



APTA STANDARDS DEVELOPMENT PROGRAM  
**RECOMMENDED PRACTICE**

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# Forming Partnerships to Promote Transit-Oriented Development and Joint Development

**Abstract:** This *Recommended Practice* guides transit agencies in partnering with businesses and community entities to promote transit-oriented development (TOD) and joint development (JD).

**Keywords:** business, joint development, partnerships, transit-oriented development,

**Summary:** Numerous transit agencies have worked since the 1970s to encourage transit-oriented development and to pursue joint development programs or individual joint development projects. Generally, these projects refer to the same type of transit-supportive development; the distinction lies in who is sponsoring and who is involved in the project. The guidance provided in this document draws on that experience and provides a range of practices and techniques to consider. The practices and examples presented in this document are organized into three main sections: guidelines for defining internal agency policies and processes for pursuing joint development and transit-oriented development; guidelines for joint-development processes and partnerships; and guidelines for achieving public support to establish a shared vision for transit-oriented development.

**Scope and purpose:** This *Recommended Practice* includes guidelines to assist transit agencies in defining policies and practices for advancing, supporting and implementing transit-oriented development and joint development. Successful projects require partnerships with real estate developers, local governments and citizens. This Recommended Practice is for both transit agencies seeking to form partnerships, and for individuals, organizations or local government staff and elected officials seeking to partner with transit agencies on transit-oriented development or joint development.

## Summary of Recommendations:

- Follow signal recommended principles for successful partnerships
- Properly vet the legal framework that governs your agency
- Focus on internal coordination efforts to establish a multidisciplinary team charged with pursuing JD/TOD opportunities
- Planning for TOD during system planning can enhance ratings in FTA New Stats criteria submittal
- Maintain realistic expectation to achieve ultimate goals
- Have a thorough understanding of all applicable state and federal regulations
- Educate stakeholders to understand that TOD will be part of the community's future

This Recommended Practice represents a common viewpoint of those parties concerned with its provisions, namely, transit operating/planning agencies, manufacturers, consultants, engineers and general interest groups. The application of any standards, practices or guidelines contained herein is voluntary. In some cases, federal and/or state regulations govern portions of a rail transit system's operations. In those cases, the government regulations take precedence over this standard. APTA recognizes that for certain applications, the standards or practices, as implemented by individual transit agencies, may be either more or less restrictive than those given in this document.

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The American Public Transportation Association greatly appreciates the contributions of the APTA Standards Development Urban Design Working Group, which provided the primary effort in the drafting of this *Recommended Practice*.

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## Contents

<b>1. Introduction .....</b>	<b>1</b>
1.1 Urban Design Standards Program goals .....	1
1.2 Definition of “transit-friendly communities” .....	1
<b>1.3 Urban Design Standards principles .....</b>	<b>1</b>
<b>2. Characteristics of successful partnerships .....</b>	<b>2</b>
2.1 Leadership .....	2
2.2 Public involvement and a shared vision .....	2
2.3 Communications and trust through shared work .....	2
2.4 Written agreements .....	3
2.5 Implementation and commitment of staff resources .....	3
<b>3. Defining policies and processes for pursuing JD and TOD</b>	<b>3</b>
3.1 Internal coordination and education .....	3
3.2 Community stakeholder engagement .....	4
3.3 Early consideration of TOD and JD in the system planning process .....	4
<b>4. Guidelines for joint development processes and partnerships .....</b>	<b>4</b>
4.1 Setting goals for TOD and JD programs and processes .....	5
4.2 Steps in the joint development process .....	5
4.3 Joint development program development guidance .....	6
<b>5. Achieving public support to establish a shared vision for TOD .....</b>	<b>8</b>
5.1 Education and visioning .....	9
5.2 Considerations in planning visioning process .....	10
5.3 Potential components and steps in visioning .....	11
5.4 Conclusion .....	14
<b>6. Case studies of transit agency TOD and JD programs .....</b>	<b>14</b>
6.1 Washington, D.C. ....	14
6.2 Chicago .....	14
6.3 San Francisco Bay Area .....	15
6.4 Baltimore .....	16
6.5 New Jersey .....	17
<b>Appendix A: Example of a JD program development .....</b>	<b>19</b>
<b>References .....</b>	<b>22</b>
<b>Definitions .....</b>	<b>22</b>
<b>Abbreviations and acronyms .....</b>	<b>23</b>

## 1. Introduction

### 1.1 Urban Design Standards Program goals

The Urban Design Standards Program has four goals:

1. Support sustainable communities by integrating transit passenger facilities and service into existing and new neighborhoods, corridors and regions.
2. Increase transit ridership by more effectively linking transit service with development.
3. Improve transit efficiency by integrating transit service and investments with infrastructure improvements and land development.
4. Conserve natural resources by development patterns and communities that require less land for development and reduce the demand for fossil fuels to meet energy needs.

These goals require a holistic approach to planning for land use and transportation at all scales that takes into account current and future needs of communities, weighs fairly the potential tradeoffs for multiple stakeholder groups, and demands that both transit and surrounding communities will strive to be “good neighbors.”

### 1.2 Definition of “transit-friendly communities”

To achieve these goals, the Urban Design Working Group is charged with the drafting of standards, guidelines and best practices to articulate the value in the planning and design of transit facilities, and the streets and neighborhoods connected to those facilities, in order to create “transit-friendly communities.” Transit-friendly communities have the following characteristics:

- Transit facilities contribute to making a “place,” are attractive and functional, and serve as community destinations.
- Access to transit facilities balances the needs of all modes and users to support and encourage pedestrian, bicycle and transit trips.
- The neighborhoods around transit facilities support and encourage a vital mix of activities through existing and new development.
- Transit corridors take advantage of the variety of nearby neighborhoods and destinations to encourage a diversity of places and access modes.
- The transit network connects users to key regional destinations and support the economic health of the region and its communities.

### 1.3 Urban Design Standards principles

The following principles support the creation of “transit-friendly communities” and the Urban Design Standards Program goals:

- **Accessibility:** All individuals, regardless of physical ability, should be able to easily and safely access transit services without any significant and unavoidable impediments or barriers.
- **Walkability:** All transit riders are pedestrians before and after their transit trips, and should be able to comfortably access transit facilities and surrounding communities.
- **Mix of uses:** Access to a range of uses, services and amenities are necessary to support transit and community vitality.
- **Connectivity:** Transit needs to be part of a network of travel options that allow riders to meet everyday needs, both locally and within the region.
- **Density:** Riders depend on a concentration of activity and intensity in close proximity to transit facilities.

- **Adaptability:** Transit facilities should include flexibility to respond to changing demand and conditions over time while still investing in long-lasting materials and infrastructure.
- **Comfort:** Transit facilities and the surrounding communities should be pleasant, inviting places that encourage use of available services.
- **Safety:** Transit facilities and the surrounding communities should provide for users' physical safety by addressing points of conflict and safety for riders using all access modes.
- **Security:** Transit facilities and surrounding communities should utilize crime prevention through environ design (CPTED) techniques to address the security of all users.
- **Legibility:** Transit facilities and communities should be understandable to users and should help users orient themselves.
- **Quality:** Transit facilities and surrounding communities should be built with lasting materials and craft that reflect the scale of investment and design context.
- **Economy:** Transit facilities and surrounding communities should be built and maintained with consideration of economic sustainability, accounting for life-cycle costs.
- **Partnerships:** Engaging with multiple stakeholders and identifying public, private and community partnerships for the planning, design, construction and ongoing maintenance of transit facilities and surrounding communities is important for success.

