforts, both internal and external, are currently quite limited, and the Town has limited visibility and lacks a distinctive brand that speaks to where it is going rather than where it has been.
Finally, there is a disconnect between the perceived value of real estate in the Town and the actual value of that property, distorting the incentives discerned by landowners. The result is a condition in which major property owners, many of whom do not live in the community, find inactivity to be in their best interest, when their engagement is actually crucial to any change that will result in increased land value. In lieu of a proactive private sector, the Town must take steps to catalyze redevelopment.

While the Panel believes that Indian Head should pursue both the Innovation Center and the Destination Resort ideas as potentially huge catalysts, both of these are too dependent on other actors (various levels of government, large and opaque landowners) to be relied upon as the salvation of the Town’s economy. Unwise as well would be to try to tie the Town’s economic development completely to the fate of the NSFIH, though it may continue to provide the primary source of economic activity. To increase its resilience and set the stage for sustainable, long-term growth, Indian Head should focus on a few goals readily achievable in the near term:

- Address unmet retail needs (such as fresh produce and other grocery specialties) incrementally.
- Encourage businesses that contribute to a larger goal of expanding the area and quantity of local demand – this means unique businesses that appeal to visitors, build upon natural/recreation amenities, and help establish Indian Head as a destination.
- Leverage civic and community amenities, including the Black Box Theatre, and use any additional public investment to spur private activity and promote economic vitality, particularly in getting creative with existing public and open spaces, and through collaboration with county and state governments.
- Encourage phased redevelopment of vacant properties through teardowns and other forward steps aimed at “right-sizing” market expectations and balancing the physical inventory with market demand.
- Enhance the relationship with the NSFIH through continued improvements in communication geared toward greater integration between the base and the Town, and collective buy-in to the goal of “BRAC-proofing” Indian Head.
- Improve connectivity between economic assets and improve the visual quality of the Town.

The framework plans and concepts in the next section are consistent with these goals, and designed to provide a clear direction for Indian Head in meeting the above goals in the near-term and beyond.
Framework Plans and Concepts

The framework plans and concepts presented by the Panel are divided into three elements: a redevelopment framework for the Uptown section of Indian Head (the area nearest the entrance to the NSFIH), a redevelopment framework for the Downtown section of Indian Head (the area encompassing the former SuperFresh Grocery/CVS site, the Robinson Terminal parcel, and the Ely’s building), and concepts for connecting these sites with each other and with other Town amenities, promoting access to the natural environment. These redevelopment frameworks build off of the market analysis presented above, and are designed to help inform more formal local planning processes in the future.

UPTOWN

Uptown Framework Plan.
Source: ULI Washington.
activate the public land north of the highway through creative planning and programming. The Uptown Framework Plan shows in broad brushstrokes the concept of fronting both sides of Indian Head Highway with commercial uses (orange hatching), including a proposed Innovation Center and new Town Square as the focal point of activity. The Uptown Framework Plan in Context, as well as the Uptown Concept Plan, illustrate the Panel’s recommended concept in greater detail, with proposed new commercial construction shown in red, and new residential in orange.

This framework takes the south third of the existing Village Green park and converts it into a mixture of townhouse residential and 2-3 story commercial structures surrounding interior surface parking. The commercial development would front the highway while the residential would front the park, with a north-south axis of greenspace bisecting the development and connecting the highway to the larger park. The southeast corner of this parcel (the northeast corner of the intersection of Indian Head Highway and Lackey Drive) is designated as an ideal location for the proposed Innovation Center, while the southwest corner of the parcel, nearest the NSFIH gate, is seen as optimal for a restaurant or brewpub with patio seating.

Other notable elements of this concept include utilizing more of the space surrounding Indian Head Elementary School, skirting it with new construction to improve its exterior appearance and adding new commercial development along the highway. The southeast corner of the existing school grounds would
become a new Town Square, surrounded by active residential and commercial uses. To complete this concept, the plan also calls for a corner residential/retail building on the northeast corner of the intersection of Indian Head Highway and Dr. Andrews Way, along with ensuring that the south side of the new residential development on that block effectively fronts on to the highway.

