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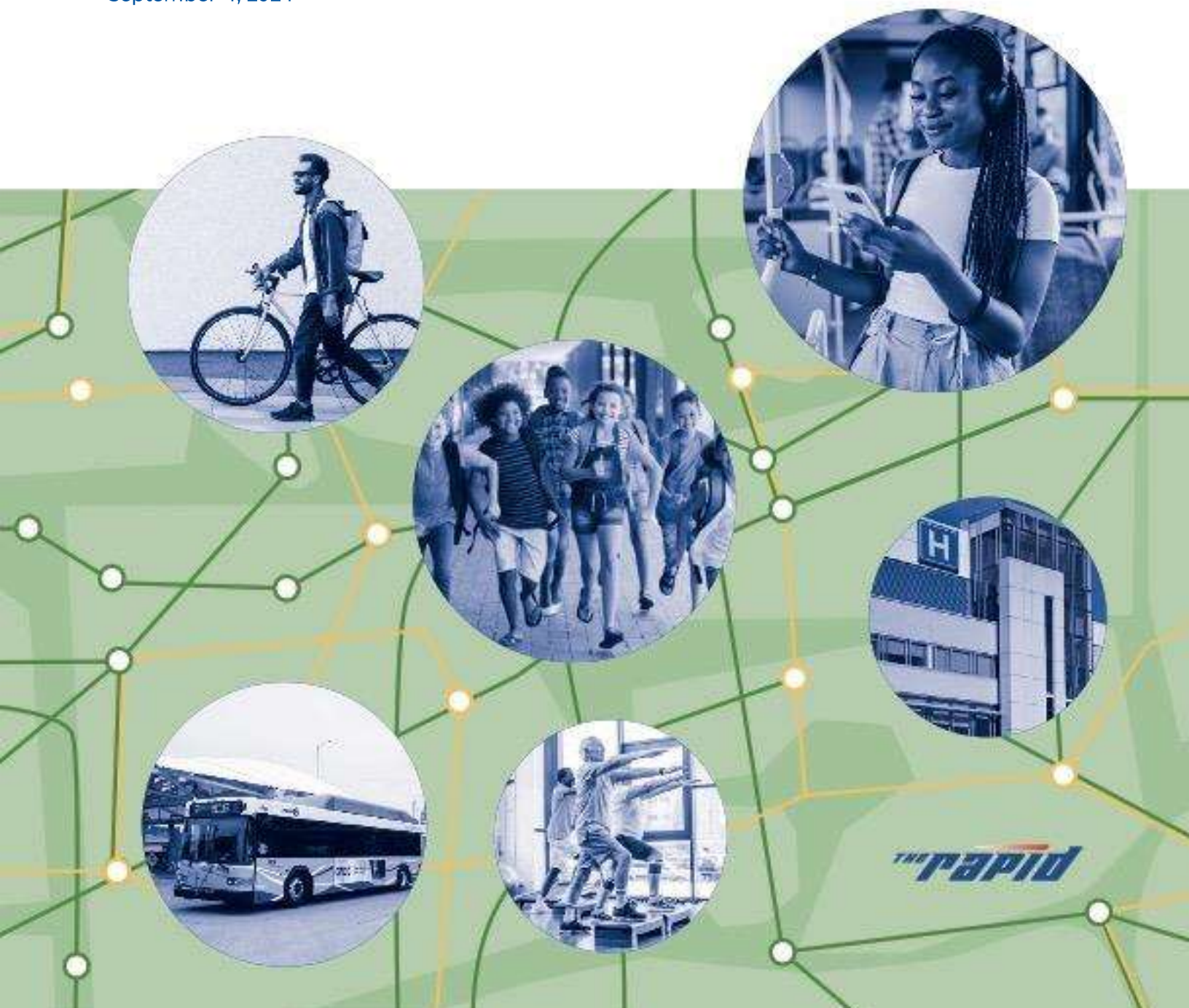
JOINT DEVELOPMENT

The Rapid Transit Master Plan

Interurban Transit Partnerhship (ITP)

September 4, 2024



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Revision History

Revision	Revision date	Details
00	5/24/2024	Joint Development Memo – first draft
01	9/04/2024	Second draft in response to Rapid feedback

Table of Contents

Tables

Figures

1.0 Introduction: A Guide to Joint Development

In 2021, the Transportation Research Board (TRB) published *A Guide to Joint Development for Public Transportation Agencies*.[1] The *Guide* and its ancillary materials (Executive Summary, Technical Appendices, and PowerPoint presentations) are available for free download at: https://www.nap.edu/catalog/26045/guide-to-joint-development-for-public-transportation-agencies.

AECOM was the lead consultant for the *Guide*, and the author of this Technical Memorandum was the principal investigator and author. The purpose of the *Guide* was to identify key issues and best practices across the range of joint development experience in the United States. The *Guide* was based not only on the extensive experience of the study team and TRB's expert advisory panel, but on a research program in which 32 transit agencies were surveyed in depth, either through live interviews or written questionnaires. The agencies were chosen not only for geographic diversity but for representation of diverse system types and sizes, from major metropolitan rail transit systems to smaller and midsized bused-based systems like The Rapid.[2]

Underlying the *Guide's* detailed content were two overarching questions: what is joint development, and why do transit agencies undertake it (or at least consider doing so)?

What is joint development? The *Guide* defines joint development as follows:[3]

> ***Joint development*** *is real estate development that occurs on transit agency property or through some other type of development transaction to which the transit agency is a party.*
>
> *Joint development is physically or functionally related to a transit facility, and it often involves the coordinated improvement of a transit facility and the affected real property. Transit agencies actively participate in joint development, generally by contributing property or funding; they benefit from joint development by deriving revenues, increased ridership, or transit improvements.*

The intent of this definition is three-fold:

- to distinguish joint development from the larger arena of Transit Oriented Development (TOD), of which it is a subset;
- to recognize that joint development includes, but is not limited to, development that occurs on transit agency property;
- to recognize that joint development includes, but is not limited to, transactions covered by the Federal Transit Administration's (FTA) agency-specific definition.

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1 Transportation Research Board, A Guide to Joint Development for Public Transportation Agencies; copyright National Academy of Sciences (TCRP Research Report 224, 2021).

2 The Rapid was in fact one of the 32, responding to the study questionnaire in March 2019. In addition to the 32 transit agencies, the research team interviewed 18 local or regional government entities and 17 private sector companies.

3 *Guide*, p. 4.

Why do transit agencies undertake it? Transit agencies that get involved in joint development generally report three reasons for doing so:

- to raise revenue from the joint development transaction itself, thus "monetizing" an agency real property asset to help fund capital improvements or on-going operations;
- to increase ridership and, consequently, farebox revenue;
- to promote TOD in the broader station area or corridor as a strategy for placemaking, equity, sustainability, and smart growth.

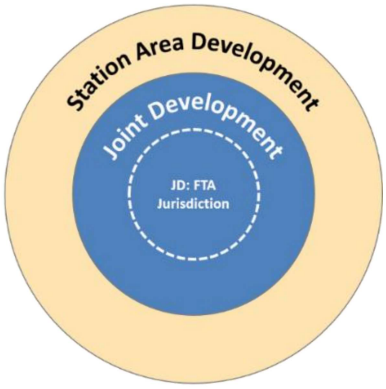

Figure 1: JD in Context (Guide, p. 6)

The *Guide* demonstrates that opportunities to engage in joint development are not confined to large rail transit systems. Bus systems may find opportunities as well—especially systems like The Rapid that operate conventional bus routes and bus rapid transit (BRT) and own off-street passenger, park-and-ride, administrative, and operational facilities.

The rest of this Technical Memorandum is organized in two parts:

- Part 2.0 (Best Practices Tailored to The Rapid) generally follows the structure of the *Guide*. It identifies joint development best practices from around the country that are relevant to The Rapid and describes how they can be adapted and applied.
- Part 3.0 (Case Studies) provides a series of case study examples from other transit systems that have been curated for this Memorandum. They include programmatic initiatives at five systems with broad similarities to The Rapid, as well as a dozen illustrative projects from other cities.
- Part 4.0 (Evaluation of Rapid-Owned Sites) is an evaluation of the suitability and potential for joint developments on eleven Rapid-owned sites based on client priorities and joint development best practices. From this analysis one site will be selected to develop conceptual site plans.
- Part 5.0 (Site Plan Concepts) conceptual site planning sets parameters: to determine what reasonably fits on the site and defines next steps and implementation considerations.
- Appendix A (Site-Specific Scoring and Analysis) provides a detailed breakdown of each site's resulting scores from Part 4.0.

2.0 Best Practices Tailored to The Rapid

Elements of the text below are excerpted or paraphrased from the TRB *Guide to Joint Development*. Each discussion is accompanied by a reference to the corresponding section of the *Guide,* where a more detailed and nuanced description is found.

2.1 Programmatic Foundations

Not every transit agency undertaking a joint development *project* will necessarily need a full-fledged joint development *program*. But for an agency contemplating a series of projects over time, a program tailored to its size, type, and asset portfolio is foundational. Even if a single project is undertaken at first, the actions outlined here, applied at the project level, are the opening steps toward successful implementation and replicability.

2.1.1 Legal Enablement [4]

A threshold question is whether the roles and responsibilities associated with joint development are in fact allowed by law. In particular, is the agency's enabling act aligned with the contemplated activities? In The Rapid's case, its enabling act—Public Act 196 of 1986—conveys "all the powers necessary to carry out the purposes of [The Rapid's] formation and all things incident to carrying out the purposes of its formation", as well as a robust set of powers to acquire and hold real property and to "sell, lease, or use any property acquired for the purposes of this act but not needed for those purposes, and lease advertising space and grant concessions for the sale of newspapers and other articles and for services on or in any portion of the property under the jurisdiction of the public authority". The Act also enables The Rapid to use the proceeds of real property transactions to finance its transit activities.[5].

Like many transit agency enabling acts, Public Act 196 does not expressly contemplate TOD or joint development as part of The Rapid's public purpose. Nor does it include an explicit and open-ended enablement to enter into contracts with other public and private parties. But it does authorize The Rapid to receive grants and loans from a wide range of public sources as well as private corporations. Overall, the grant of express and implied powers is comparable to those of many other transit agencies involved in joint development.[6]

2.1.2 Skills, Capacities, and Organization

Skills and capacities. [7] Joint development is a complex, multi-disciplinary enterprise. Success requires expertise across a broad range of subjects, summarized in Figure 2. Some of these lie outside the traditional comfort zone of US transit agencies. The entire list may not apply to each agency or project, but many will. This generally requires a combination of in-house staff and consultant resources. There is no universal "cookie-cutter" formulation for the division of labor; where to draw the line is an agency-specific judgment, based on size, experience, culture, and specific needs.

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[4] Corresponding discussion: The Legal Tools, *Guide,* pp. 18 ff.

[5] Public Act 196 of 1986; https://www.legislature.mi.gov/Laws/MCL?objectName=mcl-124-451 et seq. See especially Section 12-15.

[6] The relevant opinion with respect to The Rapid's powers under the Act, in concert with other applicable laws, is that of that of The Rapid's legal counsel.

[7] Corresponding discussion: Skills and Capacities, *Guide,* pp. 20 ff.

Agencies often outsource aspects of "deal analysis"—market demand studies, appraisals, analyses of proposed financial terms, review of pro formas, and, if applicable, brokerage. These skills may be outsourced because of their specialized nature as well as to establish impartiality vis-a-vis bidders. Agencies may also use consultants to draft the content of Requests for Qualifications (RFQs) or Requests for Proposals (RFPs) and to help evaluate the resulting submittals. However, accountability for developer selection, and the resulting recommendation to the governing board, should always remain with agency staff.

- Program leadership, project decision-making, and flow of information to the governing board
- Interdepartmental vetting and coordination
- Consultant procurement and management
- FTA relations and compliance
- Community and local government outreach
- Participation in TOD planning and zoning
- Specialized real estate legal capacity
- Right-of-way assembly and management
- Real estate market analysis
- Real estate transaction expertise: pro forma review, residual land value analysis, complex business terms
- Design and engineering review, construction oversight
- Monitoring of long-term developer obligations

Figure 2: JD Skills and Capacities (Guide, p. 20)

Organization.[8] The structure through which joint development is promoted and managed is of real consequence, and senior management should be intentional in its approach. While the structure may be less elaborate in small or mid-sized agencies with flatter organizations, the questions of where the agency's joint development leadership is located, and how empowered it is to coordinate with internal departments and external stakeholders, is key. Experience at US transit agencies suggests:

- If the agency has a broader interest in TOD, then joint development and TOD in general should fall under one office or program. The skill sets, external relations, and policy issues overlap, and from the perspective of regional and community stakeholders, the boundary between joint development and adjacent TOD should be invisible.
- The support of the governing board is critical. For the TOD/JD program to be seen as an agency priority, it should be accountable to senior management. This can be achieved by creating a TOD/JD director position as a "direct report" to the chief executive officer (CEO). The TOD/JD program should generally *not* be housed within a traditional "procedural" department such as procurement, legal, or, in many cases, real estate.

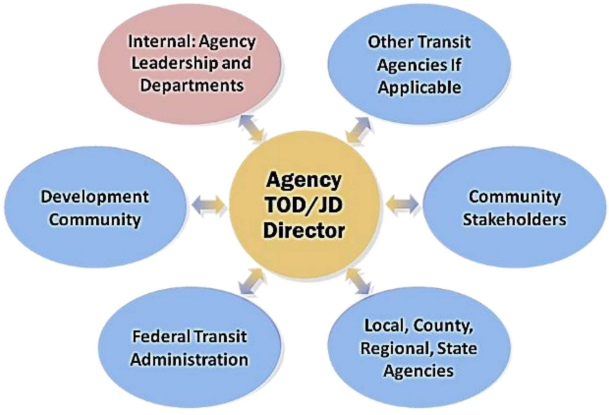

Figure 3: TOD/JD Coordination (Guide, p. 24)

[8] Corresponding discussion: The Organization Chart, *Guide*, pp. 21 ff.