## 2. Characteristics of successful partnerships

Specific methods and approaches to TOD and JD partnerships may vary widely among agencies. However there are some general principles that are important for successful partnerships among transit agencies, local government, the private sector and citizens, including the following:

### 2.1 Leadership

Transit agencies must assess their statutory authority and willingness to undertake a leading role in reaching out to the public and to other agencies to invite partnerships and coordination in urban design issues. Leadership in improved urban design may also be available from individuals in the private sector, from public interest groups, from elected officials, or from other public agencies. However, the transit agency must be ready and willing to enter into joint discussion and shared actions, and to provide support and assistance to those parties sharing leadership roles with them

### 2.2 Public involvement and a shared vision

The process of developing a shared vision of the desirable future for a community is one that must involve individual citizens. There are many different ways that have been used successfully in various cities and regions to achieve this shared vision among citizens, but transit agencies must provide for this kind of continuing public involvement, working in concert with other agencies. Staff expertise in techniques of public involvement and communications is critical.

### 2.3 Communications and trust through shared work

Communication means not only talking to other agencies and parties, but listening to them as well. Transit agencies must find mechanisms for continuing dialogue over an extended period of time with both elected officials and with the staff of local governments, MPOs, DOTs and other community agencies and groups. The most successful efforts have often evolved into an ongoing, tiered set of discussions. Interagency work is done at the working staff levels, at the executive levels and the elected or appointed board level.

In such discussions and working relationships, it is important that the goals of all parties are identified and communicated. Through open communication and trust, the parties are in a better position to discuss and

understand one another's goals and objectives. This is critical in advancing the partnership and is the basis for future agreements.

## 2.4 Written agreements

Written agreements can spell out the aims and purposes of the parties, the obligations and expectations each party has for the others, the mechanisms for communications, and the general schedule for continuing meetings. Some transit agencies have found such agreements helpful in establishing a new pattern of partnerships with local governments and other agencies.

Special written agreements may be required for particular defined work efforts that involve monetary contributions from each party for the accomplishment of specific work by consultants or other third parties.

## 2.5 Implementation and commitment of staff resources

Successful projects usually come from well-thought-out programs. Transit agency partnerships with others cannot happen without a commitment of staff time and financial resources from both the transit agency and its partners. The more thought that is given to the overall program objectives, which staff members should be involved in these joint efforts, and how to ensure that agreements reached are communicated to the rest of the agency, the more successful the long-term outcome will be. However, the commitment of staff resources is not enough, unless people with the right technical skills and personal communication characteristics are used. Many agencies have found that the use of staff with private-sector development experience is especially critical for partnerships with developers involved in urban development projects.

# 3. Defining policies and processes for pursuing JD and TOD

## 3.1 Internal coordination and education

JD and the implementation of TOD around a transit system involve policies and processes that differ in many respects from typical transit agency roles and responsibilities. Before a JD/TOD program is pursued, it is critical that transit agencies internally vet the legal framework that governs their agency, the potential risks, and the opportunities and constraints associated with these projects. Traditionally, transit agencies' focus lies in operations, maintenance, engineering and construction activities. As a result, they may lack a thorough knowledge of real estate development principles and a realistic understanding of value capture, or simply lack the internal policies and procedures needed to facilitate JD/TOD projects. Additionally, early internal coordination and education can help agency stakeholders not directly involved in JD/TOD projects gain a better understanding of the development process and help establish buy-in and help the agency develop its overall program goals and objectives.

Early internal coordination efforts might focus on establishing a multidisciplinary team charged with pursuing JD/TOD opportunities. Team members might include personnel from the executive management team, as well as from the real estate, legal, planning, engineering, finance and operations disciplines. Early education efforts might focus on educating the agency's management team and governing board about the principles of JD/TOD, its goals and its benefits. This should include an understanding of the long-range opportunities for orienting regional development around transit services and stations at the scale that supports transit services. This ensures that over time transit retains its role as a permanent and essential element of the regional transportation system. This leads to maintaining and increasing ridership and ridership related revenue. In addition, it provides the opportunity, particularly for joint development projects, for agencies to capture the value of agency-owned real estate. Additionally, the education effort should give agency stakeholders a basic understanding of the real estate development process.

The goal of internal coordination and education is to develop goals and objectives, establish the legal basis, create buy-in, establish the appropriate organizational structure, and develop a set of internal policies and procedures that support a creative and flexible program.

The processes for advancing JD and TOD are closely related and in many respects require similar efforts. However, JD is typically more complex in that it engages the agency in contractual relationships with the private sector that involves business, financial and operational factors. This requires that the agency define its policies and approach for entering into such relationships.

### 3.2 Community stakeholder engagement

Early outreach efforts can help transit agencies integrate their projects with community plans and initiatives, help establish buy-in from stakeholders, and help agencies understand and address any opposition to the project. Considering that there are numerous ways that agencies can pursue community engagement, it is important to define a strategy appropriate for each community and project. The following provides a range of potential engagement techniques:

- **Engagement with community leaders and modest public outreach.** Where leaders have a history of success in guiding development, this may suffice to obtain approvals for a project.
- **Ongoing, routine public involvement program.** This may suffice throughout the planning and approval process in communities where land use plans incorporate or are compatible with TOD, but an activist public monitors development approvals.
- **Extensive education and visioning process.** In municipalities where land use plans do not include TOD and elected officials are not familiar with TOD concepts, this may be necessary to help the transit agency engage with other stakeholders to understand one another's interests, a key ingredient for any subsequent agreement, particularly for JD.

In addition to establishing buy-in, the concepts developed from this process can provide a strong foundation for resolving issues like parking and access, all with an aim toward gaining preliminary entitlements on the property. Municipal councils will be more inclined to approve a zoning change for a plan that has included community input. Section 5 below provides guidance for extensive education and visioning processes.

### 3.3 Early consideration of TOD and JD in the system planning process

Planning for TOD during system planning or the Alternatives Analysis/Draft Environmental Impact Statement (AA/DEIS) process can enhance an applicant's land use rating in the FTA's New Starts criteria submittal. Before or during the system planning phase of project development, planning for JD with local jurisdictions that results in the inclusion of TOD in local land use plans can benefit New Starts projects as the FTA criteria are applied. Although not as beneficial, planning for TOD with local jurisdictions during the AA/DEIS process may enhance a project's rating in the financial element of the New Starts criteria submittal.

## 4. Guidelines for joint development processes and partnerships

Joint development initiatives require the establishment of effective partnerships. Approaching joint development projects with a win/lose approach is the least effective strategy and limits the potential benefits of a project. Win/win solutions, on the other hand, have the potential to increase the value of a project. However, creating win/win solutions requires each party to understand the interests of the other participants and to be willing to compromise on non-core issues.