The Uptown framework plan also assumes redevelopment of existing vacant sites on the south side of Indian Head Highway to establish a Main Street feel for the 3-4 blocks east of the NSFIH gate. To fully achieve a vibrant Main Street environment, the Town (perhaps with help from state and county governments) will need to invest in improvements to pedestrian conditions for both safety and aesthetic reasons. This could include street trees as well as on-street parallel parking. The redesigned and newly maximized Village Green, combined with the Town Square, would provide ample appealing spaces for outdoor dining, play, and performance. Safe and interesting pedestrian connections within and among those sites are also crucial, including to the Black Box Theatre on the south side of the highway at Indian Head Avenue. The Town may even want to consider renaming this stretch of Indian Head Highway if possible to reflect a desire for less of a ‘highway’ and more of a ‘main street’ feel.

DOWNTOWN

The Panel learned that Indian Head residents typically refer to the area along Indian Head Highway roughly between McWilliams Road and Poplar Lane as “downtown.” The images show the Ely’s Building on the south side of the highway as it appeared in the 1960s (with a Safeway grocery store and other active commercial uses) and in its current vacant state. As described above, however, market conditions currently do not support the quantity of commercial
space (much of which is vacant) now present in the Town. Because the Panel believes that it would be beneficial to try to cluster commercial uses, particularly small-scale retail like coffee shops and restaurants, near the entrance to the NSFIH in the “uptown” area, the Panel consequently feels that redevelopment downtown should be focused on residential, though with possibilities for small amounts of office and retail space along the highway.

The Panel views the Robinson Terminal property as an opportunity for a major resort destination. Regardless of the specifics, this parcel should be seen as a possible catalyst for the downtown area.

More details will be provided in the next section, but in order to facilitate this type of change, the Town will need to be proactive in encouraging adaptation, and in many cases, demolition, of existing vacant structures.

CONNECTIVITY AND NATURE

The two redevelopment areas described above will only thrive if they exist in an overall context of easy and appealing connectivity – connected to each other, to the residential neighborhoods of the Town, and to the two waterfronts and the rail trail that highlight the Town’s natural assets.

Here the Panel acknowledged the work of a previous ULI Washington TAP that was completed in 2012 for Charles County. This TAP was a report on how to maximize the attractiveness and use of the Indian Head Rail Trail. This image from that report shows that similar connectivity goals were identified at that time, emphasizing the importance of connection between existing and future activity nodes (yellow and blue circles) and the natural environment.

In particular, the Town should invest in bicycle and pedestrian infrastructure to make these connections safe, efficient, and interesting, as well as signage to effectively direct visitors in cars, on bikes, or on foot to various destinations.

The Panel has identified potential bicycle and pedestrian connections that are candidates for effective signage as well as physical improvements, including linkages to waterfront sites marked on the map with green stars:

To the Potomac River

- Through NSFIH via gate at east side of Charlie Wright Memorial Park (Dr. Andrews Way/Mason Rd.)
- Via Riverwatch Blvd on the west boundary of the Riverwatch development
- Via the Robinson Terminal site
To Mattawoman Creek

- Via Woodland Drive and the large town-owned open space parcel
- Via Mattingly Drive to Mattingly Avenue Park and Slavins Dock
  - Mattingly Ave as a particular focus for streetscape improvements

The Panel sees the last of these connections as a top priority because it links the proposed Uptown redevelopment area with the two top recreation sites in Town - the trailhead of the rail trail and Slavins Dock at Mattingly Avenue Park. As such, the Panel developed guidance for streetscape and bike/ped improvements to the Mattingly Avenue corridor. These sketches show a realignment largely within the existing 30-foot right-of-way, with two 9-foot travel lanes and
new 4-foot multi-modal paths on either side of the roadway. Small periodic encroachment easements may be necessary to allow for the paths to veer around existing utility poles. With additional street trees and other landscaping, this would represent a much improved gateway between the Town’s (proposed) commercial center and its recreation assets.
Implementation

