



TOD Policy Update – Engagement Update

Committee of the Whole | July 15, 2026



Purpose of today's conversation

- Share selected highlights of stakeholder engagement and peer agency interviews
- Receive critical feedback to guide next steps and policy development



Green Line, Prospect Park Station
(Image source: SRF Consulting)

Schedule

Project Task	Dec	Jan	Feb	Mar	Apr	May	Jun	Jul	Aug	Sept	Oct	Nov	Dec
Project Start	★												
Council Engagement				◆				◆			◆		
Steering Committee	◆			◆			◆		◆				
PHASE 1: Policy Review													
PHASE 2: Stakeholder & Peer Engagement													
PHASE 3: Synthesis & Recommendation													
PHASE 4: TOD Policy & Procedures Development													
Council Action													★

We are here

Our approach to engagement

- 25+ small group conversations conducted by project team members between March and June
- Subgroups:
 - Met Council leadership
 - Steering committee subgroups
 - Local city and county staff
 - Non-profit and for-profit development parties
 - Peer agencies

Emerging themes from local stakeholder engagement

Theme 1: Align Council/city goals, project by project

Theme 2: Strengthen municipal partnerships

Theme 3: Build the internal framework for consistent TOD delivery

Theme 4: Calibrate Council role to community capacity

Theme 5: Clarify equity and anti-displacement goals; articulate and scale tools to achieve them

Theme 6: Clarify the tools the Council brings to each TOD role

Theme 1: Align Council/city goals, project by project

What we heard

- Stakeholders consistently emphasized the critical importance of collaboration between the Council, Metro Transit, and local governments, given city land use authorities.
- Stakeholders brought a wide range of city perspectives toward partnership and development density; the TOD policy should anticipate the range.



Capitol/Rice Station

(Image source: Flickr – [Mac H \(media601\)](#))

Theme 1: Align Council/city goals, project by project

Representative observations

- “Some cities will be receptive to partnership; others may not. Some cities trust Met Council and others don’t. The policy update should consider how the agency can be flexible to property and partner context.”
- “Every project goal must be a shared goal with the community with the development. We should not try to force housing into an area where the community sees economic development.”
- “Value what visions cities have for their own cities. Define a repeatable RFP process.”

Theme 2: Strengthen municipal partnerships



Green Line, University & Snelling Station
(Image source: Metro Transit)

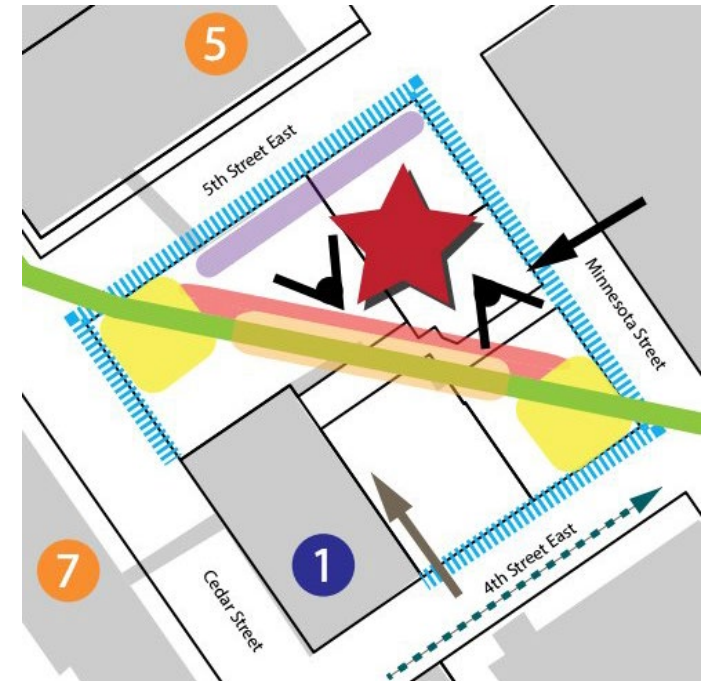
What we heard

Interest in ongoing engagement and semi-standardized process to coordinate legal reviews, pursuit and use of grant funds, and Met Council publication of RFPs that provide joint Council and city guidance to respondents.