- The involvement of these and other internal departments, however, is crucial—both to achieve buy-in and to "get it right". Offices whose input is needed on a joint development project may include legal, real estate, procurement, finance, risk management, planning, parking, revenue, community affairs, bus operations, public safety, engineering, and accessibility.
- No less important than internal coordination is the need to coordinate with an array of external stakeholders: local, county, regional, and state agencies and jurisdictions; the FTA or other federal agencies when applicable; the development community; and community stakeholders. In The Rapid's case, where the six host municipalities constitute the board, communication with local government is institutionalized, but there is a need for everyday coordination at the staff level throughout the stages of a joint development project.

This set of relationships is illustrated in Figure 3. Successful coordination is essential not only to plan and execute the details of a project, but to ensure a shared understanding of goals and objectives between board and staff. (See, for example, the discussion of how a transit agency defines a fair return on its joint development projects.)[9]

2.1.3 TOD Principles or Guidelines [10]

Station area development should be not merely ***transit-adjacent***, but truly ***transit-oriented***. That principle, long understood in the TOD community, is an underlying theme of the *Guide to Joint Development* and an explicit goal of The Rapid. Because of the catalytic and highly visible role that joint development projects can play, it is important that they be conceived and advanced with TOD principles at the forefront. These principles include the following:

A. ***Compactness and density***. TOD should be compact and dense compared to its surroundings. There is no "one size"; appropriate and sustainable density reflects the setting and the type of transit service. Density in downtown Grand Rapids is different from density at an outlying transit center or BRT station, and both are different from downtown Chicago or Detroit. ***Mixed uses***. TOD favors a rich mix of uses—within projects where feasible, but certainly within station areas or segments of a corridor. Mixed uses foster activation, security, and bi-directional use of the transit system. To those ends, transit-supportive mixed-use development aims for activation 18 hours a day, seven days a week, ***Public realm.*** The public realm should be safe, inviting, interconnected, and seamlessly tied to the transit station or bus stop and to the ground floors of buildings. Successful TOD is walkable—not because there are no cars, but because the public realm and access network are designed for pedestrians, transit vehicles, cyclists, and cars, generally in that order.
B. ***Parking.*** Parking should be reduced to levels reflective of the transit service and the mixed-use, walkable environment but realistic for the local setting. Parking should be shared, well-designed, and located so as not to conflict with joint development or other TOD.

[9] See Section 2.4.1, page 19.

[10] **Corresponding discussion: An Official TOD/JD Policy, *Guide*, pp. 26 ff.**

C. ***Equity.*** In the last decade and a half, "ETOD" (equitable TOD) has emerged as a foundational principle. In the TOD context, "equity" can refer to housing affordability, non-displacement strategies, labor market access and connectivity, support for local businesses and community services, and an over-arching commitment to engage community residents in TOD planning.[11]

For transit agencies seeking to advance joint development or TOD in general, it is appropriate to establish an explicit set of TOD Guidelines, which serve not only to inform expectations for joint development projects, but to signal the agency's preferences with respect to other station-area or corridor development in which it is not directly involved.

In The Rapid's case, the work done for the *Division United* plan between 2019 and 2021 serves this purpose well. While targeted to the Silver Line/Route 1 corridor between Wealthy and 60th Streets, *Division United* addresses the key TOD principles outlined above. Its three sets of strategies—Equitable Development; Mobility and Connectivity; Placemaking and Placekeeping—align well with the five TOD principles. *Division United* is written as a toolkit rather than a set of guidelines, but the latter could easily be drawn from it.[12]

2.2 Project Identification

Although the *Guide's* definition of joint development is not limited to sites owned by the transit agency, the discussion in this section, by nature, focuses on such properties.

2.2.1 Inventorying Assets [13]

To launch a joint development program, an agency must know what it owns. Which sites it owns outright, and where it holds easement rights that could facilitate a development. Also it should consider which of its properties are encumbered by easements held by others, by environmental restrictions, or by limits on disposition under state or federal law. Finally it should consider which properties, while vacant or underutilized today, should be preserved for future system improvements. An agency does not need perfect information about every conceivable joint development site on day one, but it will need enough information to begin identifying and prioritizing opportunities.

The Rapid, as part of its Transit Master Plan (TMP) process, has identified a set of potential sites across several types of real property. These are described below and detailed in Section 4.0.

- The cluster of downtown station facilities, including the Rapid Central bus terminal, the Rapid Administrative Building, and the Grand Rapids Amtrak station;
- Park-&-ride lots in outlying locations on principal bus corridors;

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[11] In addition to the equity focus in *Division United,* see also the 2023 ETOD policy adopted by the City of Austin and its regional transit agency, Capital Metro: https://drive.google.com/file/d/1peEeiTFDS5Nqw6vJ5iK4s8Q6zj8MMtIB/view and https://www.projectconnect.com/docs/librariesprovider2/etod/20230928-etod-final-report-(combined).pdf?sfvrsn=945dd167_1.

[12] Division United; https://www.ridetherapid.org/future-planning.

[13] Corresponding discussion: Inventory of Potential Joint Development Sites, *Guide,* pp. 24 ff

- Non-revenue operating facilities, including the main Operations Center at 333 Wealthy and the outlying Facilities Maintenance Center, Laker Line Operations Center, Busch Drive Operations Center, and the Compressed Natural Gas (CNG) Fueling Station.

2.2.2 FTA Jurisdiction [14]

For any potential joint development site owned by a transit agency, it is essential to determine whether the project would trigger FTA jurisdiction. FTA policy broadly supports joint development as a way of maximizing the impact of transit. That said, joint development with FTA jurisdiction is only a subset of joint development across the country. An over-arching best practice for any transit agency is to contact its FTA Regional Office (for The Rapid, Region 5) in the early stages of creating a joint development program or evaluating a specific opportunity site.

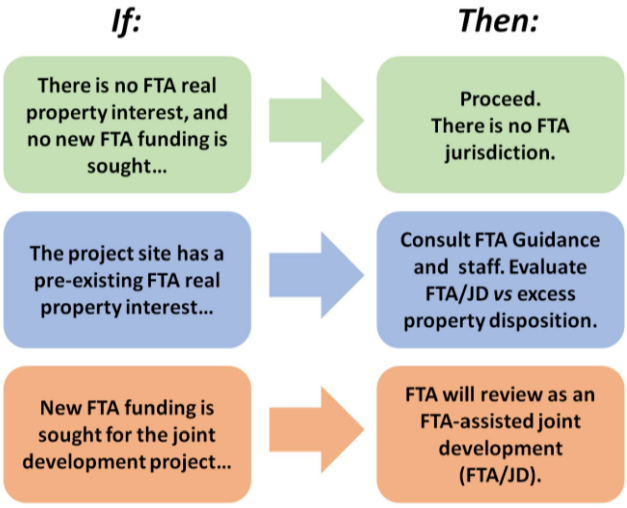

Figure 4: FTA Jurisdiction and JD (Guide, p. 98)

Is there jurisdiction? As shown in Figure 4, FTA jurisdiction arises if, and only if, either of two specific conditions is present:

- there is a pre-existing FTA real property interest in the site, by virtue of its having been acquired or improved with FTA funding.
- New FTA funding is being sought for a joint development (JD) project or for the JD aspects of a new FTA-assisted transit project.

If there is jurisdiction, what comes next? When FTA jurisdiction does apply, the *Guide* identifies four best practices from the experience of transit agencies across the country.

1. Pursue joint development on property where FTA has an interest, including FTA-funded park & ride lots and construction staging areas. It has been explicit FTA policy for a decade that park & ride lots originally acquired and improved with FTA funds can be (and frequently are) converted to joint development. The lot's original parking capacity does ***not*** have to be replaced on a 1:1 basis. The transit agency may determine the appropriate replacement ratio on a case-by-case basis, taking into account the overall outcome with respect to transit ridership and revenue.
2. Where possible, use the financially favorable ***FTA-Assisted Joint Development*** method of approval and conveyance. When a proposed joint development project involves an existing FTA real property interest, federal law and guidance provide two alternative ways of accounting for that interest. One is FTA's defined joint development mechanism, known as FTA-Assisted Joint Development (FTA/JD). In an FTA/JD project, the joint development is deemed an FTA capital project and the federal interest is not extinguished. The alternative method is to declare the property "excess" and dispose of it outright. FTA must be consulted in either case.

[14] Corresponding discussion: Joint Development and FTA, *Guide,* Chapter 6 in its entirety, pp. 97 ff.

These two alternatives differ significantly in process, legal structure, and financial benefit to the transit agency. In the FTA/JD method, the lease or sale proceeds are "program income" retained by the transit agency. Also, while there is no FTA capital funding source specifically dedicated to joint development, all of FTA's capital grant programs (as well as the TIFIA loan program) can be used for joint development as part of an otherwise eligible capital project.

Chapter 6 of the *Guide* provides a detailed overview of FTA policy and practice, both for FTA/JD and for excess property dispositions, drawn from FTA's Joint Development Guidance, its Award Management Circular, and other key documents. Chapter 6 also provides a step-by-step roadmap of how to align the FTA process with the transit agency's planning, developer solicitation, and implementation stages.

2.2.3 Identifying Priority Sites [15]

At the start of joint development activity, and periodically in subsequent years, it is important to identify sites that are "TOD-ready" and could thus serve as joint development opportunities. Aside from ownership and control, TOD-readiness typically reflects four ingredients:

- ***Site suitability***: whether the site in question is available, with sufficient space to develop a project that is physically and financially feasible. That depends not only on the nominal land area but on limiting physical conditions like soils, water table, or seismic issues; legal or regulatory encumbrances that make portions of the site effectively off-limits; or major cost premiums compared to alternative sites.
- ***Market demand***. a project will not happen unless the market supports it. Demand for a joint development site is generally reflective of demand in the station area and surrounding district. The underlying strength of a station area's real estate submarket can be assessed in several ways: by conducting real-time industry outreach; by retaining a real estate consultant to follow local market trends; by commissioning a formal market study; or by using commercially available data like actual development activity, trends in sales and rental price points, rent premiums due to station proximity, and local vacancy, absorption, and turnover rates.

  It is valuable to interact with the development community during this process—both to gain their input in assessing market demand and to make them aware of potential opportunities for which the agency contemplates seeking development partners.

- ***Transit connectivity***: the mere presence of transit service does not necessarily mean a site is well connected to where people live, work, go to school, or obtain services. Planners need to assess now frequent the service is, whether its capacity would support significant new ridership, and whether it is understood to be permanent. The location of the site in the network is key as well. A site served by a single line is less connected than one served by intersecting lines or modes. A site near the core of the system, where radial corridors converge, is better connected than one on the periphery, with long travel times to other areas.

[15] Corresponding discussion: Sire Readiness and Prioritization, *Guide,* pp. 36 ff

- ***Jurisdictional support***: the extent to which the relevant governmental jurisdictions support TOD at this location. The compatibility of existing zoning, or of zoning changes to which local authorities are committed, is one major factor. Others are the extent to which concrete plans and policies favor TOD in this location, and the extent to which development funding programs are TOD-targeted. The Rapid's institutional connection to its six host municipalities, and the fact that it partnered with the cities of Grand Rapids, Kentwood, and Wyoming in developing the Division United plan, is a positive indicator of such support.

As part of the TMP Joint Development task, AECOM is assisting The Rapid in evaluating Rapid-owned sites and identifying a short list of priorities for further analysis, based on these criteria (see Section 4.0). In the future, as The Rapid prepares to initiate one or more projects, the TOD-readiness analysis would be supplemented and refined by the project planning steps outlined in Section 2.3 *infra*.

2.3 Planning a Specific Project

For properties owned or controlled by a transit agency, there are key planning steps that should be undertaken before the process of developer solicitation begins. These steps will confirm that a solicitation is timely and will greatly increase the chances of a successful outcome.

2.3.1 Pre-Planning the Site [16]

The intent of pre-development site planning is not to determine every detail of the eventual joint development project; much of that is best left to the market and to the creativity of eventual bidders and their design teams. The intent, rather, is to set *parameters*: to determine what reasonably fits on the site; what provisions must be made to accommodate, preserve, or improve existing and future transit service; and to sort out, before writing an RFQ or RFP, which aspects of the eventual development program are "must-haves" and which are flexible. Done well, this process is a service to the pool of potential bidders. The *Guide* provides an extensive description of the pre-development site planning process, the complexity of which will naturally differ according to the scale, community context, and transit profile of the site in question. Those aspects most likely to affect Rapid-owned sites can be summarized as follows.

- ***Site definition***. In most cases, the development parcel(s) will not comprise the entire station or facility property, and it is important for both internal and external stakeholders to reach consensus on which portions of the property will—and will not—be made available. The agency team should prepare a consolidated site plan that clearly delineates the boundaries of the development site, including the area and legal definition of affected parcels, easements, and, if applicable, air rights. This site plan should also reflect any natural or infrastructural features affecting the development parcel(s).

- ***Transit facilities.*** This is the time to determine how the existing Rapid facilities on the site (passenger-serving or "back-of-house", as the case may be) are to be handled during and after the joint development project. Are all of the existing facilities to remain, or are some to be relocated elsewhere (either temporarily during construction

[16] Corresponding discussion: Predevelopment Site Planning, *Guide,* pp. 40 ff.

or permanently)? Of the facilities that remain on-site, must they stay in their current location, or may they be moved within certain parameters? Does The Rapid with to *require* that, as part of the project, certain facilities be improved, expanded, or relocated within the property?

How many bus berths, parking spaces, bike spaces, square feet of platform area, square feet of waiting room, or other station components must the completed project provide (whether in their current or new on-site locations), and what are the design standards that must be met to The Rapid's satisfaction for each applicable component? Bus service is The Rapid's product, and it is reasonable to expect not simply that joint development will "do no harm" to that product but that it will improve it.

- ***Site access.*** How people will get to the site is a matter not simply of traffic analysis but of strategy and policy. This is particularly true for locations where future site access will involve both the housing, commercial, or other uses constituting the joint development and the transit service itself. Once people are living, working, shopping, or obtaining services in immediate proximity to a BRT station, mobility hub, or the Rapid Central/Amtrak complex, they become potential transit customers who can access the station on foot. The new development will attract car trips as well, but not as many as a similar development program in a non-transit location. Access, egress, and circulation for pedestrians, bicycles, cars, and buses should be sorted out at the parametric level, as should the key question of how much parking will be needed for the new TOD and, where applicable, park & ride users (see Section 2.5.2 below).