## 4.1 Setting goals for TOD and JD programs and processes

When deciding to pursue a joint development program or actively support local government or private sector TOD projects, transit agencies should establish clearly articulated goals and objectives. Frequently cited goals include:

- **Generate revenue for the transit agency.** Although some agencies have had success in generating revenue, each site is unique and requires a comprehensive economic analysis. JD projects often involve infrastructure costs related to commuter parking and other transit facilities. Among the questions to be addressed in the economic analysis is whether the land value and potential development density and mix of uses will be adequate to address those costs, as well as generate income for the agency.
- **Increase ridership.** Where the JD will utilize existing commuter parking lots, will the form and density of development (including commuter parking) be adequate to at least maintain ridership, if not increase it? With appropriate site design, diversity of uses, and job and housing densities, an increase in system ridership is an achievable goal.

Regardless of the goal(s), transit agencies should remember that value capture/creation can take many forms and that it is important to have realistic expectations about what is achievable. Beyond these general goals for JD and TOD, agencies should specify specific goals, similar to those articulated in Section 4.3.1 below.

## 4.2 Steps in the joint development process

The sections that follow are guidelines to help transit agencies navigate the joint development process. While the guidelines are listed sequentially, they are not discrete processes and should be considered at each stage of the joint development process.

### 4.2.1 Joint development offering process

National-level discussions have taken place with the development community about structuring joint development offerings. Nevertheless, it is advisable for agencies to engage the local development community before settling on an offering approach. In general, joint development offerings should be as flexible as possible, both in terms of procurement procedures and in terms of submittal requirements. The more prescriptive and onerous the offering process, the less attractive it is likely to be to the development community and the less potential there may be for developing creative solutions.

Another reason for engaging the local development community is to gain an understanding of current market conditions. The state of the market will determine what kind of project the transit agency offers and when it offers the project

Traditionally, transit agencies gear their procurement processes toward the acquisition of capital equipment, architectural and engineering services and construction services. While these procurement processes may work for some joint development offerings, the development community typically is not accustomed to them. The typical RFP and two-step RFQ/RFP processes are less attractive to the development community because they are expensive to respond to, and they may require developers to reveal aspects of their development formulas. An approach that avoids these pitfalls is a one-step RFQ/financial proposal process. In essence, this method bases the selection on the technical and financial capacity of the proposer and postpones development of a detailed project concept and detailed pro forma to the post-selection process. This streamlined approach limits developers' time and expense and is more consistent with their established processes, while giving the transit agency the information it needs to make a qualifications-based selection. As agencies define their selection procedures, they may want to retain the flexibility to select developers without a competitive process. For instance, a developer that owns adjacent property may be interested in expanding a project onto a

transit agency-owned parcel. Alternatively, the local jurisdiction may have already selected a developer for a redevelopment area.

Once an agency selects a developer, the developer and agency might consider establishing a preliminary agreement of the intent to negotiate that defines the process to reach a final agreement. These agreements can include exclusive dealings agreements (EDAs), letters of intent (LOI) or memoranda of understanding (MOU). The preliminary agreement outlines the roles and responsibilities of the respective parties while they negotiate a formal development agreement, which can occur concurrently with the preliminary site design and preliminary city approval process. A preliminary agreement provides the benefit of providing a level of certainty to the developer while requiring them to meet certain milestones as a precursor to finalizing a development agreement. Involving appropriate stakeholders at appropriate times at this stage should give all participants the opportunity to resolve outstanding issues and to improve the odds of achieving support for the development plan and development agreement. In the end, establishing effective partnerships with the appropriate stakeholders should reduce complications and decrease the time necessary to deliver a joint development project.

#### 4.2.2 Federal Transit Administration coordination

Transit agencies should have a thorough understanding of all applicable state and federal regulations at the earliest stages of the joint development process. This includes but is not limited to FTA Grant Management Guidelines, FTA Joint Development Guidelines, applicable NEPA and state environmental requirements, and applicable state and federal procurement regulations. If a proposed TOD involves federal participation in land or joint facilities, FTA must be consulted and ultimately approve the transfer of the federal asset and development agreement. When to bring the FTA in for consultation and review of joint development initiatives is less clear. On process and procedural issues, it makes sense to talk with the FTA at the earliest possible time. It would be unproductive to develop internal procedures or an offering process that are inconsistent with FTA policy. On the other hand, talking with the FTA about a specific project before the transit agency has sufficiently developed the concept may not be productive either. Like early community stakeholder integration, the goal of early coordination with the FTA is to develop buy-in and to prevent unpleasant surprises late in the process.

#### 4.3 Joint development program development guidance

Several transit agencies have experience in implementing joint development projects. Among the most experienced is the Washington Metropolitan Area Transit Authority (WMATA), which recently completed a review of its joint development program, and as a result, its board of directors has adopted a new set of comprehensive guidelines for its joint development program. Appendix A provides a review of WMATA's program evaluation and a summary of the current joint development policy. The following guidelines are based on WMATA's policy:

##### 4.3.1 Goals

- Increase ridership, including in the reverse commute directions and in off-peak periods, targeting underutilized transit capacity.
- Where appropriate, support establishment of employment centers consistent with TOD design principles and transit system operating and investment needs.
- Implement station access improvements (pedestrian, bike, bus, ADA, auto), with particular station needs determined by agency station access planning efforts.
- Improve transit performance through infrastructure choices
- Generate additional revenue.



- Support other transit agency goals as they may arise, including affordable housing (subject to agency board's adoption of policy governing application of this goal). This shows consideration of broader system needs.

#### 4.3.2 Standards

Station access planning should be done according to agency standards for replacement facilities. Conflicts between standards and project goals should be identified and solutions proposed.

#### 4.3.3 Purpose

Define processes for evaluating and estimating joint development project benefits (cash value, development of new transit facilities, etc.)

#### 4.3.4 Roles and responsibilities

Responsibilities of agency staff:

- **Local jurisdictions:** Agency staff members should meet with local jurisdictions and potentially affected communities before soliciting development proposals. Discuss key issues, including economic factors and impacts.
- **Community representatives:** Identify and meet with community groups to obtain their input and establish ongoing communications about the TOD project.
- **Developers:** In coordination with the agency, it may be advantageous to have selected developers plan and construct, typically at their own expense, any and all required replacement facilities at the joint development site.

#### 4.3.5 Joint development procedures

Joint development objectives and procedures:

- Before soliciting developer involvement, create as much developer certainty as possible via planning in conjunction with stakeholders as to land use and station access.
- Streamline the proposal process as much as possible.
- Have flexibility to match the developer selection process to transit needs and site specifics, incorporating fiscal impacts and benefits into an overall assessment of the project's economic, operational and functional benefits.
- Use the station access planning process to build value into transit development projects (e.g., shared parking).
- Use all available approaches to maximize development industry interest and awareness, including use of private partners, agents, and/or brokers where appropriate.
- Promote TOD practices, including placemaking.
- Be prepared to utilize a range of contractual types in formalizing relationships with developers. Each agency and project is likely to have unique conditions that should be considered. Leases, sales and condominium arrangements are possibilities to consider. Where FTA has an interest in the property involved in a development project, the agreement will need to be in conformance with its requirements.

