WestGate@Crane Technology Park Master Plan Implementation Assistance Request for Proposals

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I. Purpose

As part of an overarching strategy for improving economic and community prosperity in the Indiana Uplands region, Regional Opportunity Initiatives, Inc. (ROI) is seeking an experienced Development Team to provide implementation assistance for Phase One of the WestGate@Crane Technology Park (WestGate@Crane) as set out in a recently completed Feasibility Analysis and Master Plan (Master Plan). This Master Plan articulates a catalytic vision for the continued build-out and development of WestGate@Crane by creating a unique “park within a park” mixed-use research district to accelerate technology development and technology transition anchored by its ongoing efforts to serve the Naval Support Activity Crane (NSA Crane) and its two major tenants, the Naval Surface Warfare Center – Crane Division (NSWC Crane) and the Crane Army Ammunition Activities (CAAA).

The ideal Development Team for the implementation of Phase One of the re-envisioned Master Plan would bring hands-on knowledge and experience in research park and innovation district advancement, especially within defense and rural communities, including capabilities in stakeholder relationship and consensus building, marketing and business development, real estate and infrastructure financing, and organizational development.

It is expected that the selected consulting team will lead the implementation of Phase One of the Master Plan as well as support the planning and transitioning of operations to full-time staffing within a still-to-be-determined WestGate@Crane development organization.

This implementation assistance consulting effort will be funded by multiple regional stakeholders and contracted through ROI, a 501(c)(3) non-profit organization headquartered in Bloomington, Indiana. ROI was established to address regionalism, quality of place, education, workforce, and industry sector strategies in the 11 counties that comprise the Indiana Uplands region: Brown, Crawford, Daviess, Dubois, Greene, Lawrence, Martin, Monroe, Orange, Owen and Washington. ROI’s objective is to provide strategies to assist the region in addressing its challenges and achieving its goals of growing and attracting talent, increasing net in-migration, offering compelling opportunities for families, retaining strength in key industry clusters, and fully realizing the potential of the new I-69 corridor. Other funders include Radius Indiana as well as the three counties that own land within the Park, Daviess, Greene, and Martin counties.

For this effort, ROI will act as the contracting organization and a Steering Committee comprised of critical stakeholders will work alongside ROI throughout this implementation effort.

II. Background

The WestGate@Crane Technology Park (WestGate@Crane) is an integral hub for the Uplands Region’s defense industry cluster. Overall, the defense sector has deep roots in the Uplands Region, and today stands as a leading technology-driven industry cluster in the region. The region’s defense activities are anchored by Naval Support Activity Crane (NSA Crane), located 25 miles south of Bloomington and is the third largest naval installation in the world. Employing over 2,300 scientists, engineers, and technicians, Crane is one of the region’s most valuable assets and Indiana’s only federal laboratory. Crane was commissioned under the 1941 Defense Appropriation Act as the Naval Ammunition Depot for the production, testing, and storage of military weaponry. Today, the NSA Crane facilities, which cover 100 square miles in portions of Greene, Martin, and Lawrence counties, provide critical support services
including research, development, test and evaluation, in-service engineering, and technical support for sensors, electronics, electronic warfare, and special warfare weapons. One of Indiana’s largest high-tech employers, NSA Crane employs a mostly civilian workforce, which is highly STEM oriented with many scientists, engineers, and technicians. NSA Crane’s customer base includes the Navy, Marine Corps, Army, Air Force, United States Special Operations Command, Coast Guard, NASA, and other military organizations.

As the host command, NSA Crane provides support to its two major mission commands, Naval Surface Warfare Center, Crane Division (NSWC) and the Crane Army Ammunition Activity (CAA). Each tenant command performs different and distinct functions for the US military. NSWC Crane is a naval laboratory and a field activity of Naval Sea Systems Command (NAVSEA) with focus areas in Expeditionary Warfare, Strategic Missions, and Electronic Warfare. NSWC Crane is responsible for multi-domain, multi-spectral, full life-cycle support of technologies and systems enhancing capability to today’s warfighter.