- ***The conceptual TOD program.*** What uses can go on the site is a function of site definition, transit requirements, zoning, and market conditions. It is also a matter of policy preferences (which are, ideally, shared by the transit agency and local government): of the uses allowed by zoning, which should be required, encouraged, discouraged, or prohibited? Transit agencies often decide, for example, that while upper-story uses may be a market-driven choice of housing, commercial, or both, much of the street-facing ground floor must contain shopping, dining, customer-facing services, or other "activating" uses. Drive-throughs and other highly automobile-dependent uses, even if allowed under zoning, are often excluded from joint development sites.

Taking all of these factors into account, it is best practice to conduct a "test-fit" analysis accompanied by a high-level financial pro forma, to assess whether "what can go on the site" is reasonably likely to "pencil out" from a hypothetical developer's standpoint.[17] The end-product is a set of ***development requirements and guidelines*** that will be incorporated in the developer RFQ or RFP.

[17] AECOM is providing such an analysis for two priority sites, on a preliminary, illustrative level, as part of this TMP task.

2.3.2 Aligning with Local Government [18]

The identification of a site as a joint development priority assumes that a reasonable level of jurisdictional support has already been identified (see 2.2.3 above). Before moving forward with a developer solicitation, that support needs to be confirmed and translated into:

- zoning (either existing or committed) that aligns with the conceptual TOD program for the site;
- to the degree applicable, a readiness to target specific funding or financing programs to the site to support economic development, housing production, local infrastructure, or brownfield remediation;
- a commitment to support the transit agency (and the eventual developer) in discussions with community and other stakeholders;

The transit agencies interviewed for the *Guide* were unanimous in stating that there is no substitute for this up-front alignment of interests with local government. Achieving this often requires a degree of community outreach, in concert with local officials, during this pre-planning stage.

2.3.3 Parameters of the Potential Transaction [19]

The details of a joint development transaction generally emerge in the winning proposal and are refined in the subsequent negotiations. However, it is in the transit agency's interest to set the broad parameters of the transaction while the project is still being planned. Two key parameters should be thought through sufficiently to be addressed in the RFQ or RFP:

Method of conveyance. One is the method of conveyance—how the joint development rights will be transferred to the developer. The primary alternatives are long-term lease or outright sale. As a matter of policy, most of the agencies surveyed for the *Guide* stated a clear preference for long-term leases, and this method is recommended as a best practice unless there is a compelling reason to sell. A long-term lease provides:

- a durable ownership interest in the development site, of which the agency is a steward;
- an economic position that, if well negotiated, will reward the agency for the development project's performance over time.

The arguments for outright sale typically involve a concern that a leasehold will create hurdles in attracting equity or debt financing, particularly with respect to for-sale housing.

A third model, in which the transit agency contributes its land to the project and retains an equity position in the development, is used by the Utah Transit Authority. This model, although not legally available to every transit agency, offers financial participation and a degree of institutional control and could emerge as an alternative best practice.

As part of the pre-solicitation planning process, the agency should determine whether the most appropriate method of conveyance for the project in question is long-term lease, sale, or a specialized alternative. A complex project may include multiple methods of conveyance. A major hub station project, for example, could involve a ground lease for a surface parcel, an

[18] Corresponding discussion: Community Acceptance, *Guide,* pp. 49 ff.

[19] **Corresponding discussion: Parameters of the Potential Transaction, *Guide*, pp. 49 ff.**

air rights lease over platforms, tracks, or other operating areas, and a long-term building lease or commercial lease for the interior retail and common areas.

Roles and responsibilities. Finally, the transit agency should use the pre-solicitation planning stage to consider what, if anything, the eventual developer will be expected to do beyond making sale or lease payments and delivering a first-class development project. Joint development projects sometimes include other types of developer obligations:

- To design or construct elements of the station or its ancillary facilities. The developer might be required to do this because the improvements in question are a physical or operational precondition to building the private development; because they are physically interwoven with the private development; or because it is more efficient for a single set of designers and contractors to work on the site. The developer's team would be required to perform this work under the oversight of the transit agency and consistent with its design standards.
- To operate and maintain certain station elements once the project is complete. For example, if surface park & ride capacity is replaced in a new garage that is shared with the joint development uses, the agency may choose to have the entire facility run by the developer's parking operator. A developer might be tasked with the operation and maintenance of the common areas of a station complex, performing, for example, routine cleaning and snow removal.
- A developer might be required to pay for the transit elements that they are tasked to deliver or maintain. Such "in-kind obligations" become, literally or in effect, part of the land payment. The questions of who designs and builds a station element, who operates and maintains it, and who pays for it do not necessarily have the same answer; they can be, and often are, "mixed and matched".

2.4 Choosing a Development Partner

For sites owned or controlled by a transit agency, the pivotal stage of the process is the solicitation and selection of a joint development partner. In virtually all cases, it is best practice, as well as a legal requirement, to select developers through an open, transparent, and competitive solicitation process. This section summarizes the discussion in Chapter 4 of the *Guide,* highlighting considerations of greatest relevance to The Rapid.

2.4.1 Unsolicited Proposals [20]

It is common for transit agencies to receive unsolicited joint development proposals. When such proposals are for "off-site" transactions (such as a proposal by an adjacent developer to build a new station stop or station improvements, or a proposal by a sister public agency to combine adjacent land holdings), they do not necessarily pose a procedural dilemma. But when unsolicited proposals seek principally to build private development on transit agency land, they do pose a procedural dilemma (and often a legal one as well) as to whether they can or should be considered, and if so, how—through a direct negotiation or a competitive process.

[20] Corresponding discussion: Unsolicited Proposals, *Guide,* pp. 69 ff.

It is best practice to adopt and publish proactively a policy that spells out standard procedures and avoids inappropriate expectations on the part of a proposer. A model policy is illustrated in and includes the following elements:

- The agency determines at its sole discretion whether the unsolicited proposal is timely, potentially advantageous, and of interest to the agency.
- If deemed not to be of interest, the proposal is rejected up-front and documented.

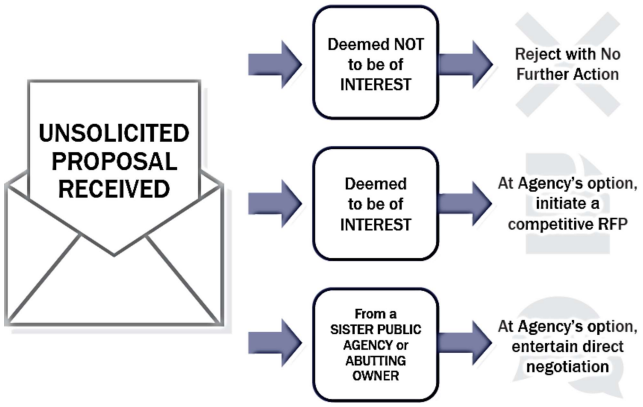

Figure 5: Model Unsolicited Proposal Policy (Guide, p. 70)

- If deemed to be of interest, it is subjected to a competitive, advertised solicitation in which the original proponent is on roughly the same footing as any other bidder.
- While some agencies retain the right to enter into direct negotiations (if legally permissible), this discretion is best limited to cases in which the unsolicited proponent is a sister public agency or a uniquely situated abutting owner.[21]

An agency may wish to state, as part of its unsolicited proposal policy, whether its intent is to encourage or discourage such proposals in the first place. Either approach may be advantageous to a particular agency's circumstances, so long as the policy lays out a clear procedural path and unambiguously reserves the agency's right, in its sole discretion, to reject or further consider any unsolicited proposal.

2.4.2 Soliciting and Selecting a Developer

In preparing to launch a developer solicitation, the transit agency needs to address three questions: the most appropriate solicitation format; the content of the RFQ, RFP, or other solicitation document; and the selection process to be followed once the submittals are received.

Solicitation format.[22] There is no single, universally preferred format for developer solicitations. There are several models, which can be used separately or in combination. The principal alternatives are as follows:

- An ***RFQ (Request for Qualifications)*** is a solicitation of developers who wish to enter the competitive selection process. An RFQ does not request a complete offer, and, even if the submittals include preliminary proposal concepts, they do not include a financial proposal and thus do not result directly in a contract. There are two types of RFQ solicitation in common use. In the ***two-step*** process, the RFQ is followed by a full

[21] In addition to governing board policies, enabling act requirements, and other applicable laws, FTA requires that joint development on property in which it has a current or "new" funding interest be implemented through a competitive solicitation process and strongly encourages a competitive solicitation for properties in which it has a pre-existing interest.

[22] Corresponding discussion: Choosing a Solicitation Format, *Guide,* pp. 59 ff.

RFP. The RFQ is used to create a "short list" of teams that are found qualified to receive the RFP and submit proposals.

There is also a ***one-step*** RFQ process, in which the RFQ solicitation asks not only for qualifications, but for preliminary proposal concepts as well. In this case, the agency makes a preliminary selection based on the RFQ (and any associated interview process) without issuing an RFP. The refinement of the preliminary concepts into a detailed development proposal and business terms occurs during the exclusive negotiation period that follows selection.

- An ***RFP (Request for Proposals)*** requests more complete offers—in program, design, and business terms—so that the preliminary selection of a developer can progress directly to contract negotiations. As noted above, the issuance of an RFP is often the second stage of a two-step RFQ/RFP process.

  There is also a *one-step RFP* format, in which there is no prior RFQ. A one-step RFP may include a Statement of Qualifications (SOQ) as part of the submittal; this SOQ may be read first, so that if any bidder is deemed unqualified, its full proposal need not be evaluated. This one-step RFP is sometimes called a Request for Qualifications and Proposals (RFQ/P).

- An ***RFEI (Request for Expression of Interest)*** is a "pre-solicitation" request in which the agency seeks voluntary participation from the development community to help inform a subsequent RFQ or RFP. An RFEI is used when a development opportunity is emerging but lacks clear definition; respondents are asked not only to express interest but to offer ideas or raise questions about the site's potential. RFEIs can be helpful for agencies considering complex projects for the first time and for more experienced agencies considering complex projects in "pioneering" locations. Responding to an RFEI is usually not a requirement for participating in the eventual RFQ or RFP process.

- An ***ITB (Invitation to Bid)*** can be used when site conditions are straightforward, the zoning is acceptable to the transit agency, the contemplated development is relatively simple, and the agency is prepared to select the developer based principally on high bid. The ITB identifies and describes the site, states any development requirements or restrictions that the transit agency intends to include in the deed or lease, and states the minimum acceptable bid (if doing so is dictated by law and practice).

The most thorough solicitation process is a two-step sequence in which developers are first qualified through an RFQ, following which an RFP is issued to the qualified pool. This process, although preferred by many agencies and some developers, is also the most time-consuming and expensive for both sides. Agencies generally want to gather the most information before choosing a winner; developers prefer shortening the timeframe or postponing the full proposal development effort until they know whether they are in contention.

The Rapid's objective should be to make the process reasonable for the developer while gaining the information and leverage needed to make a responsible decision. A successful solicitation helps the agency build a reputation for fair, well thought-out projects that are worth the cost and risk of competing. The pros and cons of the most common solicitation formats are outlined in Figure 6.

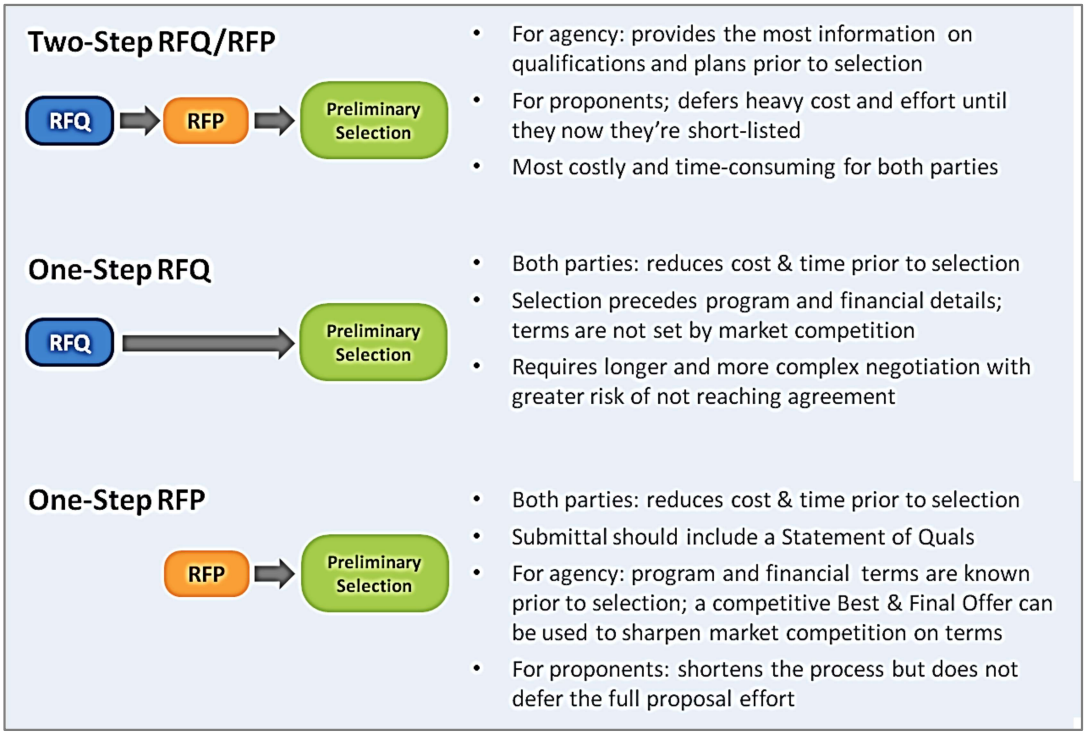

Figure 6: Comparison of Principal Solicitation Formats (Guide, p. 61)

Solicitation content.[23] In composing the solicitation itself, four topics should be addressed clearly: the project description; the transaction framework; the evaluation criteria; and the selection process itself.