#### 4.3.6 Station access planning

To ensure that station access plan needs are well understood and reflected in *local* sector plans, it is suggested that agency staff complete a station access planning analysis prior to soliciting developer interest. Two key components:

- a functional needs assessment that is not design- or location-specific
- concept designs that identify feasible transit facility locations

#### 4.3.7 Further assessment

- Assess whether current zoning/jurisdictional plans align with station access plan.
- Assess market readiness.
- Establish detailed processes for conducting solicitations (include RFP and RFQ). Tailor evaluation criteria and selection procedures to each procurement approach.
- Define policy for parking displaced by joint development that involves parcels utilized for passenger parking. This policy may vary by site considering passenger demand and site-specific station access options. In some locations, reduction of parking may be satisfactory considering the aim of implementing TOD. In other locations where park-and-ride demand is significant, the agency may seek both replacement and expansion of parking. WMATA's policy recommends replacement on a one-for-one basis at the developer's cost and includes the following guidance:

WMATA will work with local jurisdiction to determine the appropriate transit access facility replacement for each joint development project at a Metrorail station. Cost/benefit analysis will be conducted for alternative scenarios and shared with the community as well. This includes access via bicycle, bus and pedestrian (ADA). Demonstrate that replacement facilities accommodate at least as many patrons as original facilities.

- Establish policy for the sale of agency property. This is particularly relevant to locations where residential units will be sold to homeowners.
- Define project funding plans that consider public and private funding sources.

It may be desirable for agency staff to participate cooperatively in local planning processes to advocate for TOD.

## 5. Achieving public support to establish a shared vision for TOD

According to the TCRP document *Transit-Oriented Development in the United States: Experiences, Challenges and Prospects*, "TOD implementation ideally starts with a vision, cultivated from broad-based public input, and proceeds to strategic station-area planning backed by appropriate zoning as well as policy incentives and regulations" (page 81). The guidelines presented here are intended to guide transit agencies as they work with municipal governments to develop a vision for TOD and joint development projects.

To advance the implementation of TOD, community leaders, potentially with the input of the transit agency, should define a process that is appropriate for the specific stakeholders involved in land use planning around transit stations. In defining the process, it is important at the outset, to identify stakeholders, including community institutions, who should be involved in the TOD planning process. Furthermore, it may be beneficial to identify ways to educate and involve a larger cross section of community participants to obtain a wider range of input than would be generated by local area stakeholders.

Among the key stakeholders in TOD implementation are property owners and developers in the station area. For some projects TOD planning may occur without developer involvement. Alternatively, developers may be active participants in the planning process where they are seeking approvals, or where transit agencies—pursuing JD projects—opt to select a developer early in TOD planning to obtain their expertise.

The following identifies a range of community scenarios and public engagement methodologies that may be applied.

In communities that already have a traditional neighborhood configuration consistent with TOD form, the community should be encouraged to sustain that form, to encourage redevelopment consistent with it and to optimize the orientation of development to transit. In such communities initiation of an education effort may not be necessary, and TOD or JD projects can be pursued via vision planning or site planning. In such communities, it may not be necessary for the agency to assume an activist role. In fact, it may be most appropriate for the agency to simply identify potential TOD sites and assume a supportive role and/or just monitor the visioning/planning process as an interested party.

In communities not familiar with TOD benefits and concepts or those that have developed with a largely auto orientation, an activist approach may be needed to encourage them to support and plan for TOD. The following four-step process is a potential framework to be applied in working to implement TOD:

- education
- visioning
- land use planning and zoning
- implementation

The first step in this suggested process is to educate local stakeholders so that they are open to the idea of TOD and are willing to pursue a visioning process. In the visioning phase, stakeholders—including municipal leaders, residents and business owners in a community—seek to review and evaluate options for land use development or redevelopment of their transit station area. If a TOD vision is defined, then the next step is to specify land use plans in the municipal master plan and zoning that provides the legal framework that allows for TOD. Once the zoning is in place, the TOD development can be implemented. The following is intended to provide guidance for undertaking a TOD vision process.

## 5.1 Education and visioning

The education and visioning phases are closely related and should ideally be pursued in a continuum of activities. In the education phase, municipal leaders, including elected officials and the public, learn about TOD and its potential benefits. Education can take many forms, including distribution of literature; presentations to small or large informal gatherings; presentations to official municipal meetings, such as planning board or council meetings; and visual preference surveys. The aim of the education phase is to obtain a willingness among stakeholders to advance into the visioning phase. If the education phase is successful, then the community is willing to plan for the future and explore the opportunities and features of TOD in its transit station area.

The following strategies can assist in guiding education and vision planning efforts:

- **Utilize fact-based education materials.** When discussing development projects and transit investments, there are often myths that need to be debunked. The experience of other places can inform expected outcomes.
- **Use a wide variety of media products to communicate with diverse stakeholder groups.** Stakeholders' grasp of planning and design issues varies widely and they exhibit different levels of comfort with drawings, models and text. Therefore, it is useful to utilize a full range of media, both virtual and physical. However, Project for Public Spaces notes that the public often responds best to interactive physical models.
- **A flexible framework for redevelopment is essential.** The plans and implementation strategies must be able to accommodate changes in the development marketplace and be able to exploit opportunities for visible short-term successes.

- **The process must enable stakeholder participation at several levels.** As in any planning process, stakeholder commitment will range from ongoing participation to nothing more than attendance at final meetings. The process should be transparent and assure maximum communication among these groups. Multiple layers of interaction—from small technical working groups to the general public—are likely to be constructive. Charrettes, where stakeholders work with planners, architects and engineers, have often been successfully applied to engage the public in the planning and design process.
- **The process should be iterative.** The process should be a dialogue and loop back between technical research and community input. The research conducted by the technicians should be informed along the way by meaningful stakeholder input on the important questions that need to be answered. This will also be the most efficient use of resources.

## 5.2 Considerations in planning visioning process

The key goal of the visioning phase is to obtain a consensus among stakeholders and decision makers that TOD will be part of the community's future. The visioning work in each community should be planned so that it is based around the unique institutions, stakeholders, physical attributes, transit facilities and services of the station area. The following sections describe some of the factors to consider in planning the visioning process.

### 5.2.1 Receptivity

Land use plans and zoning in much of the United States are based primarily around Euclidean zoning and the assumption that automobile access is the predominant mode of transportation. This is often the case in areas that already have transit stations, as well as areas where new transit services and stations are planned. At the onset of the visioning process, it is important that participants are open to considering moving from separation of uses to a mixed-use configuration.

### 5.2.2 Leadership

The role of the community's leaders, elected and otherwise, should be considered. Where possible, cultivate the identification of champions who will work to promote the advancement of TOD. In addition, it is important that stakeholders recognize that the community is making the decisions to advance TOD voluntarily. Where stakeholders come to feel that outside entities—developers or the transit agency—are controlling the development process, support and approvals for a TOD project may recede. In essence, the transit agency and/or developer, should, at most, facilitate the visioning and planning processes that the community and its elected leaders decide to pursue.

### 5.2.3 Cycle of elections

Land use changes often can be contentious issues and may stimulate opposition even where a consensus exists around the idea of TOD. Time the visioning process so that it does not become entangled in a partisan political process.