Crane Army Ammunition Activity (CAA), also a tenant command at NSA Crane, produces and provides conventional munitions in support of U.S. Army and Joint Force readiness. CAA is one of 14 installations of the Joint Munitions Command and one of 23 organic industrial base installations under the U.S. Army Materiel Command, which include arsenals, depots, activities, and ammunition plants. The Department of Defense’s second largest defense depot, CAA covers 80 percent of the base’s geography and manages and stores about 25 percent of the Department of Defense’s conventional ordnance inventory.

Broader Advancement of the Defense Industry Cluster in the Uplands Region

The Uplands Region has strongly embraced the defense sector as a key economic driver for the region. In 2014, a Steering Committee comprised of thought leaders from throughout the Indiana Uplands Region\(^1\) released a strategic plan for economic development that sought to leverage the region’s numerous assets in a way that could lift up and enhance its communities in a long-term and sustainable way. Believing in the Uplands Region’s opportunity, the Lilly Endowment in December of 2015 awarded the region $42 million in grants to advance economic and community prosperity throughout the Uplands Region. Three organizations – Regional Opportunities Initiative (ROI), the Indiana University Center for Rural Engagement (CRE), and the Indiana Innovation Institute (IN3) – were formed, each with a distinct mission to help the region leverage its economic assets.

This economic development strategic plan called out the need for the region to take advantage of the distinct opportunities that exist in this region as it relates to unique industry clusters with comparative advantage. The report identified the most compelling growth opportunities, including the defense industry cluster.

This promise has been born out as the defense industry cluster has grown throughout the region in the last five years. The presence of NSA Crane, anchored by CAA and NSWC Crane activities, stands both as a major employer in the Uplands Region’s defense cluster as well as a key driver for the region’s private sector companies involved in defense activities. This combined effort has a significant economic impact on the Uplands Region. As reported by Radius Indiana, NSA Crane in 2017 had a direct economic impact

\(^1\) See https://swcindianadotorg.files.wordpress.com/2016/04/strategic_plan_for_economic_and_community_development_in_swc_indiana_11-25-14_1.pdf
of $406.4 million on the Uplands Region from wages and salaries paid to its defense civilian workforce and over 40 contractors in the region. With the economic multiplier effect, Radius estimates the total economic impact of NSA Crane is over $1 billion for the Uplands Region on an annual basis.²

In direct employment, federal civilian defense employment stands as a growing and highly specialized sector in the Uplands Region. The Uplands Region is seven times more concentrated in federal civilian defense employment than found nationally. Since 2012, the region has grown by 2.3 percent in federal civilian defense employment, reaching 4,412 jobs in 2018, while nationally corresponding employment declined by 5.2 percent.

In addition, for every ten jobs at NSA Crane, there is roughly another six jobs in specific industries associated with defense activities in the region, mostly to serve the needs for defense contractors by CAAA and NSWC Crane. Of particular note, from 2012 to 2018 employment in the primary private sector defense industries in the Uplands Region, led by engineering services, grew a healthy 14.9 percent, from 1,203 in 2012 to 1,383 jobs in 2018. By comparison, these same private sector industries grew by only 4.2 percent nationally. Still, this primary defense industry sector is still an emerging industry for the region standing 16 percent below its level of concentration nationally, but gaining in employment share with its faster job growth in recent years. Examples of defense contractors that have chosen to develop a footprint in the region include AECOM, Artisan Electronics, Booz Allen Hamilton, Draper Labs, General Dynamics IT, Mantech, SAIC, Scientia, and Tri Star Engineering.

Looking to the future, the Master Plan prepared in 2020 by a project team from TEConomy Partners, LLC (TEConomy) and Perkins + Will found that the potential opportunities for advancing the further development of WestGate@Crane are considerable. The most important driver for growth is the increasing role of NSWC Crane in emerging areas of technology, including artificial intelligence/machine learning, trusted microelectronics, modernization of strategic electronics, and hypersonics. Based on the 2018 Strategic Intent document from NSWC Crane, planners expect a 33 to 66 percent increase in employment in NSWC Crane employees and contractors over the next decade, reflecting the growing role of NSWC Crane in emerging technology areas. The total number of employees associated with the NSWC Crane civilian and contractor base is expected to rise from approximately 6,000 today to between 8,000 and 10,000 in the next ten years, with the additional job gains found primarily in engineering, computer sciences, scientific fields, and applied technology jobs.³ At the same time, additional opportunities for development at WestGate will be created as more traditional sustainment, testing, and administrative activities currently housed on base, and often involving embedded contractor staff, will need to move off base to make room for new activities in emerging technology areas.