The previous section, with its conceptual drawings and ambitious ideas, provides a possible vision for a thriving, vibrant Indian Head. But this particular vision, or anything close to it, is unlikely to come to pass without smaller and less glamorous implementation steps dealing with local policy and spending priorities. This section is organized into broad discussion of regulatory/policy and marketing/branding strategy, followed by suggested investments and initiatives in the near-, mid-, and long-term. While there are many challenges facing Indian Head and many factors beyond the control of local leaders, the Panel believes that this prescription presents an optimal path for the Town to move forward toward economic and civic revitalization.
The previous section, with its conceptual drawings and ambitious ideas, provides a possible vision for a thriving, vibrant Indian Head. But this particular vision, or anything close to it, will never come to pass without smaller and less glamorous implementation steps dealing with local policy and spending priorities. This section is organized into broad discussion of regulatory/policy and marketing/branding strategy, followed by suggested investments and initiatives in the near-, mid-, and long-term. While there are many challenges facing Indian Head and many factors beyond the control of local leaders, the Panel believes that this prescription presents an optimal path for the Town to move forward toward economic and civic revitalization.

**REGULATORY/POLICY STRATEGIES**

*Comprehensive Plan and Zoning Updates*

The Panel understands that an upcoming zoning update process should provide an opportunity to implement some of these recommendations, which are geared to help the local plan and code more accurately reflect market conditions.

- **Increase height limits along the Indian Head Highway corridor** to facilitate additional mixed-use density. The Panel generally found in speaking with community stakeholders that the prospect of additional density along the corridor is not particularly controversial. Allowable heights must still respect the limits related to affordable construction types as found in the International Building Code (IBC).

- **Convert some of the existing commercial zones** along the highway to residential, and/or apply an overlay that would allow residential uses in these zones. This reflects the Panel’s finding that the Town is at present over-supplied with commercial space and needs additional residential development to provide demand to support additional commercial development. This includes the currently retail-designated site at the southwest corner of the Villages at Potomac development. Mixed-use zoning should provide flexibility between commercial and residential uses as necessary.

- **Reset density limits to reflect market reality.** The Panel believes that in some cases additional density must be allowed to induce private development; at the very least this should be further studied.

*Tax Policy*

The tax policy recommendations are meant to provide the Town with more tools in dealing with vacant or blighted properties, which in turn should help catalyze redevelopment.
• **Perform a blight analysis to define blight and identify blighted properties in Indian Head.** This is a necessary step to allow the Town more legal flexibility in addressing these properties. A helpful resource on blighted properties is the Center for Community Progress (www.communityprogress.net).

• **Consider implementing an increased tax rate for vacant and blighted properties.** The District of Columbia presents an interesting example of how to incentivize action on vacant and blighted properties. The DC active-use property tax rate is $1.65/$100 in assessed value, while the vacant property rate is $5/$100 and the blighted parcel rate is $10/$100. While this kind of structure may not be appropriate for Indian Head, the Town should consider using property tax modifications to incentivize property owners to address vacant and/or blighted properties.

**MARKETING/BRANDING STRATEGIES**

In general, the Panel finds that the town of Indian Head needs to establish a forward-looking brand that identifies its existing assets and vision for the future. What most people (including the Panel members before their visit) may not immediately realize is that Indian Head boasts pristine waterfronts with fishing and boating access, along with a first-class rail trail facility. This combination of natural amenities, wildlife preserves, and parklands in the area, paired with supporting commercial establishments such as bike shops, outdoor outfitters, brewpubs, cafes, and bed & breakfasts, could become a powerful attractor. Related events such as organized rides and outdoor festivals would help support this effort. The image of an antique postcard of Indian Head shows that at one point that natural, scenic quality was a key part of Indian Head’s identity.

In addition, the Black Box Theatre in the Uptown area represents a significant cultural presence for a town of Indian Head’s size, and the Town should take advantage of this through partnerships that highlight the theatre’s offerings and incorporate its management into larger Town promotional activities.

A re-branding of the scale necessary requires collaboration among multiple parties, and these recommendations from the Panel suggest whom to involve and how to involve them.

• Hire a coordinator for marketing, branding, and programming activities.

• Work with Charles County Tourism to create marketing materials emphasizing Indian Head’s natural amenities and new attractions and events.
• Create a corresponding website and ad campaign.

• Increase the Town’s social media presence.