### 5.2.4 Funding for visioning processes

Comprehensive visioning work requires the services of a range of planning, architecture, engineering, financial and development professionals. Adequate resources should be secured for the planning and visioning before starting work to ensure that the process can be pursued comprehensively and completed to the satisfaction of the community's stakeholders. Transit agency partnering in funding the vision planning can provide the agency with an opportunity to assist the community in guiding the process.

### 5.3 Potential components and steps in visioning

Vision planning typically involves an intense work program with a community's leaders and/or planning board. In addition, meetings with a steering and/or a stakeholder committee may be appropriate to involve members of the public who represent a concerned interest group or neighborhood. Furthermore, public meetings usually are needed to ensure that the general public has an opportunity to learn about the visioning process and its recommendations.

The transit agency can assist the community in managing and defining the tasks and components of the visioning process. If the transit agency is actively involved in encouraging TOD, it may have staff dedicated to working with communities, and it may participate as a funding partner in the visioning process. Whatever role the transit agency takes in visioning, it can assist the community in defining a comprehensive process that is in scale with the institutional and public environment.

The following are among the tasks to be considered in the preparation of a scope of work for visioning. These tasks can be suggested to the community for their consideration as they define and adopt their own scope of work for visioning and planning. However, this list of tasks, and the sequence in which they are listed, is not meant to be prescriptive. They are intended to assist in the development of a scope to be managed by professional staff that will provide flexibility and allow for an iterative process that results in public confidence in the outcome of the visioning phase:

#### 5.3.1 Institutional and public process

At the outset, those managing the vision planning process should define the outreach process that will involve the appropriate community institutions and the public. In this effort, the key stakeholders should be identified, and the structure of involving them and the public should be selected. The goal should be a transparent public process that provides participants with the information they need and with confidence in the results. Early in the visioning work, the participants should discuss and define goals and objectives so that all involved understand the aims of the effort. Throughout the visioning process, the goals and objectives and completed tasks should be reviewed so that participants are reminded of the progress that has been achieved.

#### 5.3.2 Goals and objectives

As the visioning phase is initiated, it is useful to establish an understanding among the stakeholders regarding their individual and shared goals and objectives. This is important in establishing a transparent process that will lead to trust and respect among the parties. This may also enable the participants to recognize that there are likely more overlapping and shared goals and objectives than there are conflicting ones. Goals and objectives can include a range of factors, including financial, economic, social, transportation and urban design factors.

#### 5.3.3 Baseline

At the start of the visioning phase, it is useful to define for the stakeholders the extent and type of development that existing land use zoning will permit. This will provide a baseline against which to compare the TOD options. Examples in their own community of the type of existing uses that would result from the status quo zoning often will inspire a willingness to consider TOD. In addition, the baseline work should include a review of existing land uses, buildings, facilities, infrastructure, environmental constraints and opportunities, market conditions, and economic development policies.

#### 5.3.4 Examples

Early in the visioning phase, the stakeholders should be exposed to examples of TODs that are at a scale and in a setting similar to their station area. Photographs may suffice, but it may be preferable to take a trip to one

or more TODs located elsewhere along the transit system or in another region to experience the features of the neighborhood and to meet with local leaders. This can provide a real life example of how another community planned and developed TOD. A review of examples of TOD at the start can lead to an understanding about the implications of density and mixed-use development that can set the stage for the development of concepts during the visioning process.

### 5.3.5 Community assets and needs

Most stakeholders have an affinity for the positive features of their community. It is important to identify these early in the visioning process to define for the participants a shared understanding of the context for the visioning for the TOD. As the stakeholders appreciate the assets of their community, the visioning process should also seek to identify needs that a TOD could include to improve the quality of life in the community. The creation of a walkable community center where people can socialize and congregate is often seen as an unmet need in suburban communities. In city neighborhoods an unmet need may be rehabilitation or renovation of public infrastructure. Other needs that may emerge during visioning could include public spaces (a town square or green), public institutions (library or town hall), retail establishments (restaurants, ice cream vendors), office buildings (anything from modest professional offices to corporate-scale office space), renovation of historic buildings, cultural facilities, and educational facilities.

### 5.3.6 Transit infrastructure and operations

Although a transit station is a given for a TOD, the more intense development associated with the TOD may indicate the need for rehabilitating, upgrading or expanding the transit facility. The overall transit operating environment, including how transit will operate during TOD construction, the need for bus layover space for bus feeder service, and the ability to expand to meet future demands arising from transit system growth should be assessed. Parking often is a major component of the transit station and TOD that warrants particular attention. In most TODs, structured parking will be needed to accommodate transit and other parking needs. Defining uses that allow for shared parking should be explored as the vision plan is developed and the financial feasibility is evaluated. Transit station improvements should be considered as financing for infrastructure and amenities is considered in the economic analysis. The transit agency should be actively engaged in this phase of the effort to protect its interests.

### 5.3.7 “Bones”

Many planners suggest to communities that they define the “bones,” or street and utility infrastructure configuration around which future development or redevelopment can occur. These may be based on the existing infrastructure or property lines. Often for TOD development, streets are added to create a more fine-grained grid pattern that defines the framework needed for a walkable, human-scale neighborhood. The “bones” should allow for a variety of uses and building types. The actual uses and architecture will depend on conditions at the time that development occurs. Traffic and parking impacts will need to be considered as the vision plan evolves. These are often among the most contentious issues faced in the TOD planning process. Therefore, surveys of existing traffic, parking, pedestrian and bicycle conditions may be early tasks as the road network “bones” are being shaped.

### 5.3.8 Market review

As a community defines its vision for a TOD, market conditions should be evaluated at both the regional and the neighborhood level. Private sector investment by developers will involve more intense market analysis than needed for visioning, but a review of market trends and potential can help the visioning stakeholders in selecting uses for their TOD vision. The market review will provide input for financial analysis as the vision plan is defined.

### 5.3.9 Vision plan options

Based on the preceding tasks, a range of development scenarios should be identified as potential examples for discussion. At a sketch planning level, the components and performance (such as traffic impacts) of the options should be enumerated. The aim of this effort is to draw out reactions and opinions with the goal of screening out development scenarios that are not desired and focusing on a small number of options for more detailed evaluation. At this point, the scale of development should begin to come into focus. In addition, there is likely to be a list of infrastructure requirements and public amenities that will be needed and are desired for the TOD.

### 5.3.10 Economic and trade-off analysis

The remaining vision plan options are likely to include the need for both public and private investment. In many communities, tax impacts may be of great concern. A sketch level analysis of the economics of the remaining options should be developed to identify private sector financial feasibility and public sector tax impacts. This analysis should consider both capital investment and ongoing annual costs for the community (such as security, maintenance, education, etc.), as well as for the transit agency if new or expanded infrastructure and service are related to the TOD. This analysis also should identify the potential for generating private sector revenues for infrastructure (including traffic related improvements) and amenities and review other potential funding sources, including the public sector. One of the public sector funding sources to consider is tax increment financing (TIF), where anticipated increases in future tax revenues finance borrowing for capital improvement. TIF is particularly applicable for TOD projects since such projects typically result in added tax revenue than would have been generated with non-TOD land uses.