³ Based on Draft Report prepared for ROI by FutureWorks and Econsult Solutions, Inc. on “Labor Market Analysis for the Uplands Region: A Report on Talent Demand and Supply,” May 2019
Origins and Assets of WestGate@Crane Technology Park

WestGate@Crane Technology Park is located approximately one mile west of the Naval Support Activity (NSA) Crane’s public access gate, immediately north of the town of Crane, Indiana. The formation of WestGate@Crane in 2006 was undertaken as a multijurisdictional effort involving Daviess County, Greene County, and Martin County utilizing the state’s certified technology park statute administered by the Indiana Economic Development Corporation (IEDC). The three counties entered into a thirty-year Interlocal Agreement approved by IEDC to allow them to collaborate as a single integrated certified technology park, but with the resources from the state’s incremental tax financing fund equivalent to three separate certified technology parks. To administer the multi-county state-certified technology park, the WestGate@Crane Authority was formed with representation from the three counties. This WestGate@Crane Authority manages the state resources available to certified technology parks including the use of the state incremental tax financing funds and annual state appropriations for certified technology park operations.

Still, the WestGate@Crane Authority’s responsibility is somewhat limited in regard to overall WestGate@Crane development. The WestGate@Crane Authority has control over a 12-acre site at WestGate@Crane and a publicly funded 64,000 square foot multi-tenant facility created to support conferences, education and training, and innovation activities at WestGate@Crane. The WestGate@Crane Authority uses state funding to support the operations of the WestGate Academy as well as infrastructure improvements to support private development at WestGate@Crane. However, the WestGate Authority does not have direct responsibilities for the overall development of WestGate@Crane. The undeveloped land at WestGate@Crane is individually owned and managed between the three counties, and the developed land has generally been sold to private developers who construct buildings at WestGate@Crane. There is no comprehensive set of covenants or restrictions on development at WestGate@Crane. Instead, each county manages permitted uses of land, and in the case of Greene and Martin counties there are no zoning restrictions.

Since its inception in 2006, 17 buildings have been developed within WestGate@Crane. This includes the WestGate Academy and the Battery Innovation Center (BIC), a non-profit organization housed in its own facility. BIC’s development was inspired by battery development and testing activities within NSWC Crane and it offers a unique facility and technical staff with ongoing industry collaborations for the development, testing and commercialization of safe, reliable and lightweight energy storage systems for defense and commercial customers. The additional commercial buildings are a mix of office, light manufacturing, and technology facilities whose tenants are largely defense contractors serving NSA Crane activities. In 2020, a 72-unit Sleep Inn and Mainstay branded hotel near the US 231 Interchange opened, which also includes meeting space, a business center, and a fitness center.

Universities also have a presence at WestGate@Crane and are important collaborators with NSA Crane. In 2017, the Purdue Research Foundation (PRF) entered into a contractual relationship with the WestGate Authority to support efforts at the WestGate Academy for technology research commercialization, start-up and job creation assistance, and education and workforce development.
programs through Purdue@WestGate. Meanwhile, Indiana University in 2018 expanded their presence at WestGate and renewed the university’s educational partnership agreement with NSA Crane, which allows IU students, faculty and researchers to use NSA Crane as a lab for applied research. IU’s Office of the Vice President for Engagement, the IU Center for Rural Engagement, the IU Maurer School of Law IP Clinic and the south-central region of the Indiana Small Business Development Center are now all utilizing space at the WestGate Academy.