• Increase engagement with the NSFIH, ideally through a formal Memorandum of Understanding on procedures for marketing to base personnel, with a priority on exploring possibilities for more joint activities between Town and base.

IMPLEMENTATION TIMELINE

Short-Term Strategic Initiatives

These initiatives are inexpensive, quick-timeline steps that the Town should take as soon as possible, and in many cases set the stage for future investments and initiatives by forming coalitions and developing plans.

• Dedicate a staff member or hire a new staff member to pursue and monitor these implementation steps.

• Work to obtain grants from County, State, foundations, or Federal economic development programs to refine and carry out a redevelopment strategy as outlined here.

• Develop an enhanced marketing strategy for tourism, cultural, and recreation assets.

• Increase activity in civic spaces through creative programming, possible in collaboration with the Black Box Theatre and other partners.

• Formalize outreach protocols with Navy personnel, with a goal of initiating more joint activities between Town and base.

• Implement a farmers’ market concept, at least every other week in a way that attracts local and regional residents as well as personnel from the NSFIH.

• Step up outreach to investors and property owners to achieve awareness of and support for Town plans and vision, including the possibility of blight mitigation through strategic tear-downs of vacant structures, and possible joint redevelopment projects.

• Invest in streetscape improvements at key locations (identified in previous section).
• Work with an area university’s landscape architecture program to redesign the Village Green.

• Work with an area university’s architecture program to design in more detail the Uptown concept.

• Update the draft comprehensive plan with policy and zoning changes in accordance with this report’s recommendations.

• Use this report’s recommendations to develop a detailed revitalization plan.

• Create better wayfinding signage for businesses and attractions.

• Create a new or tap into an existing façade improvement program for Indian Head Highway.

• Prepare regular press releases to tout successes.

Mid-Term Strategic Initiatives

• Create a public-private partnership for blight reduction.

• Develop an outreach effort to potential investors and partners.

• Reposition the Village Green based on the aforementioned plan, hopefully with funding from the State and/or County.

• Implement roadway and streetscape improvements as funding allows, with priority given to Mattingly Avenue improvements.

• Conduct a feasibility study for the idea of a Potomac River resort development as a waterfront hospitality node, engaging the Robinson Terminal ownership in the process.

• Explore working with Cook Inlet Region, Inc. (CIRI), the Alaska-based developer of the residential project in the Uptown area, to obtain grant funding for placemaking and sidewalk/transportation improvements in conjunction with the development.

• Implement new hiker/biker trail linkages for connections to the Potomac and Mattawoman.

• Gain financial commitments from the County and State for the larger revitalization plan.

• Implement an Indian Head “mini-triathlon” with biking, running, and kayaking elements as part of an annual craft beer and crabs celebration.
• Build a structure in the downtown area that would serve as a permanent home for the farmers’ market and also house a 3-bay seasonal restaurant pavilion.

Long-Term Strategic Initiatives

• Engage in strategic property acquisition and assemblage, as a mixed public-private endeavor.
• Implement larger improvements to Village Green park.
• Implement an Uptown development concept.
• Negotiate public access to NSFIH Potomac pier.
• Pass a capital improvement bond issue following a community engagement effort.
• Implement an investment plan for developing an Innovation Center.
• Explore opportunities for alternative transportation access to Indian Head via water taxi or ferry on the Potomac River.
While in a vastly different setting, with a somewhat different goal, the St. Elizabeths East R.I.S.E. Demonstration Center in the District of Columbia demonstrates how a stand-alone Innovation Center could effectively catalyze economic and community activity. The ‘R.I.S.E.’ stands for “Relate, Innovate, Stimulate, and Elevate,” a name consistent with the vision of connecting the innovation economy with the surrounding community, ultimately to lead to the creation of a permanent “Innovation Hub”.

For now, the Center represents the adaptive re-use of an existing building into a flexible, Class A meeting and demonstration space. It is intended to provide a gateway to DC’s green, creative, health, and technology industries, and is part of a larger, 183-acre project to transform a historic former mental health campus into “a center that answers mutual demands for innovation and commerce by university, technology, and business communities” (http://stelizabethseast.com/rise-dc/).