Theme 2: Strengthen municipal partnerships

Representative observations

- "TOD is most successful when it is done in partnership."
- "Cities want to understand expectations early and be involved throughout the process."
- "Met Council should incentivize pre-planning, placemaking, connectivity to set up future TOD areas for success. Value what visions cities have for their own cities. Define repeatable RFP process to streamline future projects (not just who will bid highest)."



Central Station Design Framework, 2017
(Image source: City of Saint Paul)

Theme 3: Build the internal framework for consistent TOD delivery

What we heard

- Stakeholders generally supported TOD goals but identified challenges related to implementation.
- Common concerns included unclear processes, inconsistent expectations, lengthy timelines, and limited coordination across departments and partners.
- Stakeholders expressed interest in clearer guidance for land disposition, project evaluation, and TOD project delivery.
- Interest in early consideration of TOD in transit capital decisions given how station orientation, easements, and facility footprints influence later development potential.



B Line Groundbreaking
(Image source: Metro Transit)

Theme 3: Build the internal framework for consistent TOD delivery

Representative observations

- “The vision is generally clear; implementation is the challenge.”
- “Pre-plan sites for TOD development as the transit station is being sited, to maximize the TOD development.”
- “There is a lack of clarity and consistency about the process.”
- “Next step is we need to update our internal procedures — our procurement process for TOD; right now trying to fit it into the contractor procurement process, which doesn’t [fit].”
- “Different parts of the Council are not always aligned.”

Theme 4: Calibrate Council role to community capacity

What we heard

- Cities expressed interest in earlier and more sustained engagement throughout TOD planning and implementation.
- Stakeholders emphasized the importance of flexibility to respond to local context, market conditions, and community priorities.



Gold Line, Helmo Station
(Image source: Minnesota Star Tribune)

Theme 4: Calibrate Council role to community capacity

Representative observations

- “The Council should tailor its role based on local capacity — support strong cities, partner with those balancing priorities, and take a more hands-on role where capacity is limited, while ensuring consistent, equitable outcomes across the region.”
- “Treat each community differently with how we might support them. The Council may have to 'help more' for some communities than others — and that is OK. Our role also needs to continue its engagement starting early in the process.”

Theme 5: Clarify equity and anti-displacement goals; articulate and scale tools to achieve them

What we heard

- Stakeholders emphasized that TOD should advance broader community outcomes, including housing affordability, economic opportunity, accessibility, and equitable development.
- Internal stakeholders highlighted anti-displacement for residents and businesses as a top priority meriting its own findings of fact, toolbox and ongoing measurement.
- Stakeholders indicated that TOD success should be measured by more than development intensity alone.

Theme 5: Clarify equity and anti-displacement goals; articulate and scale tools to achieve them

Representative observations

- “TOD should create benefits for existing and future residents.”
- “Housing affordability and access remain key priorities.”
- “While we focus on the best outcome for a specific project, we must include anti-displacement outcomes in every project.”
- “Success should be measured by community outcomes, not just development activity.”
- “The City values not just affordable, but also market rate housing along transit. We want to prioritize mixed-income housing — not just affordable.”

Theme 6: Clarify the tools Council brings to each TOD role

What we heard

- Stakeholders expressed uncertainty regarding how the Council can support TOD implementation in different contexts.
- Many described existing TOD as poorly understood or difficult to navigate.
- Stakeholders emphasized that TOD tools should be applied in ways that reflect local needs, community priorities, and desired outcomes.