This can be a significant task if the community is considering the use of complex tax- and revenue-generation techniques. Among the techniques being applied is tax increment financing, an approach that may generate funding for implementation of project related elements by borrowing against future tax revenues that would not have been generated without the implementation of the TOD. However, the limitations of the potential revenues should be estimated, and a trade-off analysis should be performed to determine the infrastructure and amenities that will be financially feasible. This analysis should consider life cycle costs for both the public and private sector to ensure that the development and related transit facilities have long-term viability. Although this may be a complex analysis, it will be important to provide a transparent explanation of the tax impacts and the trade-off analysis so that the stakeholders and the public understand the financial implications of the TOD.

### 5.3.11 TOD vision

Based on the foregoing tasks, a recommended vision plan will emerge, around which a consensus has formed. The vision plan should provide the community with a conceptual framework around which zoning regulations can be written. It should illustrate the benefits the TOD will contribute, while also indicating how impacts will be managed. The plan should be flexible enough to accommodate market conditions at the time of implementation. The vision should draw on the evolving menu of sustainability practices that will optimize the TOD for the long term.

### 5.3.12 Development form guidelines

A desirable output of the vision process is the preparation of guidelines that will be used in the zoning of the TOD and in the design of the form of the TOD. A technique that is increasingly being applied in zoning regulation is “form-based code.” The development guidelines that are prepared as part of the vision plan can be the first draft of the form-based code that the municipality considers in the land use planning and zoning phase. Detailed development or design guidelines can be influential in providing stakeholders with a clear

understanding of the form and density of the potential TOD, including illustrating its configuration within the context of existing neighborhoods.

## 5.4 Conclusion

As the tasks listed indicate, TOD vision planning can be one of the most complex public planning initiatives that a community undertakes. Whether the effort is focused on an existing station or a new one, it usually involves changing the development pattern and land uses planned for the future. To be successful, it should be based on a comprehensive understanding of baseline conditions and community culture. If successful, visioning will involve a combination of education, exploration and analysis of possibilities to provide a sound result for the community and transit agency.

## 6. Case studies of transit agency TOD and JD programs

As transit agencies, municipalities, MPOs, developers and others become increasingly interested in coordination of land use and transit, an increasing number of TOD and JD programs and projects are being pursued in North America. TCRP Report 102, issued in 2004, describes case studies of metropolitan areas and references the public involvement and visioning process that facilitated the implementation of TOD. That report provides case studies for Boston; New Jersey; Washington, D.C.; Miami–Dade County; Chicago; Dallas; Colorado; Portland, Oregon; San Francisco Bay Area; and Southern California.

Since TCRP Report 102 was issued, many other metropolitan areas have advanced TOD, providing numerous additional examples of TOD programs and projects. Reconnecting America and its Center for Transit-Oriented Development ([reconnectingamerica.org](http://reconnectingamerica.org)) is among the many entities that can provide information on recent TOD initiatives.

The sections that follow provide a brief overview of recent TOD initiatives being pursued by transit agencies.

### 6.1 Washington, D.C.

TCRP Report 102 describes the extensive implementation of TODs around numerous Metro stations. Among those in the forefront of implementing TOD has been Arlington County, Virginia. Report 102 (page 239) states:

Public outreach and community involvement have been a key part of Arlington County’s TOD success. Business partnerships and alliances, neighborhood conservation groups, and individual residents are frequently invited to express their opinions. These groups influence the planning process through a number of forums, including neighborhood meetings, workshops, and interactive web pages.

Appendix A of this document provides an overview of the “WMATA Joint Development Policies and Guidelines” issued in February 2008. Among the policies enumerated is the importance of community outreach. The policy is not prescriptive about outreach techniques, but the report implies that efforts should be scaled to the institutional and public issues for each station area.

### 6.2 Chicago

In the Chicago region, the Regional Transportation Authority (RTA) has been proactively promoting TOD in the region for the past 10 years through two funding and planning assistance programs: Community Planning and Subregional Planning. A call for projects is issued to units of local government each year for planning studies that will benefit both the local governments and the RTA transit system, as well as support the RTA’s Strategic Plan. Station area and TOD studies are the most common type of study funded through these



programs. RTA and Service Board (CTA, Metra and Pace) staff participate in the planning process for each of these studies, providing technical feedback on study deliverables which often include a real estate market assessment, circulation and access plan, design guidelines, a TOD concept plan and implementation strategies. These plans are used by local governments to guide and manage development and redevelopment within the station area while integrating the transit facilities and mobility improvements into their land use plans. In preparing these plans, the RTA strives to achieve three main goals:

1. Provide community residents and officials with an awareness of the benefits of supporting compact, walkable, higher-density mixed-use development within the vicinity of their transit station.
2. Develop a transit-oriented development plan/guide for the community and private developers to follow while planning, designing and implementing new land use or transportation projects in the station area so that the final build-out is cohesive.
3. Develop and foster partnerships and relationships among service boards, community officials, regional agencies, private developers, residents and business owners that will assist in streamlining the implementation of the final plan.

In June 2008, the RTA formed a Regional TOD Working Group comprised of representatives from the RTA, the Service Boards, the Illinois Department of Transportation, nonprofit advocacy groups, the city of Chicago, and the Chicago Metropolitan Agency for Planning. The purpose of the working group is to discuss any TOD initiatives in the region and identify opportunities for coordination and to discuss best practices for TOD. The working group will be focusing on prioritizing and developing strategies for TOD implementation in the coming year.

### 6.3 San Francisco Bay Area

Among the agencies that are active in pursuing TOD in the Bay Area is the San Francisco Bay Area Rapid Transit District (BART). Report 102 (page 394) states that:

An essential component of BART's recent joint development efforts has been outreach to local cities and other government agencies with a vested interest in seeing TOD move forward. BART begins joint development efforts by asking residents living near transit stations to identify what they want to see, what services their community lacks, and what unique assets should be stressed. Jeff Ordway, BART, remarks, "We try to build on the existing strengths of each community, which may be cultural or physical. The only ones who can identify those strengths are the people who live there." In commenting on past practices that sited BART stations in inhospitable settings, like the medians of freeways, Ordway further remarked:

Sometimes we have to heal not only the wounds left by car-oriented infrastructure, but rebuild a lost sense of trust. That's why the community visioning process is so important. You need to listen to what the citizens say – what development they want in their community – if it's ever going to work.

The BART TOD program is guided by a policy document adopted by its board of directors in July 2005. Among the features of the TOD policy is reference to an access policy, which guides planning for replacement parking and other access strategies. Both the TOD policy and the replacement parking policy are on the BART website. In addition, in adopting the policy in 2005, BART determined that it should work proactively with cities to plan for development over a larger area than the property it owns around its stations. In other words, BART decided that it should pursue TOD and not just JD.

## 6.4 Baltimore

A currently active project in Baltimore called State Center provides an example of an extensive outreach process to develop a shared vision with the community. The project has been led by the Maryland Department of Transportation, which includes the Maryland Transit Administration, and the Maryland Department of General Services. In this project, the state selected a development team and with its involvement undertook a planning process for the project. Much of the planning work for State Center is described at [www.statecenter.org](http://www.statecenter.org). Among the extensive information provided on the website is the following description of the vision planning process that has been called CityScaping:

### CityScaping

The development team has crafted a collaborative planning process to maximize the input of the Public/Private/Community Partnership and to create a thoroughly conceived and timely executable development plan. CityScaping is a five-stage process which began in May 2007 and is scheduled to run until roughly the end of the year.