Rehabilitation of the Demonstration Center building took place in 2013-14 at a cost of approximately $10 million. The District government managed both the rehab project and the current operations of the Center; annual operating costs are around $200,000, including security, maintenance, janitorial, and site manager services. The Center is projected to cover its operating costs through rental fees by its third year of operation. The approximately 9,000-square-foot facility includes a “digital inclusion center,” Microsoft conference room, demonstration hall, lecture hall, and warming kitchen. Renters of the space include companies, entrepreneurs, and individual users. The center offers discounted government and non-profit rental rates.

One of the most successful aspects of the Demonstration Center has been community programming. The Center invited “program partners” to provide low- or no-cost programming to the public in exchange for free use of space. Partners in this program have included non-profits, social service providers, and entrepreneurs, presenting topics that have included digital literacy, energy/utility efficiency, and workforce development.

The Panel believes that an Innovation Center is a powerful concept for Indian Head. Even though it is in a different context, the R.I.S.E. Center at St. Elizabeths demonstrates how a strategic public investment can encourage involvement by a variety of interests, in a space that may ultimately pay for itself.
Conclusion

Despite a current environment of economic stagnation and a fear on the part of residents and community leaders that Indian Head has lost its edge, the Panel believes that Indian Head’s best days are ahead of it. Indian Head’s geography is both its biggest hindrance and its biggest long-term asset. Its position on a peninsula, with no pass-through traffic, raises the local demand threshold at which major retailers are willing to locate in the area. However, it also means that there is an abundance of waterfront property with existing or potential recreation opportunities and scenic views.

The Panel wishes to reiterate that market conditions in the short-term do not support significant, solely private, development of either commercial or residential space in Indian Head in the near-term. Local demand is insufficient to attract major retailers, available commercial space does not meet the needs of office or light industrial tenants, and local per-square-foot housing values do not exceed construction costs in this region. These are realities that Town leaders and residents must accept before blazing a trail to future economic health. This does not mean that there is no hope for a vibrant Indian Head; it simply means that creative solutions and partnerships are necessary – the Town cannot rely on the private sector or place itself at the whims of external factors.

The NSFIH has been and likely will continue to be an economic driver for the Town, but the Panel urges Town leaders to seek diversification of the elements that form the foundation of future economic development. To that end, the Panel finds the best chance for success in economic revitalization of Indian Head in a three-pronged approach:

- Catalyze a presence for the innovation economy in Indian Head through public-private partnerships that could create an Innovation Center as an economic hub and provide support for entrepreneurship and businesses related to activities at the NSFIH;

- Create an identity for Indian Head as a recreation and eco-tourism destination through shared marketing and branding efforts, enhancements and improved access to existing facilities such as the boat dock and rail-trail, and encouragement of supporting services (such as a brewpub or bike shop) and community programming that will attract visitors and provide opportunities for them to spend money in Indian Head, and possibly attract a major resort development;

- Target public investment in infrastructure improvements that foster pedestrian activity and connectivity, facilitate community events, and encourage a Main Street feel that will attract a broader range of residential development that will in turn support additional retail development.

This proposed framework cannot work without communication and partnership with many outside organizations and levels of government, including the state and county, the military, universities, and other regional players in economic development. There is a lot of enthusiasm for change in Indian Head and an abundance of stakeholders who care about the Town and want to see it thrive. The Panel’s hope is that this energy and community knowledge can be paired with the presented roadmap to set Indian Head on a path to economic vitality and growth.
Panelists

David Kitchens, CHAIR
Cooper Carry
Alexandria, VA

David Kitchens, AIA, serves as Principal-in-Charge of Cooper Carry’s Alexandria, Virginia office. Cooper Carry is a dynamic, context-driven architecture and design firm focused on the creation of exceptional places. In 30 years of service with Cooper Carry, Mr. Kitchens has led mixed-use design efforts on a variety of award-winning projects including Mizner Park in Boca Raton, Florida. This mixed-use development has been recognized by a variety of organizations including the AIA, which bestowed upon it the Excellence of Design Award. Mr. Kitchens lead the design of the master plan and many of the buildings that make up Bethesda Row. The project was awarded the Best Block in America 2002 by The Congress for New Urbanism, the Excellence Award from the Urban Land Institute and the Maryland/DC NAIOP Award of Excellence for Best Smart Growth Master Plan. Most recently, Mr. Kitchens has participated in the development of the White Flint Sector plan which also includes the master plans for the North Bethesda Center and the White Flint Mall. He is also leading the design of redevelopment efforts for Landmark Mall in Alexandria, Virginia and Ballston Mall in Arlington, Virginia.