Fred T. Heywood Office Building and Garage
(Image source: Metro Transit)

Theme 6: Clarify the tools Council brings to each TOD role

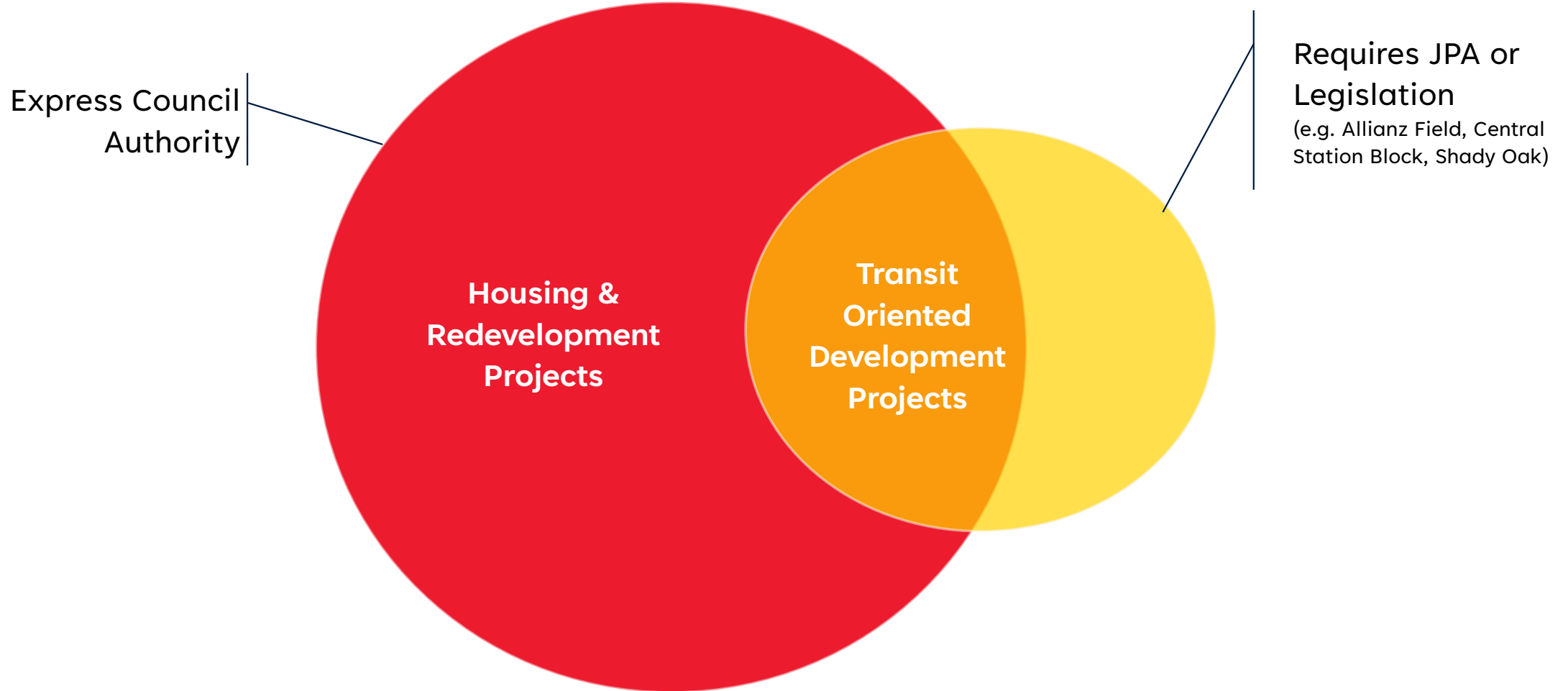
Representative observations

- "What is the Council's role—facilitator, partner, or implementer?"
- "There is broad support for TOD goals, but less agreement on how active the Council should be in achieving them."
- "The Council should calibrate its role by adopting a tiered, capacity-based support model that differentiates between mentorship, partnership, and direct intervention. Each according to their need."

Council Authority is Limited

- Council may only exercise powers expressly granted in statute.
- HRA powers are Council's only development-related authority.
- Council authority is further constrained by funding interests on specific Council-owned sites.
 - Examples (varies by site):
 - **FTA Constraints:** Must maintain continuing control for transit purposes & revenue must be used for eligible transit purposes.
 - **State Bond Constraints:** No long-term private use allowed & sale must be for fair-market value.
 - **Local Funding Constraints:** Use contract revenue must be used for transit operations (specific corridor)

Potential HRA vs. TOD Projects



Joint Powers Agreement Benefits/Challenges

Benefit

- Enables alignment of Council/city goals (Theme 1)