- ***Project definition and description.*** The most important role of a solicitation document, particularly an RFP in which full proposals are invited, is to communicate what the agency wants the developer to do: how much development, representing which land uses, deployed in which portions of the property, presenting what scale and character, and bearing what physical and functional relationship to the mobility functions operating at the site. Are there transit facilities that could be relocated or reconfigured as part of a proposed site plan, as opposed to those that are fixed? And how much flexibility do respondents have in structuring their proposals?

  This discussion should reflect the detailed content developed in the pre-solicitation site planning stage (see Section 2.3.1, above). Any development requirements and guidelines created at that time should be incorporated in the RFP, with clear guidance as to which elements are mandatory and which are discretionary. An effective RFP finds the "sweet spot" between prescriptiveness and flexibility.
- ***Transaction framework.*** The document should clearly state those elements of the potential transaction that are known as this time, including the method by which the development rights will be conveyed, the developer's intended roles and responsibilities, and any required business terms. These framework elements will also have been established during the pre-solicitation planning stage (see Section 2.3.3, above).

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[23] Corresponding discussion: Writing and Implementing an Effective Solicitation, *Guide*, pp. 62 ff.

- ***Evaluation criteria.*** The document should clearly state the criteria which the agency will use to qualify developers or select the winning bid, as the case may be, and the process by which the decision will be made.

  For the qualification stage, the criteria should reflect the basic capabilities required to deliver a project of the scope, type, and complexity envisioned. These typically include documented evidence of financial capacity; technical capacity on the part of the developer, builder, and design team; specific experience with TOD or joint development projects; and, if the agency has a development team diversity requirement, the manner in which that requirement will be met.
  For the selection stage, unless an agency is required by law to select the highest responsible bid (which is not typically the case), the substantive merits of competing proposals should be evaluated on a multi-criterion best-value basis. These criteria should reflect the agency's joint development goals, as specifically applied to the project in question, and should be stated in a clear, user-friendly way. If the financial offer is *among* the criteria, as it usually is, the RFP should make clear how it is to be calculated and whether there is a minimum acceptable level.

Selection process.[24] The selection process consists of several steps, which The Rapid should establish prior to issuing the solicitation and describe clearly in the solicitation documents. These include the threshold question of whether the solicitation is being issued by The Rapid alone or in collaboration with a local jurisdiction; the related question of how the selection panel is constituted; whether short-listed bidders will be interviewed and whether they may be asked to submit a best and final offer (BAFO); the remaining steps in the process and the anticipated timetable for executing them. A typical sequence composite is illustrated in Figure 7.

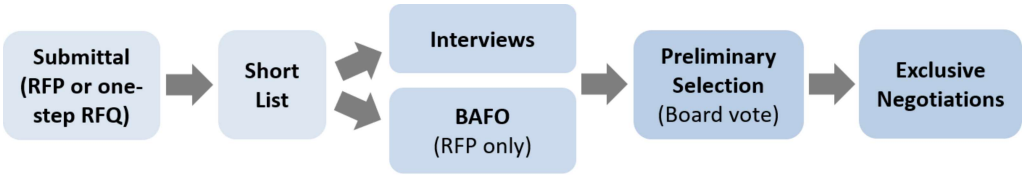

Figure 7: Illustrative View of Selection Process (Guide, p. 65)

2.5 Negotiating and Executing the Transaction [25]

Developer selection is a pivotal milestone, but a complex sequence of steps lies ahead: negotiating agreements; finalizing the developer award; advancing design, permitting, and financing; closing on the real property conveyance; overseeing construction of the project; monitoring the on-going, post-occupancy provisions to which the transit agency is a party; and, in the case of multi-phase projects, repeating these steps as applicable for each later phase. Throughout this process, it is critical to move as expeditiously as the facts allow—as agency practitioners and developers often say, "time kills deals."

[24] Corresponding discussion: Defining the Selection Process, *Guide,* pp. 62 ff.

[25] Corresponding discussion, Executing a Joint Development Project, *Guide* (Chapter 5), pp. 73 ff.

Chapter 5 of the *Guide* spells out the steps of the process in detail, including the illustrative flow charts in Figure 8. (The blue sequence applies to selections based on an RFP, the green sequence to those based on a one-step RFQ with details to be developed after preliminary selection.) In either case, the Rapid would determine which specific steps are applicable to a given project and adapt them to that set of circumstances.

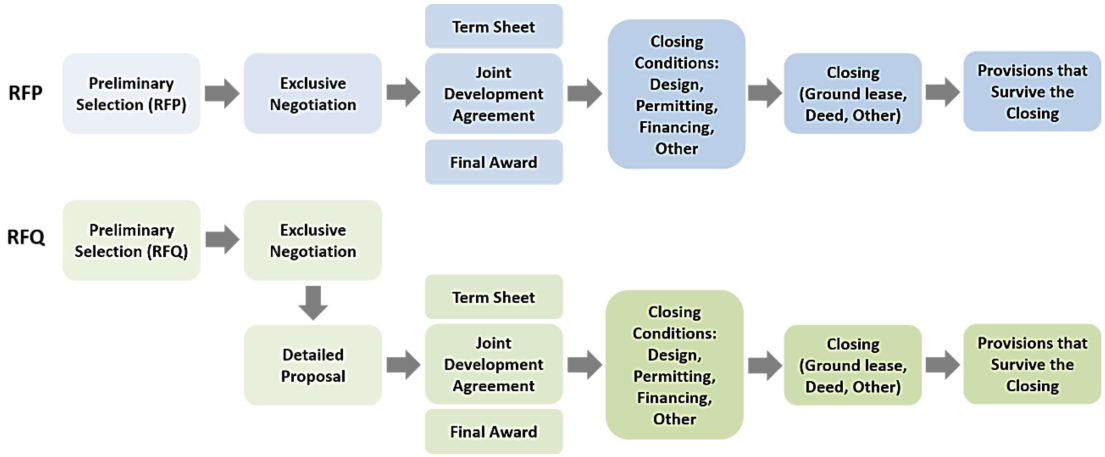

Figure 8: Sequence of Events: Negotiation, Closing, and Beyond (Guide, p. 74)

In either sequence, the preliminary selection is followed by a period of exclusive negotiations between the agency and the winning bidder. In the case of an RFQ-based selection, this period may be significantly longer, since the details of the project are fleshed out during that time.

If the negotiations are successful, the preliminary or provisional developer selection is converted into a final award. That event is typically concurrent with the conclusion of a master agreement, often called the ***joint development agreement*** or JDA, which sets forth:[26]

- the final agreed-upon description of the project;
- the conditions under which the ***real estate closing***—the actual conveyance of the development property and/or rights to the developer—can occur, so that the physical project can begin. Many of these conditions are the exclusive responsibility of the developer—for example, assembling the necessary financing and producing executed design and construction contracts; others, like securing permits and entitlements and completing an approved final design, involve collaboration between the developer and the transit agency;[27]
- the parties' roles, responsibilities, and obligations, financial and otherwise, both leading up to the closing and surviving it into the construction and operation of the project.

[26] Corresponding discussion: The Joint Development Agreement, *Guide,* pp. 74 ff. "JDA" is a composite term. Agencies may call this agreement by a different name, and the JDA may be a series of inter-related agreements rather than a single document.

[27] Corresponding discussion: The Real Estate Closing, *Guide,* pp. 81 ff.

Alongside the JDA, the parties typically negotiate the ground lease, deed of sale, or other instrument of conveyance to be executed at the closing. This conveyance instrument may supersede the JDA, incorporate it, or stand alongside it.

From The Rapid's perspective, the most important aspect of future project negotiation and execution is the JDA's potential "table of contents". The illustrative listing in Figure 9 makes a key point: the issues to be negotiated once a developer is chosen include not only those that see the project into construction, but those that accompany construction and those that endure afterwards. The Rapid, like any transit agency embarking on a joint development project or program, will need to ensure that the JDA contains the durable mechanisms—and that The Rapid has the capacity—to monitor and enforce the terms of the agreement, both operational and financial, out into the future.

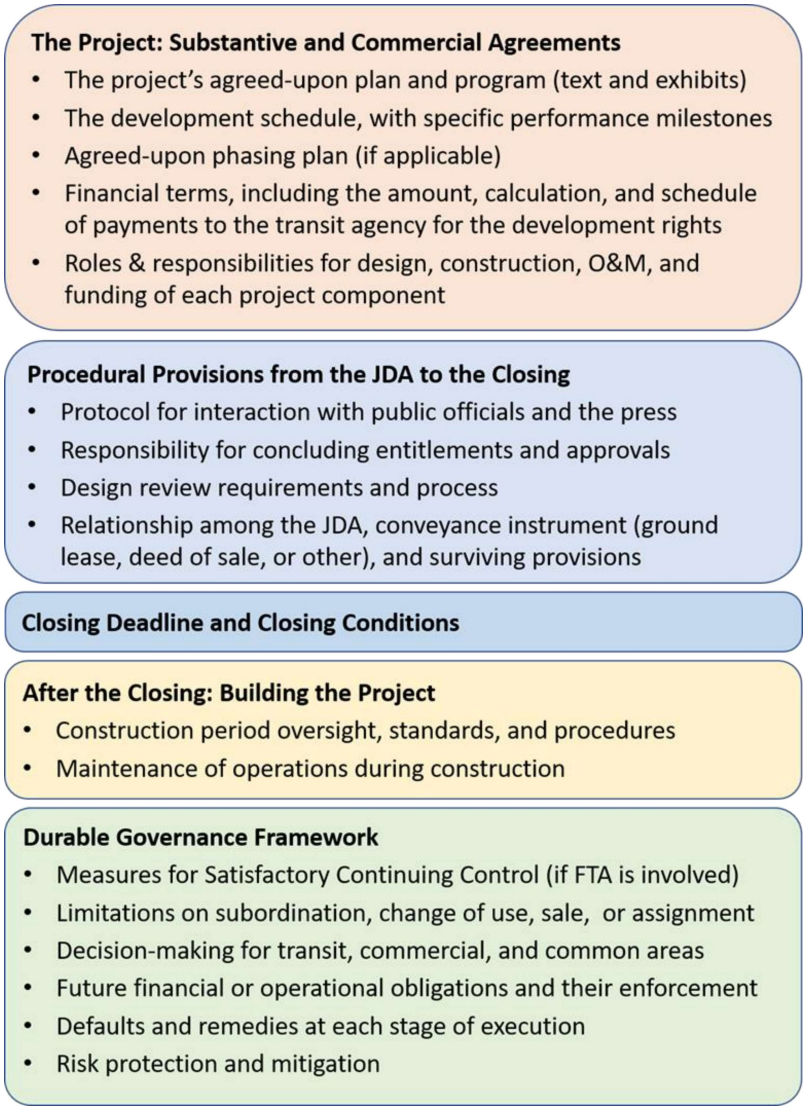

Figure 9: A Sample JDA Table of Contents (Guide, p. 77)

The extent to which The Rapid would want or need to review project design and monitor construction would depend on the nature and location of the project. For a joint development project at an outlying park & ride lot, The Rapid's interest may be confined to the bus passenger and operating facilities, leaving the TOD building design and construction to the normal oversight of the host municipality. By contrast, if a project were undertaken at the Rapid Central/Amtrak complex, or alongside one of The Rapid's back-of-house facilities, The Rapid would have a more direct interest in design and construction.[28]

2.6 The Economics of Joint Development

Every deal is different; a best practices approach can provide a framework rather than specific solutions. The *Guide* addresses some key framework issues, which are summarized here to the extent applicable to The Rapid.

2.6.1 A Fair Return

It is axiomatic that a transit agency expects a fair return on its asset. But an agency's expectations of financial return, and its assessment of the eventual outcome, depend on how they defined financial return in the first place. This is a broader concept than the developer's proposed cash payments—it is the agency's "business case" for undertaking the project. It is best practice to define the agency's financial return comprehensively, recognizing any in-kind capital or operating obligations on the developer's part and, in the case of a long-term lease or equity partnership, the present value of the downstream payments to the agency. It should also recognize the estimated present value of net new farebox revenues reasonably attributable to the project—not as part of what the developer pays, but as part of what the transit agency gains by making the deal.

Integral to both sides' financial expectations is their understanding of a property's fair market value. Many transit agencies (but not all) are required by state law, or expected by their governing boards, to obtain fair market value when they sell or lease real property.[29] FTA has similar requirements when FTA-assisted land is sold as excess property or used in an FTA-assisted joint development project.[30]

That said, there are different ways of defining and quantifying fair market value, with consequences for how transit agencies and developers evaluate and negotiate a joint development transaction. Fair market value is best understood as the site's ***residual land value***—the amount a developer can reasonably pay for the site when ***all*** project costs are subtracted from project value. The calculation should recognize the cost of required in-kind contributions (such as park & ride replacement or station improvements); other site costs

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[28] Corresponding discussion: Design Review, *Guide,* pp. 80 ff, and Supervising Construction, *Guide,* pp. 83 ff.

[29] The Rapid's enabling act, Public Law 196 of 1986, does not address fair market value; whether other applicable state laws do so should be researched by The Rapid's legal counsel.

[30] FTA's Joint Development Guidance gives the transit agency wide latitude in defining and measuring fair market value, based on local conditions and the overall terms of the agreement.

(such as remediation or air rights decking); and, if applicable, the internal subsidy costs of affordable housing.[31]

This discussion assumes that The Rapid, before initiating a joint development project, will have:

- partnered with local government to optimize zoning for the site, increasing the revenue side of the residual land value equation; and
- partnered with state, regional, local, and non-profit entities to line up applicable funding and financing incentives, reducing the cost side of the equation from the developer's standpoint (see Section 2.6.3 below).

Among the many factors that can affect the economic viability of a project or its ability to generate a return to the transit agency, two occur commonly enough to be addressed at some length in the *Guide*. These are parking and affordable housing.

2.6.2 Parking and Joint Development [32]

The relationship between joint development and parking encompasses two distinct issues: the location and capacity of park & ride lots and the residential and commercial parking ratios applied to TOD projects. When structured parking has to be built, its cost becomes a deal driver. Where land is more plentiful (as at The Rapid's outlying park & ride locations) and surface parking is possible, sooner or later that land's appreciating value will force a reckoning. There is a best practice approach to these issues.