Through his leadership, the Alexandria, Virginia office of Cooper Carry is recognized as a regional and national innovator in mixed-use urban design and architecture that creates walkable community environments and takes advantage of sustainable modes of connectivity and transit.
Daniel Anderton
Dewberry
Gaithersburg, MD

Dan Anderton has served in the region for more than 30 years and has been directly involved in the creation of communities with services in all aspects of Land Use Planning and Physical Planning including: comprehensive and master planning, urban and mixed-use planning, site planning, redevelopment planning, affordable housing, re-zoning, subdivision planning, Small Town Revitalization & Landscape Architecture. He has proven project management experience in the applicability of planning, zoning, subdivision and Landscape Architecture. He also has extensive experience with local and state government development review processes and effective working relationships with local and state agencies, boards, commissions and public officials in multiple jurisdictions.

Mr. Anderton has a goal to create communities that are comfortable, sustainable and inclusive to a wide demographic of residents and business owners while also being marketable for either public or private developers. He takes care to ensure that a conceptual design’s integrity and density is maintained through the planning process. By carefully planning FAR and densities, providing for a mix of diverse building and product types and phasing, and by incorporating traditional and neo-traditional styles, community developments are poised to capture the needs of the market and a wide cross section of prospective renters, buyers, and shop owners.

Mr. Anderton has been involved with, and completed, hundreds of projects involving direct interaction with citizens, developers, planning boards, County Councils, Mayors, public utilities, State Highway officials, and other involved parties. The juggling of everyone’s interests throughout the completion of a plan or project is extremely important. The desire being to make it through the design and planning process with the majority of stakeholders feeling as though they have succeeded in having their personal vision incorporated into the community.

Mr. Anderton graduated with a Bachelors of Landscape Architecture and Environmental Planning from Utah State University in 1983 and with a Masters of Landscape Architecture from the University of Illinois in 1985. Mr. Anderton is currently employed by Dewberry, a national planning, engineering, and architectural firm, and is responsible for Community Planning & Urban Design within the company. He has worked for architects, engineers, landscape architects, and horticulturalists throughout his career giving him a unique and holistic perspective of community planning and urban design.

Agnès Artemel
Artemel & Associates, Inc
Alexandria, VA

Agnès Artemel is president of Artemel & Associates Inc., a woman-owned firm founded in 1995 and SWaM-certified by Virginia’s DMBE. The firm’s projects encompass market and feasibility studies for land development projects, economic impact analysis of infrastructure projects, management of economic development and non-profit organizations, and public outreach and education regarding the interrelationships of transportation and land use. Ms. Artemel has led project analysis and development in the housing, office, hotel, retail, museum, and industrial sectors at locations throughout the United States, with a concentration in the Mid-Atlantic States.
For the private sector, she has analyzed land carrying capacity, the zoning and regulatory environment, and market potential of proposed new projects; and assisted with processing real estate development projects through municipal approvals. She has extensive experience in community relations and with building grassroots support for new projects. She has prepared parking management plans and strategies to reduce traffic impacts on residential neighborhoods. For the public sector, Ms. Artemel conducts economic base analyses, forecasts the economic impact of major infrastructure projects, and analyzes mitigation strategies to cope with large-scale economic changes such as facility closures or new construction projects. For non-profits, she formulates business and management plans and assists with a variety of special projects, including designing social media approaches to specific issues. She also conducts sponsored research on a variety of topics including a recent set of studies on the impact of application fees and proffers on housing costs. Revitalization of aging commercial corridors is one of her special areas of interest.

She was the founding Executive Director of the Eisenhower Avenue Public Private Partnership and developed the strategic plan and annual work plans for the first five years of that organization’s existence. Ms. Artemel is also a Director of the Alexandria Industrial Development Authority, and is a former member of the Mayor’s Task Force on BRAC and the Ad Hoc Carlyle PTO Task Force in Alexandria. She has been a guest lecturer in the Master’s programs at Catholic University and Virginia Tech, and a speaker at conferences, most recently the annual conference of the Virginia Chapter of the American Planning Association.