#### **Stage 1: Plan the Plan** (May to early June)

The goal of the first stage, known as “Plan the Plan,” is for the development team and the community to define and agree to the following concepts and principles: Process, Schedule, Core Values, Participating Stakeholders, and Deliverables. To date, four “Plan the Plan” meetings have been held. It is the expectation of the development team that these sessions will prepare neighborhood residents and other stakeholders for future sessions that will require more hands-on participation

#### **Stage 2: Educate** (mid-June to mid-July)

The second stage, known as “Educate,” was established so that the project stakeholders can exchange key pieces of information with one another that will inform future planning phases. Within these sessions, Public, Private, and Community partners will both teach and learn from one another about the buildings, people, and environment which currently exist at State Center and adjoining areas. Sessions will include the History & Context of the area, the Existing Conditions of the area (with regard to both physical and human/social concerns), and the Market & Stakeholder needs. The development team anticipates holding at least two “Educate” sessions.

#### **Stage 3: Vision** (late July to early September)

The first two stages were designed to provide basic information and context for the planning process so that residents and other stakeholders can get the most out of their experience in the critical third stage, known as “Vision.” In this stage, the development team and its consultants will facilitate a collaborative, hands-on working session in which residents and stakeholders will brainstorm and discover what the redeveloped State Center could be. The development team will share national best practices from comparable redevelopment efforts, and will encourage participants to contribute big ideas, discuss their hopes and fears, and engage in out-of-the-box thinking. The team will diligently record and document these resident/stakeholder contributions.

#### **Stage 4: Plan** (mid-September to early October)

Armed with the ideas collected in the “Vision” sessions, the development team will work to create a “Plan” that embodies what the redeveloped State Center will be. The development team will narrow and focus all of the ideas and concepts into a series of tests and models and begin to evaluate what is possible and what makes practical sense. These test-fits and models

will eventually be condensed into a series of visual plans and written documents that will describe and depict what the State, City, and residents/stakeholders can expect a new State Center site to be. The development team will present these plans to the CityScaping group through a number of meetings with multiple opportunities for input.

#### **State 5: Deliverables** (mid-October to late December)

After completing the “Plan,” the development team will then create the final “Deliverables” which will reflect all of the work of the previous stages. The development team is envisioning two distinct deliverables: a Planned Unit Development (PUD) document and a Human Capital Plan. The PUD will describe the various proposed land uses (residential, entertainment, commercial, open space) for the State Center site and will include a series of preliminary site and building design plans as well as written narratives. The development team’s goal is to complete this PUD by the end of the year so that it can be considered by Baltimore City Council for approval in the beginning of 2008. The development team will also create a Human Capital Plan that will detail the social service and people-centered programming that is envisioned for State Center. This plan will describe the resources needed and chart a course for implementation of these human capital programs at the site.

In addition, the team will document the entire participatory stakeholder process, as well as the ways in which stakeholder input informed the plan.

## 6.5 New Jersey

As New Jersey’s statewide transit corporation, NJ TRANSIT staff members have been working with municipalities to encourage TOD since they issued their guidelines for TOD in 1994, in a document titled “Planning for Transit-Friendly Land Use: A Handbook for New Jersey Communities.” NJ TRANSIT has commuter rail and light rail stations in about 130 municipalities; each of which controls land use. In most of these communities, elected leaders serve in a part-time volunteer capacity. Typically, municipal master plans and zoning are intermittently updated, and in most communities they were developed with little consideration for transit and TOD. The result is municipal land use regulations and a decision making environment that are generally not conducive to TOD.

Despite the difficult institutional environment, interest in TOD has flourished in New Jersey. Many communities have worked with developers and supported the implementation of TOD infill projects. The state’s Department of Transportation created a Transit Village initiative in 1999, which has designated 20 station areas where communities are working to implement TOD projects.

As interest in TOD has expanded, several communities have requested NJ TRANSIT to assist them in defining vision plans for their station areas. NJ TRANSIT’s approach has closely followed the guidelines described here. The following are some of the organizing elements in these studies:

- **Agency role:** The goal of NJ TRANSIT’s planning work with municipalities is to facilitate the preparation of the community’s vision plan. The community should feel that the plan has been prepared to meet its needs and is a plan that it is prepared to adopt in its master plan and zoning. To do this, NJ TRANSIT oversees the hiring and work of the consultant, but the consultant interfaces with and establishes a rapport directly with the community.
- **Consulting assistance:** A consultant with expertise and experience with TOD is selected to work with the community. To expedite hiring consultants, NJ TRANSIT has a process under which task order consultants are pre-selected for a variety of disciplines, among which is transit-friendly planning. This approach has been used several times and allows work to be initiated quickly.

- **Steering committee:** At the outset of the project, the municipality's leadership (typically a mayor in New Jersey) is asked to select the members of a steering committee, which meets at milestone points to guide and comment on the planning effort. This committee is asked to liaison with residents and business owners who will be concerned with the station area.

Using this approach, a planning process is undertaken that incorporates the vision planning guidelines contained in this document. Applying this approach, NJ TRANSIT has assisted a number of municipalities in developing vision plans. In recent years two municipalities, Netcong and Somerville, have used this process and then defined and adopted redevelopment plans (land use zoning) under New Jersey redevelopment law. In the case of Netcong, a developer was selected, but because of economic conditions, development has not yet advanced. More recently, Somerville worked with NJ TRANSIT to solicit developer proposals.

## Appendix A: Example of a JD program development

WMATA has been in the forefront of advancing and implementing joint development around its bus and rail system. It recently completed a review of its joint development program, and as a result its Board of Directors has adopted a new set of comprehensive guidelines for its joint development program. The following provides a review of WMATA's program evaluation and a summary of the current joint development policy.

### Program evaluation

WMATA's Joint Development Task Force issued a report in May 2007 that included 17 findings and recommendations and emphasized these themes:

- Do more pre-development planning.
- Streamline the project review process.
- Focus more on transit-oriented development and transit improvement outcomes rather than "cash."

After the publication of the report, WMATA took immediate action, discontinuing annual "mass solicitations," merging the station access planning function with the joint development program, and implementing identification of station access investment needs in advance of advertisements or (in the case of an RFQ approach) in advance of negotiation of price (see page 10, Proposed Guidelines Update, 2007).

The Joint Development Task Force was convened in 2006 at the behest of then-interim General Manager Dan Tangherlini to review WMATA's joint development program and to recommend improvements. The 21-member task force represented diverse community perspectives, including developers, civic activists, regional planners, WMATA compact members, regional businesspeople, smart-growth organizations and subject area experts (see page 1 of the task force report).

The Joint Development Task Force found the failures of WMATA's program evident in both policy and process, concluding that joint development projects were too expensive, time-consuming and cumbersome, resulting in lackluster developer interest and inability to meet the potential of the station asset and market timing. WMATA also was faulted for inconsistency and confusion, especially with respect to the goals of the local community. Failure to coordinate effectively with station-area communities also negatively impacted fulfillment of station access needs.