Both IU and Purdue also have growing collaborations in science and technology with NSWC Crane. The benefit of these growing relationships is that it not only enables NSWC Crane to accelerate technology solutions to meet defense needs, but it also creates top talent connections of PhD students and post-docs from these universities with NSWC Crane. Examples of the robust collaborations underway include:

- 17 Collaborative Research and Development Agreements (CRADAs) between IU and Purdue with NSWC Crane, with 10 at IU, 6 at Purdue and one joint CRADA
- Several micro-grants in recent years to IU and Purdue in the FY 17/18 period, covering topics of:
  - Advanced Computer vision Analysis of Microelectronics Imagery (IU)
  - Information Visualization (IU)
  - 3D Modeling and Simulation for Lifetime Predictions (Purdue)
  - Forensic Analysis of Microelectronics (Purdue)
  - Complex Systems of Systems Research (Purdue)
- Numerous faculty participating as visiting summer faculty

Complementing these university efforts is the Indiana Innovation Institute, known as IN3, which has one of its multiple state locations at the WestGate Academy. IN3 is a non-profit applied research intermediary helping to bring together research universities in Indiana in collaboration with NSWC Crane. The formation of IN3 was a key recommendation of the 2014 regional economic development strategy, and it was established through a $16 million grant from the Lilly Endowment, Inc. One major initiative by IN3 has been in trusted electronics with other potential opportunity areas for the future being in cyber-physical systems technologies and hypersonics. Recently, IN3 has been selected to serve as the Partnership Intermediary for the NavalX Midwest Tech Bridge for which IN3 will be managing and facilitating collaborative workshops and problem-solving events involving industry and university scientists and engineers to accelerate the development and transition of technology to address significant and hard-to-solve military needs. It is expected that off-base facility space for the Midwest Tech Bridge will be at WestGate@Crane Technology Park as well as nearby in Bloomington, Indiana.

**Advancement of a Master Plan for Next Phase of Growth for WestGate@Crane**

A re-envisioned Master Plan process was initiated in 2019 to capitalize on the growth environment for the defense industry cluster in the Uplands Region and the development achieved at WestGate@Crane since its inception in 2006. The key analyses conducted through the Master Plan process involved an analysis of the market opportunities, situational assessment of development preparedness, and reimagining the physical development requirements to spur future growth of WestGate@Crane.
The Master Plan sets out a catalytic vision for the continued build-out and development of WestGate@Crane to become one of the most important research destinations for America’s defense industry by creating a unique “park within a park” mixed-use research district aligned with the region’s growing defense opportunities for technology development. Core to this vision of a “park within a park” is the creation of a significant outdoor-oriented recreational destination leveraging its rural location coupled with a mixed-use technology park that gives life to new ideas and innovation activities, and draws top talent to a lifestyle district that meets day-to-day needs in an engaging setting and offers meaningful connections to the natural environment. This unique “park within a park” mixed-use research district addresses the current lack of a distinctive focus for WestGate@Crane other than being a short distance from NSA Crane. It will allow WestGate@Crane to stand out as a high-value location within the Uplands Region, which is experiencing a broadening of the defense industry presence, including significant concentrations at EastGate in Bedford and in Bloomington.

The Master Plan includes 1) an overall conceptual plan, 2) development guidelines, which reflect the design principles to shape private development within WestGate@Crane and ensure the district’s vision, and 3) key investment guidelines that provide a more strategic set of tactical actions in order to achieve these goals.

This Master Plan lays out the sequencing of specific development clusters within WestGate@Crane. These development cluster sites pair public and private investments together to create a more discernible and desirable place. In its past, WestGate@Crane has suffered because development has been too spread out and investments have not compounded upon each other to create a sense of place. This has resulted in the lack of critical mass within WestGate@Crane to support amenities that create a high-quality place to work, including restaurants, coffee shops, fitness centers and retail stores. In sharp contrast, the cluster approach recommends that assets be grouped together in a thoughtful manner.

The Master Plan process also highlighted the need to address weaknesses in the organization of economic development activities to support WestGate@Crane’s continued growth. Unlike other research park and innovation district developments, WestGate@Crane lacks a business development entity with a professional staff working to market the overall research park, aggregate demand, and directly advance new facility developments with private developers. This reflects the complicated land ownership situation involving the three counties that has resulted in a loosely organized and uncoordinated economic development effort unable to facilitate and foster continued build-out of WestGate@Crane. In recent years, WestGate@Crane has not been responding to current market demand, despite higher leasing rates than the rest of the region and current strong occupancy.