She has served as a panelist on a number of Urban Land Institute Technical Advisory Panels and assisted ULI Washington with their annual Trends conference and the Regional Leadership Institute. She is an appointee to the Technical Advisory Committee of the Northern Virginia Transportation Authority, and a member of the Steering Committee for Alexandria’s Eisenhower West Small Area Plan. Ms. Artemel holds a Master’s Degree in Urban and Regional Planning from the George Washington University.

Martine Combal
District of Columbia, Office of the Deputy Mayor for Planning and Economic Development
Washington, DC

Martine Combal is currently Deputy Director of Real Estate in the District of Columbia Office of the Deputy Mayor for Planning and Economic Development (DMPED) and has been in this role since January 2015. Prior to becoming Deputy Director, she was the Walter Reed Local Redevelopment Authority Director within DMPED for three and a half years. The redevelopment of Walter Reed encompasses 66.57 acres of the 110.1 acre campus with 3.1 million square feet of proposed development and open space. Prior to joining DMPED, Ms. Combal was the Manager of the Property Acquisition and Disposition Division (PADD) at the District of Columbia Department of Housing and Community Development (DHCD) for three and a half years. She also worked in DMPED as a real estate transactions project manager, as well as participated in the implementation of Inclusionary Zoning and the Workforce Housing Land Trust under the direction of the DC Housing Chief. Ms. Combal has extensive knowledge and experience with acquisitions through friendly sales, foreclosures, tax foreclosures and eminent domain, negotiating disposition agreements, as well as local and federal affordable housing programs.

Ms. Combal has a Master’s of City Planning and a Certificate of Urban Design from the University of Pennsylvania and holds a B.S. in Urban and Regional Studies from Cornell University. Ms. Combal is also a certified planner through the American Institute of Certified Planners. As an avid runner, Ms. Combal actively trains for 10-mile and half marathon races and enjoys running and exploring the District’s diverse neighborhoods.
Sukirti Ghosh
Rhodeside & Harwell
Alexandria, VA

In a career that spans continents, sectors, and diverse contexts and scales of design, Mr. Ghosh’s work is driven and united by his passion for urban life, “people places,” and research-informed design. Trained as an architect in his native India, Mr. Ghosh has since devoted his career to planning and urban design, as both a public sector planner and private sector consultant. His work is grounded in his belief that learning is a lifelong endeavor, and that a successful planning and design process must begin with understanding—and learning from—the people and particular context of each place. He has managed diverse and award-winning projects, ranging from city-wide comprehensive plans, downtown and corridor plans, and transit-oriented development strategies, to design guidelines, streetscape master plans, site redevelopment, and architectural design. In particular, much of his work has explored the intersection between physical design interventions and economic development strategies for rejuvenating cities, towns and urban districts.

With an educational background in both architecture and planning, Mr. Ghosh excels at making connections between micro-level design details and broader, multidisciplinary considerations at the neighborhood, city and regional scales. He is also noted for his creativity and ability to express ideas through graphics. Whether he is preparing sketches and 3D visualizations to communicate urban design visions, or producing oil paintings, watercolor renderings and graphic designs in his spare time, his graphics are infused with a visual artist’s perspective. A regular participant in design competitions, Mr. Ghosh has received a number of honors in such competitions in recent years.

Darren Smith
Traipse LLC
Washington, DC

Darren Smith is the Founder and President of Traipse LLC, which developed the Traipse smartphone app for exploring historic business districts in a fun, educational, and interactive way. This involves all of the exciting and challenging aspects of running a startup, including business development, fundraising, hiring and employee management, content creation, and many other roles. Mr. Smith was nominated for Shenandoah Valley Tech Entrepreneur of 2015.