- Provide park & ride at appropriate stations only. New park & ride capacity should be provided only where warranted by transportation network needs. This includes stations at or near the ends of radial transit corridors or strategic "collector" locations in the roadway network.
- Evaluate park & ride replacement on a case-by-case basis. There has been a sea change in how transit agencies approach this—from the 1:1 replacement policy prevalent 15 or 20 years ago to a case-by-case approach that may result in parking reduction at a particular site. This change reflects high construction costs, the rise of alternative first- and last-mile station access solutions, and FTA's clarification that 1:1 replacement is not required as long as there is no net loss of ridership. For The Rapid, under-utilized park & ride capacity at a given site can readily be consolidated; the analytic question is the extent to which a reduction in utilized capacity might be offset by development-generated trips or shared parking with adjacent retail properties.
- Pursue reduced, TOD-friendly parking ratios for residential, commercial, and mixed-use TOD. To the degree consistent with zoning (or anticipated zoning relief), the transit agency should establish parking ratios for the joint development uses that take full advantage of the transit environment. These standards will vary by location, reflecting market conditions.

[31] See the discussion of air rights overbuilds in the *Guide*, p. 48. The economic and logistical hurdles inherent in air rights construction could be relevant in planning for joint development at or around Rapid Central Station.

[32] Corresponding discussion: Parking and Joint Development, *Guide*, pp. 121 ff.

- Parking should be shared among uses, including park & ride where feasible. Shared parking among uses with divergent peak demand profiles is an established strategy for meeting actual parking needs at reduced cost. The concept includes shared facilities that accommodate both TOD uses and park & riders.
- Parking should be located and designed so as to be compatible with TOD. The placement of off-street parking in the site plan, and its design relative to the streetscape, should be planned intentionally to minimize spatial and visual conflicts with the TOD program.

2.6.3 Affordable Housing and Joint Development [33]

Many US metro areas are experiencing a crisis of affordability, and many communities see the rising land values associated with TOD as a double-edged sword—combining needed reinvestment in urban neighborhoods with gentrification and the threat of displacement. In The Rapid's service area, the issues of housing availability and affordability are reflected, among other places, in the City of Grand Rapids' multi-faceted *Housing NOW* agenda, the *Housing NEXT* regional initiative of Kent and Ottawa Counties, and the *Division United* plan's equitable development toolkit.[34] In Grand Rapids and elsewhere, there is a growing expectation that joint development will help promote affordability. At the same time, the internal subsidy requirements of affordable housing development often impact land values. The *Guide* provides a best practice approach.

- Promote affordable housing in joint development projects, so that people who live in the affected community can afford to live in the development. Affordable, transit-oriented housing can also help teachers, first responders, and other public employees live in the communities where they work An affordable housing strategy may involve inclusionary requirements (a required percentage of deed-restricted affordable units), if agency policy or local zoning finds such measures appropriate.[35] Inclusionary requirements are not necessarily appropriate for every setting, and other tools may be available. To be effective, inclusionary requirements should be backed up by financing incentives.
- Recognize the economics of affordable housing in setting or negotiating land value. The land price should reflect the real-world economics of the project in question. To the extent that the subsidy costs of the affordable units are not offset by outside sources (see below), the land value may have to make up some of the difference. Some transit agencies have chosen, as a matter of board policy, to discount land prices to support affordable units, either explicitly or by recognizing any inclusionary requirement in the fair market appraisal of the property.

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[33] Corresponding discussion: Affordable Housing and Joint Development, *Guide,* pp. 129 ff ff.

[34] Housing NOW: https://www.grandrapidsmi.gov/Government/Programs-and-Initiatives/Housing-NOW; Housing Next: https://www.housingnext.org/ ; Division United toolkit: . https://www.ridetherapid.org/assets/files/18d/11_17_equity_toolkit_final.pdf.

[35] Inclusionary policies require targeted percentages of affordable units. Several US transit agencies with large, multi-site joint development programs have adopted inclusionary provisions of their own, and others incorporate inclusionary zoning provisions enacted by host municipalities.

- Work with housing agencies to prioritize the site for affordable housing subsidies. There is a wide variety of public and non-profit sources dedicated to lowering the delivery cost of affordable housing: tax credits, tax-free housing bonds, contributions from state and local housing trusts, participation by non-profit developers, and others. Work with the sponsors of these programs to line up support prior to developer solicitation.
- Work with the local jurisdiction to secure density bonuses and reduced parking requirements as incentives for affordable housing. Municipalities that promote affordable housing (particularly those that require it through inclusionary policies) make these are other zoning incentives available for this purpose.

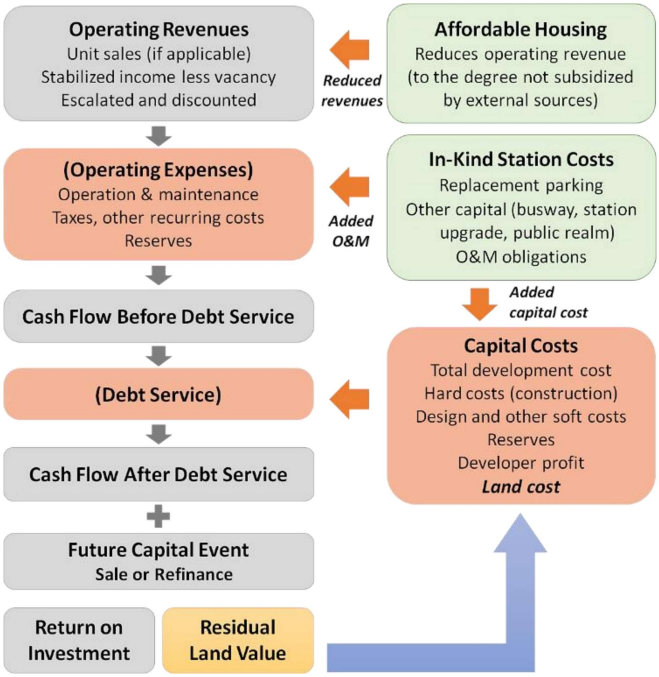

Figure 10: Affordable Housing, In-Kind Station Costs, and Residual Land Value (Guide, p. 117)

The diagram in Figure 10 illustrates how in-kind cost premiums (such as garage construction or station improvements) and the costs of affordable housing can impact the residual land value of a joint development site.

2.7 The Joint Development Horizon: Creative Business Models

In modern US practice, the most common form of joint development still occurs on transit-owned real property. But, as was stated at the beginning of this Memorandum, joint development should be understood to include other forms of development transactions as well to which the transit agency is party. The *Guide* explores several creative business models of potential relevance to The Rapid. Summarized below, they are represented in some of the case study examples presented next in Part 3.0.

Hub Stations and Transit Centers. Most transit systems have places where multiple routes or modes converge, often in or near the downtown core. While many iconic hub station projects are associated with rail transit, hub stations and transit centers are also common among mid-sized and smaller transit agencies whose systems consist principally of bus routes. For these agencies, hub stations and transit centers are where they are most likely to own off-street real estate or otherwise participate in off-street development transactions. Joint development projects at hub stations and transit centers vary in scale, complexity, and types of service. Deals tend to be innovative because of the multiplicity of interests, goals, resources, and challenges involved. In The Rapid's case, the juxtaposition of Rapid Central Station, the Amtrak station, and their adjoining public spaces may present such an opportunity.

Part 3.0 of this Memorandum (Case Studies), there are eight examples of hub projects involving transit agencies and/or physical settings comparable to The Rapid's downtown assets. Collectively these examples offer "proof of concept" that such joint development initiatives are possible (and increasingly common) for transit agencies serving smaller and mid-sized cities and providing bus service solely or primarily.

Sister Land Owning Agencies. The discussion of hub stations and transit centers shows the value of collaborating with other public land owners to assemble workable joint development sites. This concept has wide applicability, given how many public jurisdictions own land in a given city or region and how much flexibility many of them have in using it. A transit agency and a sister agency can combine their land holdings to create a larger, more developable site (either by legally merging them into a single parcel or by offering them together in a single RFP). Local governments, including municipalities as well as housing or redevelopment authorities, can act as intermediary or ground lease developers. A local jurisdiction can donate right-of-way for a transit facility, making TOD possible. Roles and responsibilities in a particular collaboration should make the most efficient use of each agency's time and resources and present a clear, seamless face to potential developers.

In Part 3.0, several of the case studies involve real property collaboration with local government. These include the projects in Springfield and Holyoke, MA, St. Paul, Kansas City, Michigan City, IN, and Montpelier, VT.

Adjacent Private Land Owners. It is a long-standing practice for developers of land next to transit stations to build direct connections or new station entrances. Generally, the transit agency charges a fee for the former type of improvement (which principally benefits the off-site developer), while accepting the latter type (which benefits the riding public) at the developer's cost. An emerging model that builds on this older one is for an adjacent land owner to fund a new station or replace an old one. The developer may, by agreement with the transit agency, design or build the station as well as pay for it.

Non-Station Assets. The definition of joint development includes transactions involving transit agency property not directly connected to a station. These may be yard and shop or other "back of house" facilities like CNG stations; express bus or carpool lots at highway collector points; or headquarters buildings in locations that have become so valuable in the real estate market that they no longer represent the highest and best use of their sites. In some cases, the facilities in question can be relocated, freeing up an emerging development site. In others, new facilities are needed to serve system expansion or fleet modernization, and the option of having them delivered as part of a joint development project, or a public-private partnership with a joint development component, may be advantageous. A new maintenance facility, or the upgrade of an existing one, may require screening or "wrapping" to gain community support, and that may involve joint development. Some opportunities of this type happen to be located near station stops, making the resulting development transit-oriented. In other cases, there is less of a transit connection. Either way, as development transactions that benefit the transit agency, they are examples of joint development.

Part 3.0 includes a discussion of planned joint development projects at new, existing, or former bus operation and maintenance facilities (Seattle, Boston, and Los Angeles, respectively), as well as an innovative partnership in Columbus to market compressed natural gas to non-transit agency customers.

3.0 Case Studies

3.1 Relevance to The Rapid

There are dozens if not hundreds of joint development projects across the United States, at varying stages of implementation and in transit systems of all types and sizes. Part 3.0 of this Memorandum provides a series of case studies curated to be of particular relevance to The Rapid. In particular, case studies were chosen because they illustrate one or more of the following:

A. ***Transit agencies***: case studies involving transit agencies that run bus systems in mid-sized or even small metropolitan areas;

B. ***Projects and settings:*** joint development projects in small or mid-sized downtowns, at park & ride lots, or at non-revenue operation and maintenance (O&M) facilities;

C. ***Transactions*:** projects occurring both on and off transit agency property, and projects utilizing the business models discussed in Section 2.7 above.

Section 3.2 describes four transit agencies that, like The Rapid, run bus systems in their respective metropolitan areas. These four agencies have adopted a multi-project or programmatic approach to TDO and joint development. Sections 3.3-3.5 provide descriptions of 16 project-specific case studies.

3.2 Programmatic Approaches, Multiple Projects

This section provides an overview of how four sister transit agencies—all of them regional bus operations—are approaching TOD and joint development. The first three are The Rapid's neighbors in the midwestern metro areas of Columbus, Indianapolis, and Kansas City. The fourth is King County Metro in Greater Seattle.

3.2.1 Central Ohio Transit Authority (COTA)

COTA, a traditional regional transit authority, operates the bus system in metropolitan Columbus and is in the process of adding BRT corridors.[36] While COTA's website does not identify TOD or joint development as areas of interest, the authority has embarked on a variety of innovative projects that fall under the *Guide to Joint Development* definition. These include:

- Greyhound terminal. In 2021, COTA purchased the Greyhound Terminal, located diagonally adjacent to COTA's existing hub in downtown Columbus. COTA expressly intends to use the site for both passenger operations and joint development and has consulted with FTA to that effect. The assembly of land for joint development is an ambitious approach. This potential project is included as case study 3.4.6, below.[37]
- Rickenbacker Area Mobility Hub. In 2023, COTA broke ground on a mobility center with commercial and social service tenants at Rickenbacker Airport. The facility includes a variety of commercial and social service tenants and is an FTA-approved joint development project. It is included as case study 3.5.1, below.[38]

[36] For details on COTA's current and planned services, see https://cota.com/.

[37] See Section 3.4.6, page 33.

[38] See Section 3.5.1, page 38.

- Lhota Building. COTA's headquarters are in the historic Lhota Office Building in downtown Columbus. COTA purchased the building in 2008 and renovated it to LEED Silver standards as a demonstration of its commitment to downtown revitalization. COTA leases portions of the building to commercial office tenants, an example of monetizing a non-revenue asset.[39]
- McKinley Avenue CNG Station. COTA's main bus O&M facility is a complex on McKinley Avenue, recently modernized to serve the new electric bus fleet. In 2018, COTA partnered with the City of Columbus to open a joint compressed natural gas (CNG) station for COTA buses, city vehicles, and third-party paying customers those fees are collected by COTA. While not a TOD project, this joint use generated a front-end capital cost savings and an on-going revenue stream.[40]

3.2.2 Indianapolis Public Transportation Corporation (IndyGO)

IndyGO, a corporate subsidiary of Indianapolis-Marion County, operates the regional bus system in the amalgamated city and county. IndyGO has added three BRT corridors: the completed Red and Purple Lines, and the Blue Line, currently in final design and expected to begin construction in 2025.[41] These corridors are suggestive of The Rapid's Silver Line corridor.

- IndyGO is pursuing TOD along these BRT corridors, in concert with the Indianapolis Metropolitan Planning organization and the City. This goal is recognized by FTA and reflected in IndyGO's Small Starts grant agreements.[42] TOD Overlay Zoning for the BRT corridors was enacted in 2021.[43]
- A key aspect of IndyGO's TOD strategy involves the Indianapolis Neighborhood Housing Partnership (INHP), an established non-profit that works in concert with local government, community development corporations, and community development financial institutions.[44] INHP has assembled an ETOD (Equitable TOD) Fund, which acquires potential housing development sites along the Blue Line corridor. In its 2019-2026 Capital Plan as well as its Blue Line Small Starts application, IndyGO references a "joint development partnership" with INHP to develop affordable housing along the

[39] https://www.metro-magazine.com/10023169/cota-names-headquarters-after-william-lhota

[40] https://www.cota.com/blog/cota-celebrates-completion-of-63-million-modernization-of-mckinley-avenue-transit-facility/; https://www.bizjournals.com/columbus/blog/2014/07/city-cota-poised-to-partner-on-third-cng-station.html

[41] For details on IndyGO's current and planned services, see https://www.indygo.net and https://www.indygo.net/projects/.