Challenges

- Does not grant Council new authorities/tools (Theme 6)
- Does not enable Council to calibrate to community capacity (Theme 4)
- Introduces complexity, cost, and delay to project timelines

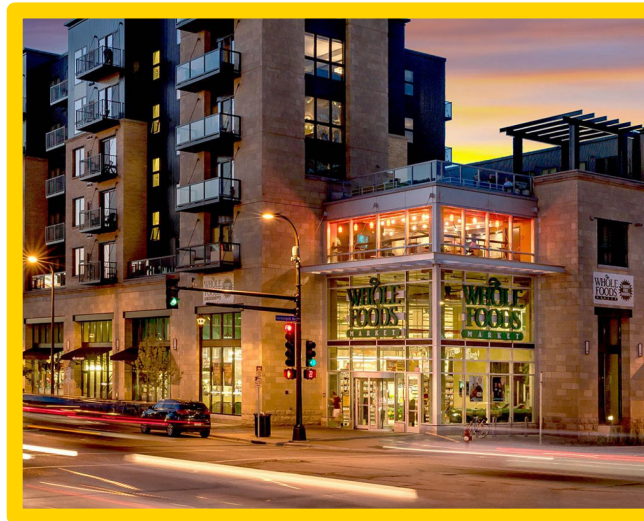
Types of HRA Projects

HOUSING



- ✓ Local Approval

MIXED-USE



- ✓ Local Approval
- ✓ Blight Prevention/
Removal OR
- ✓ JPA OR
- ✓ Legislation

COMMERCIAL



- ✓ Local Approval
- ✓ Blight Prevention/
Removal OR
- ✓ JPA OR
- ✓ Legislation

HRA Toolbox

TOOLS	Housing	Mixed-Use	Commercial
Site Assembly	AVAILABLE	LIMITED	LIMITED
Pre-Development	AVAILABLE	AVAILABLE	AVAILABLE
Visioning & Planning	AVAILABLE	AVAILABLE	AVAILABLE
Developer Procurement	AVAILABLE	LIMITED	LIMITED
Funding	AVAILABLE	LIMITED	LIMITED
Negotiation/Contracts	AVAILABLE	LIMITED	LIMITED
Contracting	AVAILABLE	LIMITED	LIMITED
Development	AVAILABLE	LIMITED	LIMITED
Operate	AVAILABLE	LIMITED	LIMITED
Value Capture	AVAILABLE	LIMITED	LIMITED

NOTES: All HRA project paths require local approval.