III. Objective

This request for proposals is seeking an experienced Development Team to provide implementation assistance with the Phase One activities set out in the re-envisioned Master Plan for WestGate@Crane. As set out in the Master Plan, Phase One would involve priority development cluster sites to be advanced and key infrastructure investments to be organized.

The Master Plan recommends the following two development cluster sites be developed initially:

- **Cluster A: Crane Gateway** -- This development cluster site is meant to jump-start research work and attract commuters and NSA Crane employees into the site for casual dining options,
Complementing this new phased approach for site development in Phase I are other recommended infrastructure investments including:

- **New Streets** -- As development opportunities occur, a new north-south street and gateway into the district should be established. This will give access to additional development parcels, remove district traffic from co-mingling with the Crane entry, and give the district a new face.

- **Regional Park and Trails** -- Early phases of the regional park in their simplest form could entail cutting back plants to form basic paths through the landscape. For the trails, a rough trail network can be started at any time and should be kicked off as soon as possible. The buildout of more formal open spaces and advanced trail portions that include trail-side amenities should
run in parallel with the buildout of adjacent private parcels within the same cluster. In this way, private and public investments are happening within the same cluster at similar times, so as to create a unified sense of place before moving to other clusters.

- **New Identity Infrastructure** -- While new infrastructure and investments are being made, the districts identity should be made physical - reinforcing when you are in the district. These could include signage and art.

It is envisioned that the selected Development Team will address a critical gap currently found at WestGate@Crane—the lack of a dedicated professional economic development staff to foster and support the Phase I development activities consistent with the re-envisioned Master Plan.

Specific objectives for the Development Team contracted to assist in the implementation of Phase One of the Master Plan include:

- Building stakeholder support for the Master Plan approach and implementation of Phase One, including across each of the three counties, the WestGate@Crane Authority, and NSA Crane.
- Marketing and aggregating demand for advancing Development Cluster Sites A and B.
- Facilitating public and private financing for multi-tenant space development and open space amenities.
- Supporting the planning and transitioning of operations to a full-time staff within a still-to-be-determined organizational form for WestGate@Crane

**IV. Scope of Services**

Under the guidance of a Steering Committee to ROI, the Development Team will undertake the following scope of services:

- **Developing active tenant deal flow** through pro-active business development. This will include services to: identify potential prospects based on relationship marketing and targeted outreach efforts; create a marketing program through social media, events, and other techniques; and carry out liaison services for WestGate@Crane tenants to address needs for partnerships with higher education on workforce, technical assistance, and access to lab facilities.

- **Advancing the deal packaging for new multi-tenant office facilities** involving a mix of public and private sources of funding. This will include: packaging financing for multi-tenant office facilities, including how to blend public financing sources and address credit enhancements required given potential tenant mix for accessing private financing; identifying potential developers and facilitate discussions, including development of Request for Proposals and evaluation of bids; accessing public sources of funding at local, state, and federal levels for real-estate oriented economic development projects.

- **Advancing the funding for public infrastructure and open space amenities** involving access of public and philanthropic sources of funding through grant writing.
Leveraging its expertise and knowledge of other defense-related and rural research park models, the Development Team will also provide strategic consulting services to help aid the Steering Committee in undertaking the following activities:

- **Developing and implementing an alternative organizational approach** to the development and operation of the economic development services for WestGate@Crane, involving governance, operations, and funding.
- **Articulating the vision** of the master plan and creating excitement and momentum among local stakeholders and potential sources of state and federal funding.

The Steering Committee is expected to include representatives from:

- ROI
- Radius
- WestGate@Crane Authority
- Daviess Economic Development Corporation
- Greene Economic Development Corporation
- Martin Economic Development Corporation
- NSA Crane
- NSWC Crane
- CAAA
- Indiana University, Bloomington
- Purdue@WestGate

The members of the Steering Committee will be actively involved in:

- Advising/overseeing the work of the Development Team
- Ensuring that the implementation of the master plan reflects the Steering Committee’s common set of shared principles for the long-term development of WestGate@Crane
- Designing and implementing an organizational/governance model to oversee the economic development functions of WestGate@Crane long-term, and
- Engaging regional and local stakeholders and articulating WestGate@Crane’s vision in order to create additional excitement, momentum, and support.