[42] https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/funding/grant-programs/capital-investments/147411/indianapolis-indygo-purple-line-rapid-transit-ar21-profile.pdf; https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/funding/grant-programs/capital-investments/115311/indianapolis-blue-line-profile.pdf.

[43] https://indiana.uli.org/city-of-indianapolis-celebrates-passage-of-transit-oriented-development-proposal/

[44] https://www.inhp.org/

corridor, and INHP is listed as a $2 million cash contributor to the Blue Line funding plan.[45]

3.2.3 Kansas City Area Transit Authority (KCATA)

KCATA runs the regional bus system in the Kansas City metropolitan area. It is a bi-state agency created in 1965 under an interstate compact enacted by the Missouri and Kansas legislatures and approved by the United States Congress.[46] Like COTA and IndyGO, KCATA has embarked on a BRT program known as "MAX" routes, involving multiple corridors in Kansas City, Missouri and its adjoining communities.[47]

- KCATA has asserted an ambitious role in TOD and joint development, including a multi-year experiment in which it operated a sperate non-profit TOD subsidiary (RideKC Development Corporation). This institutional innovation was ended in 2023, when the development corporation's CEO was made CEO of KCATA itself and decided to bring all TOD/joint development functions into the parent agency.[48]
- KCATA has attempted to launch several joint development projects; the one to emerge since the pandemic and enter construction is a mixed-use project at East Third Street and Grand Boulevard ("3rd & Grand") in the downtown River Market district. This project is included as case study 3.4.5, below.[49]
- KCATA is one of several jurisdictions in metropolitan Kansas City legally empowered to award incentives for economic development and housing production; by virtue of its bi-state compact, it is the only such jurisdiction with incentive powers in both the Missouri and Kansas portions of its service area. Through a program called "START" (Sustaining Transportation and Reinvesting Together), KCATA is able to award bond financing, sales tax exemptions on construction materials, and property tax exemptions. To be eligible, a project does not have to be located on KCATA property; it must score high on TOD criteria such as proximity to transit, low parking ratios, and active ground-floor uses. KCATA incentives have helped enable several multifamily developments.[50]

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[45] https://www.indygo.net/wp-content/uploads/2021/11/IndyGo-2019-2025-Capital-Plan-Adopted-08.28.2019-Amending-10.28.2021_FINAL.pdf) p. 28; https://www.inhp.org/news/etod-launch

[46] https://www.kcata.org/about_kcata/entries/overview

[47] For details on KCATA's current and planned services, see www.kcata.org.

[48] See https://kcbeacon.org/stories/2023/06/29/ridekc-development-corp-is-dissolving/.

[49] See Section 3.4.5, page 35.

[50] Because the property taxing jurisdictions (including the Kansas City, MO, Public Schools) cannot veto such exemptions, and because KCATA's evaluation criteria have prioritized TOD attributes rather than affordability gap financing, the START program has been controversial. See, for example, https://kcbeacon.org/stories/2023/01/20/ridekc-development-corp-explained/. However, as an example of financing incentives tied directly to bus transit, it is an interesting concept.

3.2.4 King County Metro Transit Department (King County Metro)

King County Metro, a department of county government, runs the traditional public bus network in Seattle and many of the surrounding suburban communities.[51] Metro has made transit-oriented communities—including joint development, general TID advocacy, and affordable housing—a centerpiece of its 2021-2031 strategic plan.[52]

- Metro participated in four suburban joint development projects between 2002 and 2015. Built on or adjacent to Metro facilities, these projects include mixed-income multi-family housing, retail, and improved transit center facilities. Each includes a shared-use parking structure built and operated by the developer, in which specific spaces are reserved for Metro park & ride customers.[53] One of these projects, in South Kirkland, is included as case study 3.5.2, below.[54]
- Metro has established a significant presence at Northgate Mall. Located in northern Seattle, Northgate is an iconic regional shopping destination in the process of being "reinvented" with mixed uses and greater density. The Metro transit center is directly accessible from Interstate 5 and adjoins a station on Sound Transit's new light rail extension. In two previous transactions, Metro secured the long-term use of park & ride spaces in shared-use garages built and operated by developers. As of 2024, a 235-uni affordable housing development is under construction on a Metro park & ride at Northgate; this project is included as case study 3.5.3, below.[55]

3.3 Individual Projects: Introduction

The remainder of this Memorandum presents overview descriptions of 16 individual joint development projects. Ten of these are either completed or under construction, the six others, while still in the planning or developer selection stage, provide useful information for The Rapid.

Downtown Projects

The first eight case studies involve projects in mid-sized or small downtowns, with additional commonalities to The Rapid's assets and opportunities in downtown Grand Rapids. They include:

- Michigan City, IN. In a downtown much, much smaller than Grand Rapids, this is a good example of institutional and jurisdictional collaboration. While the transit mode is commuter or regional rail, the example is illustrative in other ways.

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[51] The region's light rail, regional rail, and express bus services are operated by Sound Transit, a completely separate entity. Unlike Metro, Sound Transit extends beyond King County to adjacent Pierce and Snohomish Counties.

[52] https://cdn.kingcounty.gov/-/media/king-county/depts/metro/documents/transit-planning/metro-strategic-plan-11-17-2021.pdf?rev=27d634badfd64c8cb8330446d6b6bf18&hash=41584C43522D0885F52D3793D52EBFEE

[53] *Guide,* p.p. 103 ff.

[54] See Section 3.5.2, page 41.

[55] See Section 3.5.3, page .40.

- Raleigh, NC. The Raleigh Union Station Bus Hub (RUS BUS) is a vertical mixed-use joint development project adjacent to and above the new central bus hub, located next to the train station. Raleigh is bigger than Grand Rap8ids but of the same order of magnitude.
- Springfield and Holyoke, MA. These two cities are part of a market served by a regional bus system. Springfield is of similar magnitude to Grand Rapids; Union Station is a bus hub collocated with a train station and includes joint development in the historic station. Holyoke is a smaller downtown; its bus-only transit center includes the adaptive reuse of an historic fire station. Both projects involved real property collaboration with their municipal governments.
- Kansas City, MO. KCATA's joint development project at 3rd & Grand—a highly visible downtown location—involves the redevelopment of a park & ride lot. The project includes multifamily residential, with transit facilities and retail on the ground floor.
- Columbus, OH. COTA has purchased the former Greyhound Terminal, in the downtown core next to COTA's own central hub, for future joint development and transit use.
- Kent, OH. Kent Central Gateway is a downtown bus hub with parking deck above and street level retail and services. The project is part of a larger, district-scale revitalization partnership with the City and Kent State University.
- Montpelier, VT. Located in a small downtown (that is also the state capital), One Taylor Street is a bus hub co-developed with affordable housing above. The project was a partnership of the transit agency, the City, and a non-profit developer.

Projects in Outlying Areas

The other eight case studies involve projects in outlying parts of their respective transit systems—in neighborhoods or industrial districts. The first of these is COTA's Rickenbacker Area Mobility Center, an FTA-approved and assisted joint development serving the transportation, childcare, grocery shopping, and other needs of the airport district's 38,000 employees.

The remaining examples involve park & ride sites or non-revenue "back of house" facilities—property types of particular relevance to The Rapid. It is now commonplace for transit agencies to consider surface park & ride lots as joint development opportunity sites, and much of the national pipeline of joint development projects falls into this category.[56] The intent of this section is to find examples in bus systems like The Rapid or in peripheral park & ride settings similar to those available to The Rapid (even if those are light rail stops rather than conventional bus or BRT stops).

Among the transit systems operating light rail and BRT services, many are working to advance joint development at park & ride sites. An example is Austin's CapMetro, which is in the process of a long-term conversion of several bus and BRT corridors to light rail through Project Connect. CapMetro intends to offer several surface lots for joint development, starting with two key transfer nodes where light rail conversion will occur (the North Lamar and South

[56] See *Guide,* pp. 86ff and 99ff, and Section 2.6.2 of this Memorandum, above.

Congress Transit Centers).[57] These are not included as featured case studies because they have not advanced beyond early planning. The same is true of LA Metro, whose priority list of park & ride sites to be offered for joint development in general, and affordable housing in particular, includes two stops on the G Line BRT corridor.[58]

The case studies involving park & ride lots include:

- South Kirkland, WA. King County Metro, through a joint development transaction, turned a regional bus park & ride lot into mixed-income housing and a consolidated parking facility.
- Seattle, WA. King County Metro's designated developer is about to build a 235-unit apartment development on a portion of Metro's park & ride lot at Northgate.
- San José, CA. As an example of park & ride lot conversion in a light rail system, the Santa Clara Valley Transportation Authority has chosen developers for its park & ride lots at two adjoining stations in outlying neighborhoods.

The last four case studies involve the use of non-revenue assets—"back of house" O&M facilities owned by a transit agency and available for joint development for a variety of reasons.

- St. Paul, MN. A major league soccer stadium was built, and a broader TOD master plan is in place, on a site owned by Metro Transit and formerly used as a streetcar barn and a bus barn. This project is a prime example of joint development alongside street-running transit, and of a transit agency partnering with local government in a real estate transaction.
- Los Angeles, CA. LA Metro is offering its 3.3-acre District 6 bus yard in Venice, CA, as a joint development site. Both development finalists propose 300+ units of mixed-income housing. Like the St. Paul site, the Venice yard is a non-revenue asset that the transit agency no longer needs.
- Boston, MA. The MBTA is preparing to modernize its Arborway bus yard to serve the new electric bus fleet. The site plan frees up an 8-acre site, in a strategic neighborhood location, for multifamily development through a land transfer to the City of Boston.
- Bellevue, WA. Sound Transit has completed a new light rail maintenance facility, the East Link Operations and Maintenance Facility (OMF). The project was designed to leave a 7-acre excess land parcel for joint development. Like the MBTA's Arborway yard, the Bellevue site is in short walking distance of a transit station.

[57] See the CapMetro ETOD Report, https://www.projectconnect.com/docs/librariesprovider2/etod/20230928-etod-final-report-(combined).pdf?sfvrsn=945dd167_1, p. 17.

[58] They are Canoga and Balboa Stations; see https://la.urbanize.city/post/here-are-17-sites-where-metro-could-build-joint-developments.

3.4 Downtown Hub Projects

3.4.1 11th Street Station / The Franklin

Location	Michigan City, IN (small regional downtown)
Transit Agency	**Northwest Indiana Commuter Transportation District (NICTD)**
Project Description	• A new at-grade regional rail platform (replacing former in-street track and stop). • An immediately adjacent new mixed-use development, covering a city block, includes the 1927 façade of the historic station and incorporates the new station's ticketing/waiting/amenity area. The building also includes: • 220 units of market-rate rental housing and 5600 square feet of retail • A 558-space shared-use garage; 426 spaces must be available exclusively for park & ride customers on weekdays from 6:00 AM to 2:00 PM.
Transit Agency Role	• NICTD owns, built, and operates the outdoor station platform, which is part of a major FTA-funded improvement of the Sout Shore Line corridor to Chicago. • The City owns the building footprint, issued a developer RFP, and ground-leases the land to the developer (Flaherty & Collins) at nominal rent. • NICTD is a tenant in the interior space and the garage and contributed its share of the construction. (This is an FTA-approved joint development project.) • The NW Indiana Regional Development Authority, a sister economic development and finance agency to NICTD, was a key planning partner and funding strategist.
Status	Under construction (broke ground 2024)
Potential Commonality with Rapid	• NICTD is a different type of transit agency (regional rail district). • The setting—a significant, transit-oriented private development in a small downtown with good service—is suggestive of the Rapid Central Station/Amtrak site.
Funding	• The building is a $101 million project. This includes $16 million funded by the NICTD rail project to pay for its share of the garage. • The City contributed the value of the land under the building.
Reference	https://flco.com/michigan-city-nictd-fc-announce-80m-mixed-use-project-as-part-of-development-partnership/; https://www.nwitdd.com/michigan-city

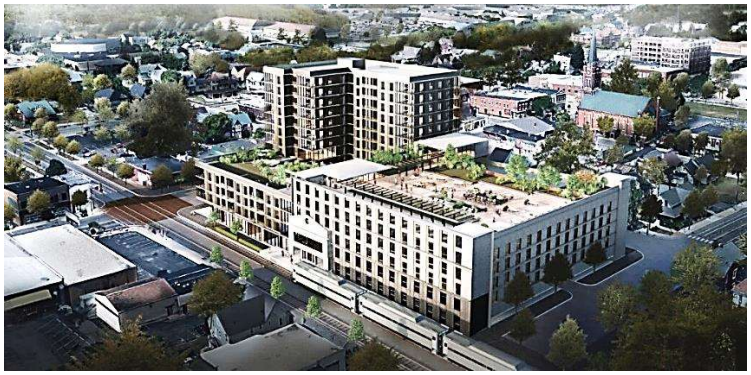


Figure 11: 11th Street Station, Michigan City (rendering)

(Source: Flaherty & Collins)

3.4.2 Raleigh Union Station Bus Terminal (The RUS Bus)

Location	Raleigh, NC (regional downtown)
Transit Agency	**Research Triangle Regional Public Transportation Authority (GO Triangle)**
Project Description	• Transit: an off-street central bus terminal with six passenger berths, two layover berths, and accommodation for future BRT. • Private: Union West, a mixed-use development partially next to, partially built on air rights above, the bus terminal and incorporating passenger facilities and amenities; • Approx. 385 apartments, 10% of which are deed-restricted affordable; • 200-room hotel and approx. 18,000 square feet of retail.
Transit Agency Role	• GO Triangle bought the site in 2005 as part of a prior FTA-funded project, issued the developer RFP, and ground-leases the land and air development rights to the developer (Hoffman Associates). • GO Triangle will operate the bus facility.
Status	Under construction (bus facilities broke ground 2022, vertical development to follow)
Potential Commonality with Rapid	• GO Triangle is a regional transit agency running a bus system in a metro area comparable to Grand Rapids. • The site is a central bus hub adjacent to a passenger rail station (Raleigh Union Station). • A complex, semi-overbuild project is viable in this downtown setting.
Funding	• Bus facilities: a $41 million project; the key federal component is a $20 million BUILD (now RAISE) grant awarded in 2018; there is also FTA, state, and local funding. • Private (Union West): approx. $150 million.
Reference	https://www.wake.gov/news/construction-begins-raleigh-union-bus-station-site-downtown-raleigh-make-way-new-transportation-hub; https://rusbusnc.com/