SOURCE: Minnesota Statute §469.001 – §469.047

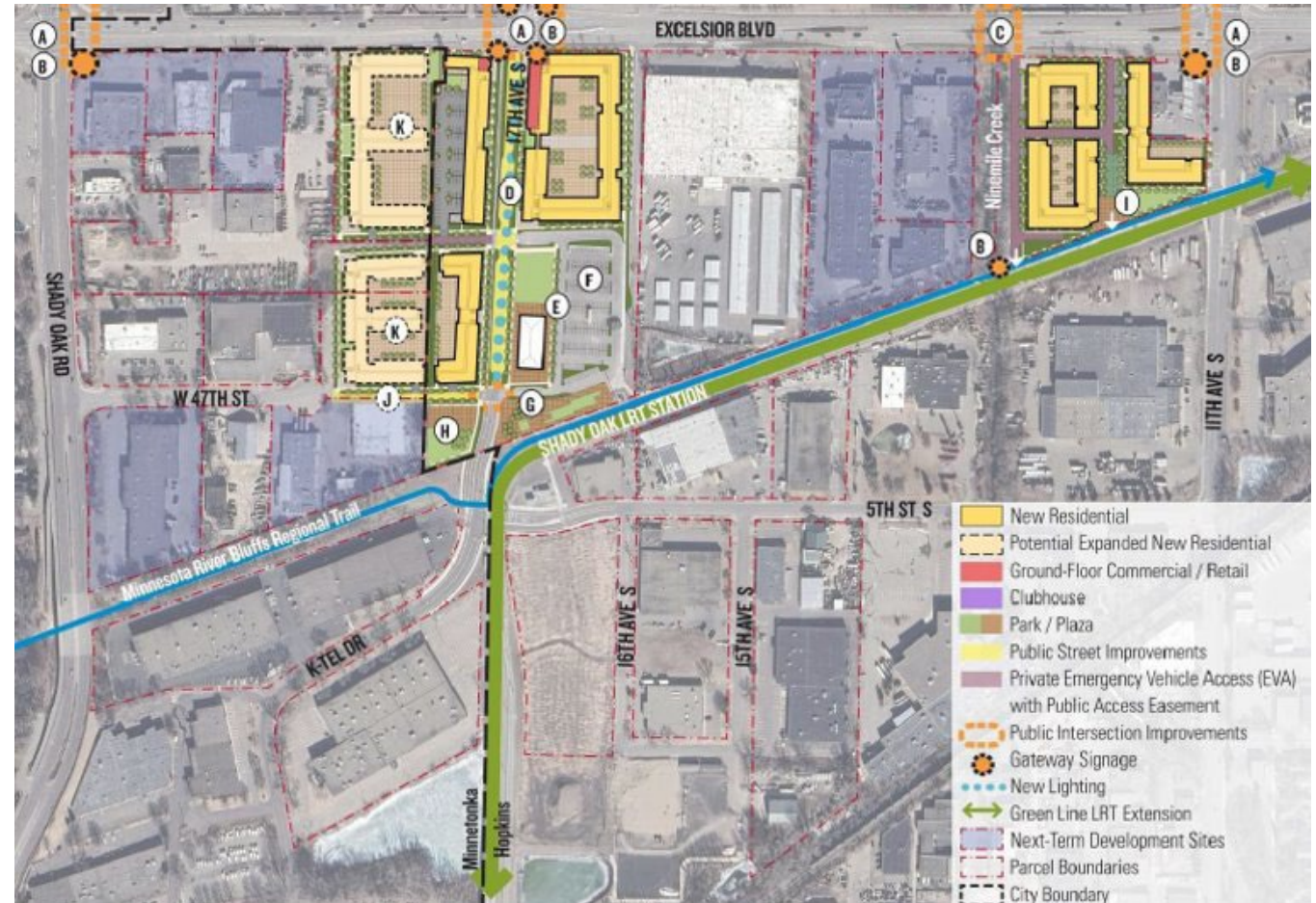
HRA vs. EDA

Redevelopment/development activity	HRA	EDA	Primary Statute
Administer Section 8 programs*	AVAILABLE	NOT AVAILABLE	§469.012
Undertake housing projects	AVAILABLE	NOT AVAILABLE	§469.012
Undertake redevelopment projects & plans (blight removal/prevention)	AVAILABLE	NOT AVAILABLE	§469.012/ .028/ .029
Acquire, prepare & lease or sell land for a housing project or a redevelopment project	AVAILABLE	LIMITED	§469.012/ .101
Direct financial assistance to businesses	NOT AVAILABLE	AVAILABLE	§469.101/ .192
Establish economic-development districts	NOT AVAILABLE	AVAILABLE	§469.101
Levy a property tax, issue bonds, & administer interest reduction programs	(LIMITED FOR COUNCIL)	LIMITED	§469.033/ .107
Absorb powers by cross-reference/transfer	NOT AVAILABLE	AVAILABLE	§469.094

*The Council may only administer Section 8 programs within the Council's service area.