The task force revealed internal conflicts within WMATA over defining development goals and delegating authority, which created chronic delays and a frustrated staff. Ultimately, the task force found that WMATA needed to place individual joint development projects in the context of a cohesive plan for the region. By reconciling its role as a property owner, regional transit provider and intermediary in the planning process, WMATA could then make the best use of the development potential of the Metrorail station areas.

### Specific changes to joint development guidelines

After reviewing the task force report, WMATA revised the joint development guidelines and made three broad recommendations to address the most pressing problems:

- Amplify the requirement for Metro staff members to consult with local jurisdiction partners and affected communities.
- Establish an expectation that Metro staff will advocate for development conditions supportive of transit-oriented development and transit station investment.
- Acknowledge that the balancing of advocacy and consultative roles is a general manager's responsibility.

Revisions to the program based on the task force assessment included changes in goals, standards, purpose, roles and responsibilities, terms, joint development procedures, and planning. Several of the changes are detailed in the following sections.

## Goals

- Increase ridership in reverse commute directions and in off-peak period, targeting underutilized transit capacity.
- Where appropriate, support establishment of employment centers consistent with TOD design principles and transit system operating and investment needs.
- Implement station access improvements (pedestrian, bike, bus, ADA, auto), with particular station needs determined by WMATA's station access planning program.
- Support other transit agency goals as they may arise, including affordable housing (subject to the WMATA board's adoption of policy governing application of this goal). This shows consideration of broader system needs.

## Standards

Station access planning should be done according to WMATA standards for replacement facilities. Conflicts between standards and project goals should be identified and solutions proposed.

## Purpose

Define processes for evaluating and estimating joint development project benefits (cash value, development of new transit facilities, etc.)

## Roles and responsibilities

Detailed responsibilities were outlined for the general manager and WMATA staff (see Section 5.2, page 7):

- **Local jurisdictions:** Discussion of WMATA's disclosure of economic information to local representatives.
- **Developers:** In coordination with WMATA, a selected developer will plan and construct, typically at his or her own expense, any and all required replacement facilities at the joint development site.
- **Community:** WMATA staff members are required to meet with local jurisdictions and potentially affected communities before soliciting development proposals (a change from being provided with a list of community organizations that could be interested in the development of the property).

## Joint development procedures

Joint development objectives and procedures were significantly streamlined and clarified:

- Before soliciting price-competitive proposals, create as much developer certainty as possible via planning in conjunction with stakeholders as to land use and station access.
- Streamline the proposal process as much as possible.
- Have flexibility to match the developer selection process to transit needs and site specifics, incorporating fiscal impacts and benefits into an overall assessment of the project's economic benefits.
- Use the station access planning process to build value into transit development projects (e.g., shared parking).
- Use all available approaches to maximize development industry interest and awareness, including use of private partners, agents, and/or brokers where appropriate.
- Promote TOD practices.

## Station access planning

WMATA will complete a station access planning study prior to soliciting interest. The goal is to ensure that WMATA's station access plan needs are well understood and reflected in *local* sector plans. Two key components:

- functional needs assessment that is not design- or location-specific
- concept designs that identify feasible transit facility locations

## Further assessment

- Assess whether current zoning/jurisdictional plan align with Station Access plan. Assess market readiness.
- Establish detailed processes for conducting solicitations (include RFP and RFQ). Tailor evaluation criteria and selection procedures to each procurement approach.
- Replaced policy that “parking displaced by a joint development will be replaced on a one-for-one basis at the developer’s cost” with:

WMATA will work with local jurisdiction to determine the appropriate transit access facility replacement for each joint development project at a Metrorail station. Cost/benefit analysis will be conducted for alternative scenarios and shared with the community as well. This includes access via bicycle, bus and pedestrian (ADA). Demonstrate that replacement facilities accommodate at least as many patrons as original facilities.

- Establish policy for the sale of WMATA property to public agencies.
- WMATA staff will participate cooperatively in local planning processes to advocate for TOD (with meaningful opportunities for WMATA staff input!)
- The chief of staff (or the person occupying any successor position) is responsible for resolving conflicts in evaluating plans for joint development.

WMATA's case can serve as a lesson to other transit agencies. It recognized major criticisms that surfaced in the community and moved swiftly to address them following the publication of the task force report. The need for greater commitment to improving joint development opportunities in the region as a whole, and the importance of cooperating with local jurisdictions and the affected communities, are issues that all transit agencies should consider in their approaches to joint development in order to maximize the investment in transit-oriented development.

## References

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Washington Metropolitan Area Transit Authority, “WMATA Joint Development Policies and Guidelines,” revised November 20, 2008, Washington, D.C.  
<http://www.wmata.com/pdfs/business/Guidelines%20Revision11-20-08.pdf>

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## Definitions

**Euclidean zoning:** An approach to regulating land use by delineating allowable land uses and densities, which has traditionally resulted in the separation of different types of land uses. “Euclidean” refers to the town of Euclid, Ohio, where such regulations were first upheld by the United States Supreme Court.

**form-based code:** An approach to regulating development by delineating allowable building envelopes and site design. Form-based codes can incorporate regulation of allowable land uses as well.

**joint development (JD):** A transit-oriented development initiated by a transit agency that has some level of FTA investment in the land or infrastructure that is physically and/or functionally related to the TOD. Joint development can refer to a broader set of public-private real estate development partnerships. In this document, the term refers only to public-private partnerships involving transit agency-owned land or infrastructure.

**transit-oriented development (TOD):** Real estate development and neighborhoods that take advantage of transit access and support increased transit usage. TOD is often characterized by compact, mixed-use development within an easy walking distance of transit (typically within one-half mile of the transit station) that accommodates safe multi-modal access.

**value capture:** Policies and financing tools that secure increases in real estate value from development for a specific use, usually transit infrastructure or community benefits, such as affordable housing or open space. However, the meaning of value capture may be different for different agencies and for public and private sector partners.

**pedestrian:** Any person who travels on foot or who uses an assistive device, such as a wheelchair, for mobility.



## Abbreviations and acronyms

<b>AA/DEIS</b>	Alternatives Analysis/Draft Environmental Impact Statement
<b>ADA</b>	Americans with Disabilities Act
<b>BART</b>	San Francisco Bay Area Rapid Transit District
<b>CTA</b>	Chicago Transit Authority
<b>DART</b>	Dallas Area Rapid Transit
<b>DOT</b>	Department of Transportation
<b>CPTED</b>	crime prevention through environmental design
<b>EDA</b>	exclusive dealings agreement
<b>FTA</b>	Federal Transit Administration
<b>JD</b>	joint development
<b>LOI</b>	letter of intent
<b>MOU</b>	memorandum of understanding
<b>MPO</b>	metropolitan planning organization
<b>NEPA</b>	National Environmental Policy Act
<b>PUD</b>	planned unit development
<b>RFP</b>	request for proposal
<b>RFQ</b>	request for qualification
<b>RTA</b>	Regional Transportation Authority (Chicago)
<b>TCRP</b>	Transit Cooperative Research Program
<b>TIF</b>	tax increment financing
<b>TOD</b>	transit-oriented development
<b>WMATA</b>	Washington Metropolitan Area Transit Authority