Figure 12: RUS Bus and Union West (rendering)

(Source: GO Triangle)

3.4.3 Springfield Union Station

Location	Springfield, MA (regional downtown)
Transit Agency	**Pioneer Valley Transit Authority (PVTA)**
Project Description	• Renovation and reactivation of historic station, containing ground-floor bus and rail passenger facilities and retail/food. Upper-floor office space is leased by Peter Pan Bus Lines corporate headquarters and a design firm. • 27 at-grade bus berths shared by PVTA, Peter Pan, and Greyhound. • Amtrak and regional rail platforms are at upper level, accessed from main ground floor concourse.
Transit Agency Role	• PVTA is not the land or building owner. PVTA is primary tenant/operator of the bus berths and co-tenant of the interior passenger waiting/ticketing/common area (95-year lease). • PVTA was the long-time planning partner of the City of Springfield and the Springfield Redevelopment Authority (SRA), which is owner-developer.
Status	Completed (2017)
Potential Commonality with Rapid	• PVTA is a regional transit authority operating a bus system in metro area comparable to Grand Rapids. The downtown bus hub interfaces with an active train station.
Funding	• $103 million project • $43 million in FTA funds (multiple grants, both formula and earmarks; some via PVTA, some via a separate grantee agreement with SRA) • State, local, and private contributions
Reference	*Guide,* p. 143; https://www.springfield-ma.gov/planning/index.php?id=union_station; https://www.masslive.com/business-news/2017/06/springfield_union_station_where_did_the.html

Figure 13: Springfield Union Station

(Source: AECOM)

3.4.4 Holyoke Transportation Center

Location	Holyoke, MA (smaller downtown)
Transit Agency	**Pioneer Valley Transit Authority (PVTA)**
Project Description	• A seven berth at-grade off-street bus terminal, used by PVTA (primarily) and Peter Pan Bus Lines. • Adaptive reuse of a historic fire station with ground floor passenger facilities and food/retail. • Holyoke Community College, daycare, and other social services are upper-floor tenants.
Transit Agency Role	• PVTA owns the bus terminal area and is a tenant in the building. • PVTA was the planning partner and FTA grantee (this is an FTA-approved joint development project). • The real estate arm of Peter Pan Bus Lines acquired the building from the city and served as developer.
Status	Completed (2010)
Potential Commonality with Rapid	• PVTA is a regional transit authority operating a bus system in a metro area comparable to Grand Rapids. • This is an all-bus facility.
Funding	• $11 million project • FTA capital funds (5307) • EPA, state, local, and private contributions; City donated the property
Reference	*Guide,* p. 144; https://archive.epa.gov/region1/brownfields/web/pdf/holyoke.pdf; https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/macinnes_0909.pdf

Figure 14: Holyoke Transportation Center

(Source: Guide, WAMC ©)

3.4.5 Kansas City 3rd & Grand

Location	Kansas City, MO (major regional downtown)
Transit Agency	**Kansas City Area Transit Authority (KCATA)**
Project Description	• A mixed-use development incorporating transit facilities on a former parking lot. • Development includes 245 apartments, 7500 square feet of retail, and a 232-space garage. • Transit facilities: on-street bus and streetcar stops; interior bus stop, ped-bike path easement, and passenger facilities and amenities.
Transit Agency Role	• KCATA co-owned the parking lot with the City of Kansas City. KCATA issued the developer RFP and sold the property to the developer (a joint venture known as 3G Development). • KCATA will lease the interior passenger space.
Status	Under construction (broke ground 2024).
Potential Commonality with Rapid	• KCATA is a regional transit authority running a bus system with regular and BRT corridors in a metro area larger than Grand Rapids. (It is a bi-state authority, enabled by Missouri, Kansas, and the US Congress. The KV Streetcar Authority is an affiliate.) • A significant development built on a surface parking lot.
Funding	• Private development: $64 million, including the KCATA interior space. • KCATA and the City split the sales proceeds of $2.23 million.
Reference	https://cbcrealestategroup.com/projects/3rd-and-grand/; https://flatlandkc.org/news-issues/big-third-and-grand-apartment-project-on-track-for-late-winter-start/; https://flatlandkc.org/news-issues/third-and-grand-developer-sweetens-deal-wins-incentives-on-second-try/

Figure 15: 3rd & Grand (rendering)
(Source: KC Streetcar Authority)

3.4.6 The Columbus Greyhound Site

Location	Columbus, OH (major regional downtown)
Transit Agency	**Central Ohio Transit Authority (COTA)**
Project Description	• The site is the former Greyhound Columbus terminal, diagonally adjacent to COTA's existing downtown bus hub. Greyhound moved out of the facility and COTA purchased it in 2021 for a future mixed-use joint development incorporating transit facilities. • A future mixed-use project incorporating transit facilities is contemplated; timing and details to be determined.
Transit Agency Role	• COTA acquired the property and will play the central role in its planning and disposition. COTA is conducting an EIS and is consulting with FTA about the use of the site and its eligibility for FTA funding.
Status	Planning
Potential Commonality with Rapid	• COTA is a regional transit agency that runs a bus system in a metro area larger than but somewhat comparable to Grand Rapids. • The site, in conjunction with the adjacent COTA bus hub, is a textbook opportunity for a downtown multi-modal/TOD complex.
Funding	• COTA bought the site for $9.4 million. • The future project cost and funding are to be determined as transit and development uses emerge.
Reference	https://www.matternews.org/community/developus/columbus-ohio-development-greyhound-station-closed-cota-terminal-adapts; https://columbusunderground.com/cota-to-buy-greyhound-station-mixed-use-development-planned-bw1/

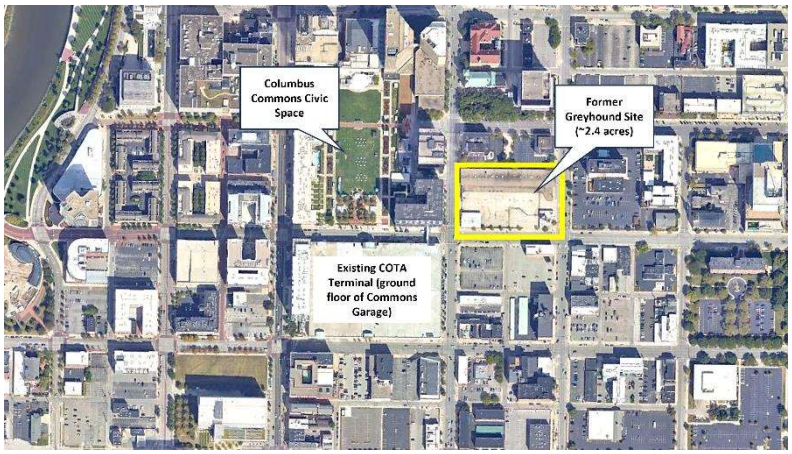


Figure 16: COTA Greyhound Site (AECOM)

3.4.7 Kent Central Gateway

Location	Kent, OH (regional downtown)
Transit Agency	**Portage Area Regional Transit Authority (PARTA)**
Project Description	• The Gateway is a transit hub consisting of a 10-berth bus terminal, 350-car garage, and multiple public agency and retail tenants with separate sidewalk entrances. • The Gateway is part of a partnership among PARTA, the City of Kent, Kent State University, and private developers (led by Fairmont Properties) to redevelop and integrate several blocks at the interface of the downtown and campus. • Three mixed-use buildings as well as the University's Hotel & Conference Center were built adjacent to the Gateway and rely on its public parking.
Transit Agency Role	• PARTA owns, built, and operates the Gateway and secured a TIGER grant for it. • PARTA is a planning partner in the larger multi-block Gateway master plan.
Status	Completed (opened 2013)
Potential Commonality with Rapid	• PARTA is a regional transit agency that runs a bus system in a metro area somewhat comparable to Grand Rapids, with a regional state university in the center city.
Funding	• Gateway project: $26 million, funded by a Round 1 TIGER grant of $20 million with remaining match from the City. • Private mixed-use development: approx. $110 million, supported by tax increment financing (TIF) district and New Market Tax Credits.
Reference	https://www.transit.dot.gov/about/news/federal-transit-administration-celebrates-opening-kent-central-gateway-transit-center; https://www.huduser.gov/portal/casestudies/study_05222015_1.html

Figure 17: Kent Central Gateway (Source: partaonline.com)

3.4.8 One Taylor Street

Location	Montpelier, VT (small regional downtown, state capitol)
Transit Agency	**Green Mountain Transit (GMT)**
Project Description	• A ground-level multi-berth bus hub with indoor amenities. • Three stories of rental apartments above: 30 units, of which 19 are deed-restricted affordable.
Transit Agency Role	• GMT is not the landowner. It is a tenant/operator of the ground-floor transit center. • As FTA grantee, GMT secured 80% FTA funding for the transit components. • The City of Montpelier bought the site (previously a surface parking lot) and selected the developer (Downstreet Housing & Community Development, a non-profit developer, in partnership with Housing Vermont, a state agency). Downstreet purchased the air rights.
Status	Completed (opened 2019)
Potential Commonality with Rapid	• GMT is a regional transit agency running a bus system serving small regional and local downtowns and surrounding rural areas. • The project (a partnership of the City, GMT, and a developer) resulted in GMT obtaining a facility it could not have developed on its own.
Funding	• Transit Center: approx. $3 million, including the City's acquisition and preparation of the site. Funding was 80% FTA (formula grants), 10% state, 10% City. • Upper-story apartments: approx. $6 million private investment, financed through the state Housing Revenue Bond, housing tax credits, and other public resources.
Reference	https://dewconstruction.com/one-taylor-street-montpelier-vt-celebrates-its-official-opening/; https://downstreet.org/housing-development-projects/

Figure 18: One Taylor Street

(Source: Downstreet Housing & Community Development)

3.5 Projects in Outlying Areas

3.5.1 Rickenbacker Area Mobility Center

Location	Franklin County, OH
Transit Agency	**Central Ohio Transit Authority (COTA)**
Project Description	• COTA is building a mobility hub near Rickenbacker International Airport, which is primarily a regional cargo airport but serves passenger flights as well. There are 38,000 employees at about 900 employment locations in the airport district. • The mobility hub connects COTA and other bus providers to the airport employee shuttle and includes shared spaces for community gatherings and workforce training, a childcare center, and a grocery store/food pantry for area employees. This is an FTA-approved and assisted joint development project. • The project includes a charging station for COTA's new electric buses.
Transit Agency Role	• COTA acquired the property from the Columbus Regional Airport Authority and is the owner/developer of the facility. • The various transit operators, services, and commercial facilities are COTA tenants.
Status	Under construction (broke ground 2023)
Potential Commonality with Rapid	• COTA is a regional transit agency that runs a bus system in a metro area larger than but somewhat comparable to Grand Rapids. • The concept of airport mobility hubs with ancillary services could be applicable in Grand Rapids. The project is also an example of leveraging FTA capital funds for an approved joint development project.
Funding	• The project cost is $24.3 million. • In addition to FTA funding, there were contributions by Ohio DOT (for the electric bus charging infrastructure) and the Airport Authority.
Reference	https://www.hillintl.com/project/rickenbacker-area-mobility-center-ramc/; https://cota.com/blog/cota-and-columbus-regional-airport-authority-celebrate-groundbreaking-of-new-mobility-center-at-rickenbacker/

Figure 19: COTA's Rickenbacker Mobility Hub

(Rendering; source: COTA)

3.5.2 South Kirkland Park & Ride TOD

Location	South Kirkland, WA (suburban bus park & ride lot)
Transit Agency	King County Metro (Metro)
Project Description	• A 530-car park & ride garage, increasing capacity at the site by 250 net new spaces. • A multi-family complex: a market-rate building (185 units), an affordable building (58 units), 7000 square feet of retail, and 287 residential parking spaces.
Transit Agency Role	• Metro owned the park &ride lot, issued the developer RFP, and transferred the TOD parcel to the developers (Polygon Northwest, market, and Imagine Housing, non-profit affordable). • Metro obtained FTA and state funding as its cash contribution.
Status	Completed (opened 2015)
Potential Commonality with Rapid	• Metro is a regional bus system (a completely separate agency from Sound Transit, which runs rail and express bus service). • Metro has numerous outlying bus park & ride stations and transit centers.
Funding	• Park & ride and bus boarding area: built and mostly funded by Polygon Northwest; the City contributed $8.8 million in FTA and state funds and the value of the land. • Residential, retail, and private parking: private investment, with incentive programs for the affordable building.
Reference	https://kingcounty.gov/en/legacy/council/news/2015/october/10-26-jh-psrcaward;https://your.kingcounty.gov/kcdot/planning/ortp/southkirkland/s%20kirkland%20headlines_2012_tod.pdf

Figure 20: South Kirkland Park & Ride TOD

(Source: King County, Weber Thompson)

3.5.3 Northgate Multifamily

Location	Seattle, WA (regional shopping mall and mixed-use district)
Transit Agency	**King County Metro (Metro)**
Project Description	• A 235-unit multi-family residential building, 100% affordable, with ground-floor retail and a 10,000-square foot daycare center. • The project is being built on a portion of a surface park & ride lot, immediately adjacent to King County Metro's Northgate bus transit hub (which serves 21 routes) and Sound Transit's new Northgate light rail station.
Transit Agency Role	• Metro owns the park &ride lot, issued the developer RFP, and has ground-leased the development parcel to the non-profit developer (Bridge Housing) for 75b years. • Metro is retaining the rest of the park & ride lot (part of a larger park & ride capacity at Northgate) for continued use and potential future TOD.
Status	Under construction (broke ground 2024)
Potential Commonality with Rapid	• Metro is a regional bus system (a completely separate agency from Sound Transit, which runs rail and express bus service). • Metro has numerous bus park & ride stations and transit centers. This site is part of what was originally a vast area of surface parking adjacent to Northgate Mall.
Funding	• The development, by non-profit Bridge Housing, costs approx. $114 million. King County Housing contributed $30 million in affordable housing gap funding. The project was also awarded Low-Income Housing Tax Credits. • King County Metro contributed the land value by leasing the ground for $1 a year. This represents a $12.9 million contribution (which Metro could have realized by choosing a market-rate project).
Reference	https://kingcountymetro.blog/2023/12/20/construction-to-begin-on-235-unit-affordable-housing-project-at-king-county-metro-northgate-site/; https://www.housingfinance.com/developments/construction-begins-on-235-unit-transit-oriented-development-in-seattle_o