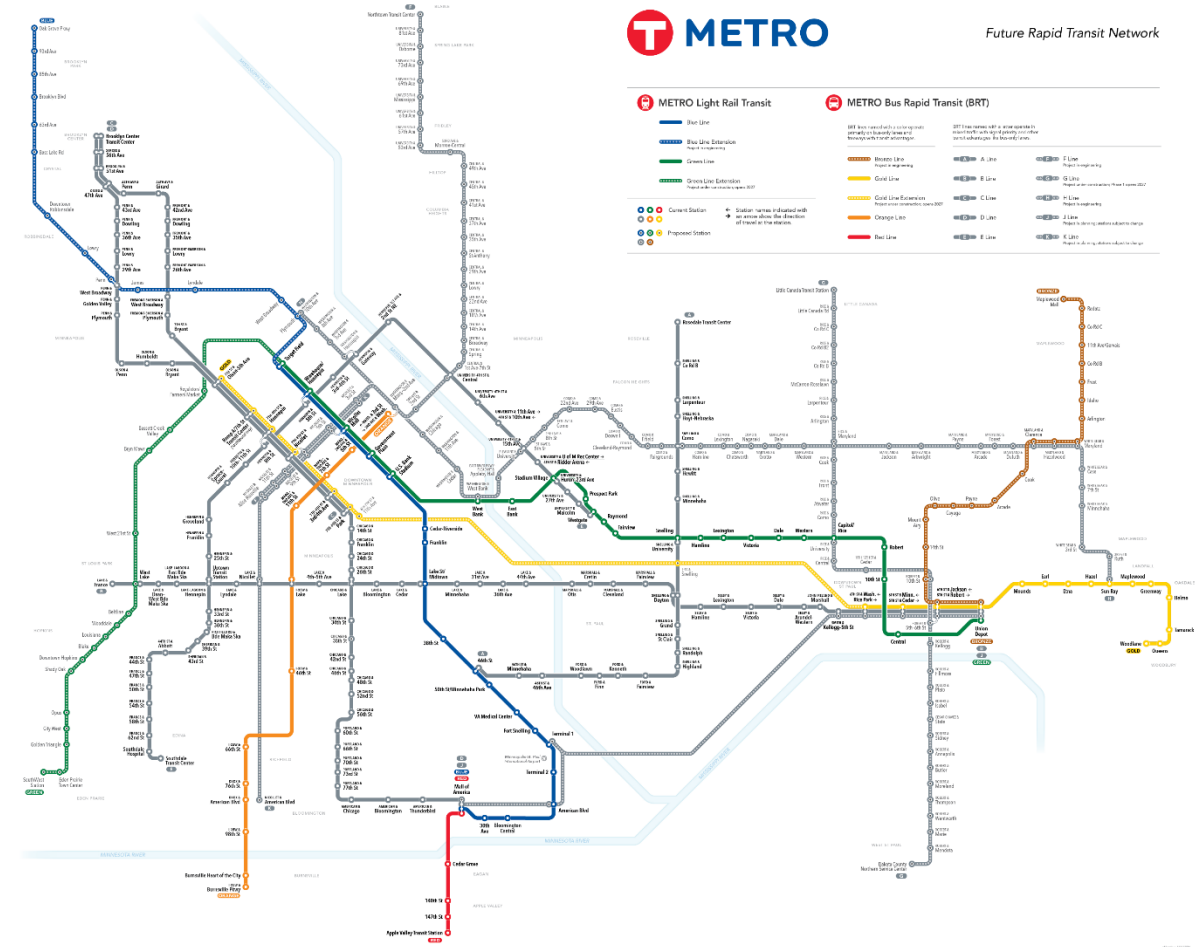
Shady Oak Case Study

- Mixed-Use Development
- Joint Powers Agreement
 - Hopkins leads:
 - Developer RFP
 - Dev. Agreement Negotiation
 - Transaction
 - Council supports & coordinates funding interests



Discussion

- Are these themes consistent with or different from what you expected?
- Is any of the feedback surprising?
- Do you notice anything missing?



Future METRO Map
(Image source: Metro Transit)

Lessons from peer agencies

Goals at the portfolio scale drive decision making.

Strategic site management improves implementation.

Partnerships and planning create project readiness.

Peers leverage land as long-term asset for TOD goals.

Lessons from peer agencies

Goals at the portfolio scale drive decision making.

Many agencies established explicit TOD goals related to housing production, affordability, ridership, or community outcomes.