## V. Proposal Requirements

Each proposal submission must include the elements listed below. Respondents may propose subcontracting with other firms to maximize qualifications and experience. If subcontractors are being proposed, please provide the organizational profile and staffing plan for all subcontractors as well as the prime. Please also clearly articulate the role of each organization in the project narrative.

**A. Cover Letter** - Each submission must contain a cover letter signed by an authorizing agent that consists of a brief summary of the firm’s competency in research park development, any notable experience with comparable projects, and any other unique experiences or qualifications that would help distinguish a firm during the proposal evaluation process.
B. Organizational Profile – provide a description of your organization(s), relevant expertise and experience that aligns well with the work proposed in this RFP. Share examples of previous work with research parks and innovation districts including capabilities in relationship and consensus building skills among stakeholders, marketing, business development, real estate and amenity development, and organizational development. Please include in your relevant experience response:

- Past experience in successfully implementing a master plan or major economic development project
- Demonstration of strong communication skills: speaking, writing, and listening
- Business development experience
- Strong real estate experience with the ability to conceptualize, analyze, negotiate and oversee the implementation of multi-tenant real estate development projects
- Experience in grant writing to solicit philanthropic sources of funding.

C. Staffing Planning – set out the expertise, experience, time availability, and role of each key staff member.

D. References - Please provide three references from prior research park development experiences.

E. Project Narrative - Please provide a detailed service plan and methodology that will ensure the expectations outlined in the Scope of Services are met. Please provide a timeline with target completion dates for project activities and major project milestones. Please indicate how you will keep ROI and the Steering Committee informed of implementation progress.

F. Budget- Include a detailed budget that defines the cost by scope of service element. The detailed budget for each scope element should include the following elements:

- Number of projected hours by each staff member, including the person’s hourly rate.
- Travel expenses
- Other Direct Costs, detailing the direct cost and justifying the need to incur

Please note, it is expected that the successful Proposer would be contracted by ROI to provide the proposed services on a time-and-materials contract with a not-to-exceed fixed monthly allowable budget for a twelve-month period. Specific quarterly work plans will be required and approved by the Steering Committee before the start of each new quarter detailing expected work activities to be undertaken. On a quarterly basis, a performance report will be submitted to ROI providing a recap of activities undertaken, accomplishments achieved, and proposed scope of services and budget for the next quarter.

Cost for the scope as defined in this document should fall within the range of $75,000 to $100,000. Both parties will agree to a payment plan upon signing the contract in which it is outlined.

G. Additional Attachments: Any additional company brochures, work samples, or other supporting documentation may be included in the complete proposal package.
VII. Proposal Submission and Selection Process

Final proposal submissions are due electronically by 5:00 pm EST on November 6th, 2020. Proposals can be submitted to:

Maren Witte, ROI Project Manager
marenwitte@regionalopportunityinc.org

We request the courtesy of an email advising us of your intent to respond to this RFP by October 16th. Questions regarding this RFP should be directed to Maren Witte via e-mail at marenwitte@regionalopportunityinc.org.

The successful Proposer, if any, selected by ROI through this RFP will be the Proposer that submits a proposal on or before the Submittal Deadline that best serves WestGate@Crane’s needs as evaluated by ROI. The Proposer is encouraged to propose terms and conditions offering the maximum benefit to advancing the implementation of Phase One of WestGate@Crane’s Master Plan in terms of (1) staffing expertise, (2) service, and (2) total overall cost.

The evaluation of proposals and the selection of the successful Proposer will be based on the information provided in the proposal. ROI may consider additional information if ROI determines the information is relevant. ROI reserves the right to request Oral Presentations to seek clarification and additional information as needed to make a final determination.

The ROI Board of Directors will vote on the selected vendor on December 11th, 2020 and with a contract award no later than January 11th, 2021.