Mr. Smith holds an MA in Urban and Regional Planning from Virginia Tech (2005), with a focus in transportation planning and economic development, and a BA from American University (2000) in Communications, Legal Institutions, Economics, and Government. He has a total of more than 16 years of experience in urban planning and economic development, including advocacy and technical assistance for a nonprofit, policy work, public involvement coordination, and grant-writing. Mr. Smith worked as a Transportation Planner I-III at the Metropolitan Washington Council of Governments and as Policy Analyst - Smart Growth and State & Local Issues for the National Association of Realtors. He has also completed planning-related consulting contracts with Maria Zimmerman Associates and Bellwether Education Partners. Mr. Smith lives with his wife Caroline and 2-year-old son William in Washington, D.C.
Michael Stevens
Capitol Riverfront Business Improvement District (BID)
Washington, DC

Michael Stevens is the president of the Capitol Riverfront Business Improvement District (BID) in the SE waterfront area of Washington, DC – the city’s fastest growing mixed-use urban neighborhood. The Capitol Riverfront is one of the largest riverfront redevelopment projects in the country and will contain over 37 million square feet of development at build-out. He helped coordinate the Center City Action Agenda of 2007 & 2010 – a new strategic plan and framework to guide development and public investment in the center city neighborhoods of Washington, DC. From 2000-2006 he served as the President & CEO of the Washington, DC Economic Partnership and built that organization from a start-up to a full partner in the District’s economic development initiatives.

For the past 10 years he has worked to achieve the vision of a vibrant waterfront community in the Capitol Riverfront – a high density, TOD, mixed-use neighborhood that is a regional waterfront destination for Washington. This 500-acre neighborhood just south of the U.S. Capitol complex builds upon its Navy Yard and maritime heritage while transforming over 60% of its land area through the construction of new office, residential, retail, hotel, and park uses. The Capitol Riverfront BID also partners with the DC Government on the maintenance, operations and programming of Yards Park, while providing a range of management services for the neighborhood including economic development, Clean & Safe Team services, transportation planning and analysis, community events, marketing and branding, and advocacy on behalf of the Capitol Riverfront. The neighborhood is going through its largest development cycle to date with a variety of residential, retail, hotel and office projects underway.

Mr. Stevens has been involved in the economic development, urban planning, and downtown/neighborhood development fields for the majority of his 38-year career. He has participated in numerous downtown redevelopment efforts for cities such as Wichita, KS; Lubbock, TX; Dallas, TX; Nashville, TN; Memphis, TN; Jackson, MS; Washington, DC; and San Antonio, TX. He has also served on planning advisory panels for the Urban Land Institute and the International Downtown Association for a variety of cities. His career has included positions at public sector planning agencies, nonprofit entities, and private planning firms. He holds a Master’s degree in Urban Planning/Urban Design from Virginia Tech in Blacksburg, VA, and a BA in Urban Sociology from Millsaps College in Jackson, MS. Mr. Stevens is a resident of Washington, DC and is involved on various boards of directors in the city.

Kyle Talente
RKG Associates, Inc.
Alexandria, VA

Kyle Talente has developed and applied a broad range of professional and technical expertise since his hiring in 1998. Today, Mr. Talente uses that experience to manage projects in all facets of economic development, real estate advisory, and market analysis. Mr. Talente has provided proven results to a wide range of public and private sector clients, focusing on identifying creative, market driven solutions to real estate investment opportunities. During his tenure at RKG Associates, Mr. Talente has cultivated specializations in housing market and affordability analysis, local and regional real estate market analysis, economic development strategies, downtown and urban revitalization, financial feasibility and economic impact analysis, and target industry studies. Mr.
Talente’s expertise is bringing his client’s real world recommendations founded in market reality and projected conditions based on sound economic fundamentals, allowing clients to go beyond the visioning and assessment phase and into successful implementation. Mr. Talente has learned that this grounded approach garners support for a much stronger development process, particularly when implementation requires/seeks public private partnerships. His diverse education background has enabled him to be a strategic liaison between the physical disciplines (i.e. urban design and architecture) and the market realities of real estate investment decision making. He also has developed a reputation for being able to successfully communicate the complex relationships between vision and reality to a wide variety of public and private stakeholders. Mr. Talente is a graduate of the Georgia Institute of Technology in Atlanta, GA, where he received his Bachelors of Science in Architecture in 1996 and his Masters of City Planning in 1998.