Examples

- LA Metro: 10,000 housing units by 2031
- BART (Bay Area): 7,000-unit housing goal
- VTA (San Jose): 40% affordable housing target

LA Metro Joint Development Housing Project
(Image source: metro.net)

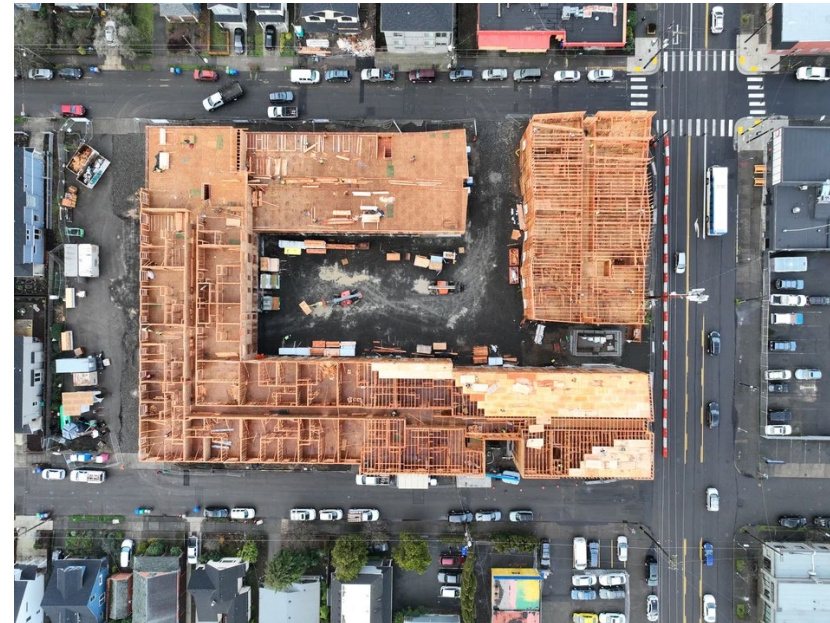
Lessons from peer agencies

Strategic site management improves implementation.

Rather than pursuing every opportunity, agencies developed inventories, prioritization frameworks, and evaluation criteria to focus resources where they could have the greatest impact.

Examples

- DART (Dallas) inventory of 37 sites
- BART (Bay Area) rank-ordering station opportunities
- TriMet (Portland) and SFMTA (San Francisco) property inventories
- Oregon Metro land acquisition strategy



Oregon Metro TOD Grant Project

(Image source: oregonmetro.gov)

Lessons from peer agencies

Partnerships and planning create project readiness.

Agencies frequently invested in planning assistance, local partnerships, and community engagement before development projects advanced. Funded planning assistance is a common tool peers use to serve communities with lower levels of capacity.

Examples

- RTA (Chicago) planning assistance program
- LA Metro technical assistance grants
- VTA (San Jose) planning grants and TOD playbooks
- Oregon Metro community values process
- Joint development partnerships with local governments (several agencies)

Lessons from peer agencies

Peers leverage land as long-term asset for TOD goals.

Many peer agencies retain land ownership as long-term lessors, strengthening potential to generate revenue that can support transit, community benefits, and the TOD program itself. If long-term leasing poses a barrier to TOD outcomes, disposition is also a preferred option.

Examples

- BART (Bay Area): 99-year ground leases; does not sell land; lease discounts of up to 60% for projects with 30%+ affordable housing.
- VTA (San Jose): ground leases up to 85 years (no land sales); TOD program revenue funds an annual community grant program (~\$750k/year) for station area planning, placemaking, and community capacity.
- DART (Dallas): leases rather than sells; 50–100 year terms structured for long-term revenue.
- LA Metro: long-term ground leases generating roughly \$3M/year in recurring revenue across its joint development portfolio.
- CTA (Chicago): 99-year ground lease on an agency-owned site supporting an affordable housing project (2022).

Key considerations for the policy update

Stakeholder feedback and peer agency experience raise several considerations for the updated TOD policy.

- **What outcomes should TOD policy prioritize?**
 - Housing? Ridership? Community development? Revenue generation? Equity and affordability?
 - Revenue for transit operations vs. funding for affordable housing?
- **What role should the Council play in achieving those outcomes?**
 - Landowner? Facilitator? Co-developer? Funder? Policy steward?
- **What tools and partnerships are most needed to implement that role?**
 - Planning assistance? Joint development? Land disposition? Station area planning? Internal coordination?

Thank you!

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