Figure 21: Northgate Multifamily

(Source: King County)

3.5.4 Capitol and Branham Stations

Location	San José, CA (inner suburban neighborhoods)
Transit Agency	**Santa Clara Valley Transportation Authority (VTA)**
Project Description	• VTA has chosen developers for park & ride lots at two adjoining light rail stations. VTA is in the process of community outreach and developer negotiation to refine the projects and optimize community buy-in. • At Capitol Station: the developer is MidPen Housing. Phase 1 of the development is affordable rental; future phases may be ownership and/or market-rate. • At Branham Station: developer is non-profit Charities Housing; the program is affordable ownership housing. • Surface park & ride utilization at both stations was under 25% pre-pandemic. VTA will consolidate park & ride for both stations at Capitol, where there is more land.
Transit Agency Role	• VTA owns the park & ride lots in question, issued the developer solicitations, and selected the developers in 2022 (Capitol) and 2023 (Branham). • VTA will ground-lease the land to the developers.
Status	Planning and negotiation
Potential Commonality with Rapid	• VTA is a larger regional authority running light rail and bus systems. Branham is a light rail station; Capitol is both light rail and bus. • The main commonality is VTA's ownership of park & ride lots in neighborhoods and outlying districts with underutilized capacity and immediate adjacency to stations.
Funding	• Project financing is still to be determined. VTA has partnered with the Santa Clara County Office of Supportive Housing, which administers the County's affordable housing funds, to line these projects up for necessary financing support.
Reference	https://www.vta.org/sites/default/files/2021-08/branham_capitol_english.pdf; https://www.vta.org/projects/branham-station-transit-oriented-development; https://www.vta.org/projects/capitol-station-transit-oriented-development

Figure 22: Capito, and Branham Stations

(Source: VTA, AECOM)

3.5.5 Allianz Field and TOD Master Plan

Location	St. Paul, MN (mixed industrial district and residential neighborhood)
Transit Agency	**Metro Transit (a division of Metropolitan Council, an MPO and regional provider)**
Project Description	• A Major League Soccer stadium, built on a site owned mostly by Metro Transit. • The stadium is the centerpiece of a comprehensive TOD strategy for a 34.5-acre "superblock" envisioned by Metro Transit, the Metro Council, and the City. • Metro Transit owns 9.9 acres of the block, site of an old streetcar repair yard and bus barn acquired with FTA assistance in 1970. Metro Transit used the site for construction staging of the Green Line light rail and "A Line" BRT; those two street-running services intersect at the corner of the site.
Transit Agency Role	• Metro Transit owns most of the stadium footprint and some of the remaining block. The City of St. Paul proposed the stadium in partnership with the soccer entity. • Metro Transit ground-leased the site for 50 years to the City, which subleases it to the soccer entity for local tax-exemption purposes. The soccer entity covers the City's lease payments. This is an FTA-approved joint development project.
Status	Stadium: completed (opened 2019); future TOD: planning
Potential Commonality with Rapid	• Metro Transit runs conventional buses, light rail, and BRT. • A key commonality is the ability of street-running services to attract joint development if other conditions are aligned.
Funding	• The stadium is privately financed. • Metro Transit receives lease payments with a present value of approx. $29 million.
Reference	*Guide,* p. 148; https://www.transit.dot.gov/sites/fta.dot.gov/files/docs/funding/funding-finance-resources/joint-development/64731/joint-development-brochure.pdf

Figure 23: Allianz Field and Metro TOD Master Plan

(Rendering; source: FTA TOD Brochure)

3.5.6 LA Metro Division 6 Yard (Metro on Main)

Location	Los Angeles, CA (neighborhood in city adjoining Los Angeles)
Transit Agency	**Los Angeles County Metropolitan Transit Authority (LA Metro)**
Project Description	• LA Metro is preparing to dispose of a former bus operations and maintenance yard, which it closed and replaced in 2016). • The site is 3.3 acres, in Venice near Venice Beach. In June 2024, Metro staff recommended a team led by the Pinyon Group to develop Metro on Main, a mixed-use project featuring 341 apartments (86 of them affordable), with ground-floor retail and amenities.
Transit Agency Role	• LA Metro owns the site. It identified the site as a joint development opportunity in 2016, conducted extensive pre-planning and community outreach, created detailed design guidelines, and initiated developer selection in 2019. • Two development team finalists were presented to the community in 2024.
Status	Developer selection (expected to conclude in 2024).
Potential Commonality with Rapid	• LA Metro is a large legacy transit authority running heavy rail, light rail, and bus service. It is not institutionally similar to The Rapid. • However, the site in question is a former bus O&M yard where joint development can occur on terra firma in a community setting.
Funding	• Metro on Main will be privately developed at a cost of approximately $315 million, using a blend of housing finance incentives. The AFL-CIO Housing Investment Trust will invest pension funds. LA Metro will receive a discounted sales price for the parcel.
Reference	https://la.urbanize.city/post/metro-staff-recommend-341-unit-mixed-use-proposal-division-6-bus-yard-site-venice

Figure 24: LA Metro Division 6 Site

(Source: LA Metro)

3.5.7 MBTA Arborway Yard

Location	Boston, MA (outlying neighborhood station area)
Transit Agency	**Massachusetts Bay Transportation Authority (MBTA)**
Project Description	• A complete reconfiguration and modernization of the MBTA's Arborway bus yard. • By agreement with the City of Boston, the MBTA site plan is designed to free up eight acres of land fronting Washington Street, to be conveyed to the City for multifamily housing development. • The housing site is across the street from Forest Hills Station, a major rail/bus hub.
Transit Agency Role	• The MBTA owns the site and will convey the 8-acre housing portion to the City on terms to be determined.
Status	Planning and negotiation
Potential Commonality with Rapid	• The MBTA is a large legacy transit authority running heavy rail, light rail, commuter rail, and bus service. It is not institutionally similar to The Rapid. • However, the site in question is a bus O&M yard where joint development can occur on terra firma in an outlying neighborhood.
Funding	• The bus yard modernization is an MBTA project, to be funded through a mix of MBTA, FTA, and state capital funds. The MBTA will receive 1.3 acres of City land as part of the site plan. • The housing will be privately developed; using a blend of housing finance incentives.
Reference	https://mass.streetsblog.org/2023/11/21/revised-arborway-bus-plan-would-make-room-for-hundreds-of-new-transit-oriented-homes

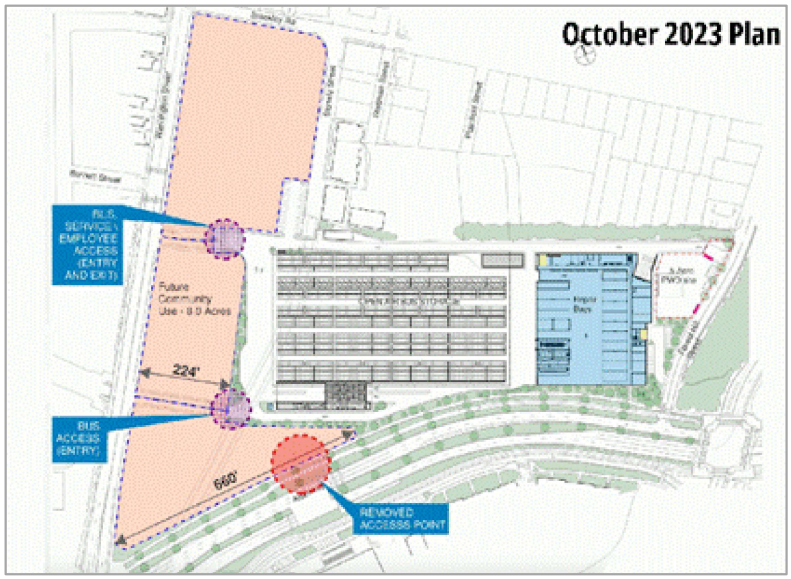


Figure 25: MBTA Arborway Yard Plan

(Source: Streetsblog MA, MBTA)

3.5.8 Sound Transit East Link Operations & Maintenance Facility

Location	Bellevue, WA (suburban mixed-use district)
Transit Agency	**Central Puget Sound Regional Transit Authority (Sound Transit)**
Project Description	• A light rail O&M facility, serving the light rail extension to Seattle's eastern suburbs. • A multi-building joint development on excess project land. The six-pad site is within walking distance of the new Spring District light rail station and TOD area.
Transit Agency Role	• Sound Transit acquired the site in order to build the OMF. The joint development land was left over (and includes a one-acre parcel donated by the City of Bellevue to facilitate affordable housing). • Sound Transit conducted a developer solicitation and chose the team of a non-profit affordable housing developer (Bridge) and a market developer (Touchstone). • Sound Transit will donate the pads dedicated for affordable housing and ground-lease at market value the pads for market-rate housing and commercial uses.
Status	OMF completed (opened 2022); joint development: final negotiations
Potential Commonality with Rapid	• Sound Transit is a large metro transit agency, providing primarily rail services. It lacks institutional similarity to The Rapid. • However, the opportunity to combine joint development with the development or modernization of a back-of-house facility could pertain to The Rapid.
Funding	• The OMF is a Sound Transit capital project. • The TOD will be privately developed, using (in the case of the Bridge affordable housing) a variety of financial incentive programs.
Reference	https://www.soundtransit.org/system-expansion/creating-vibrant-stations/transit-oriented-development/projects/spring-district; https://www.soundtransit.org/system-expansion/operations-maintenance-facility-east

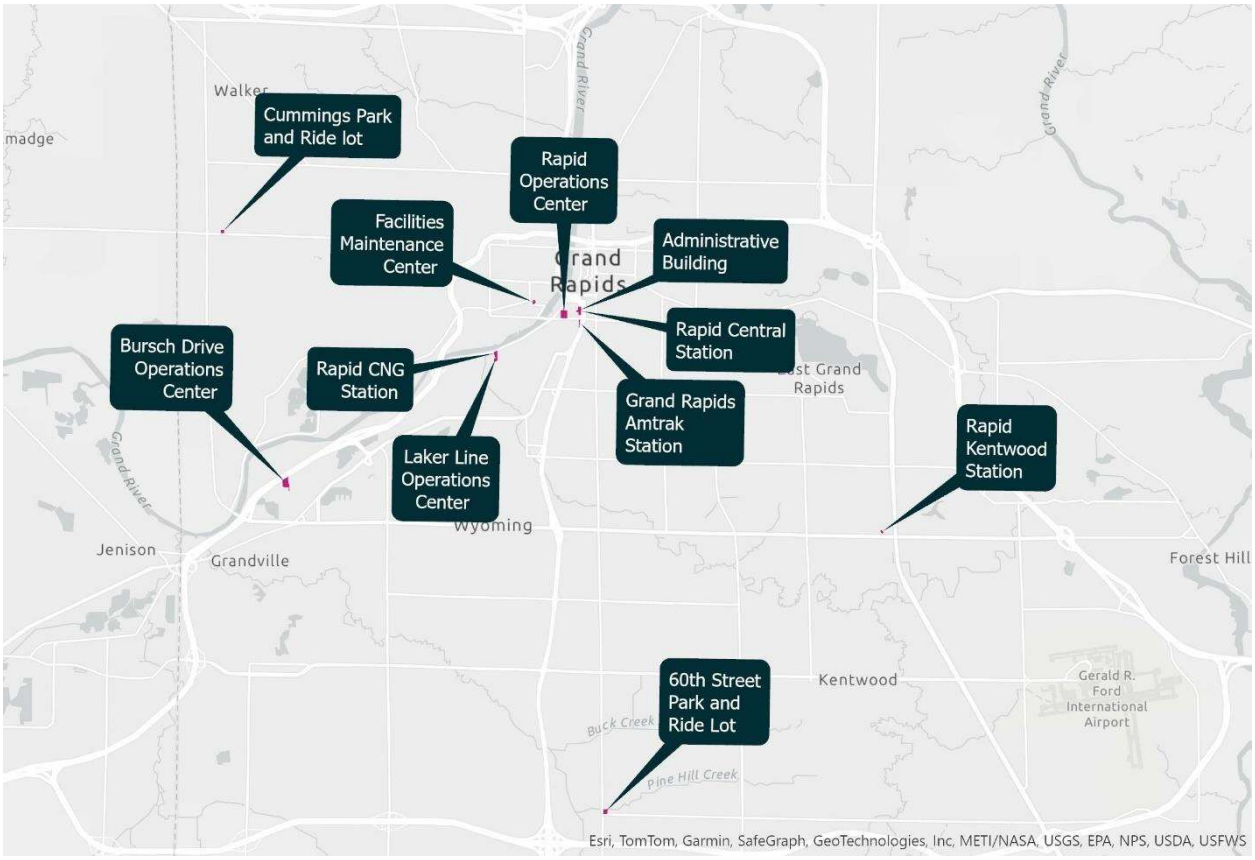
Figure 26: East Link Joint OMF Development Site

(Source: Sound Transit)

4.0 Evaluation of Rapid-Owned Sites

As part of this study, a site selection methodology was developed to assist The Rapid evaluate the suitability and potential for joint developments on eleven Rapid-owned sites, as shown in **Figure 27**. These sites vary in sizes and function, located within and outside the City of Grand Rapids.

Figure 27: Eleven Rapid-Owned Sites for Joint Development Evaluation



The following lists the eleven sites as they fall into one of three typologies based on site characteristics. These typologies help categorize similar sites for comparison and evaluation. A brief description of each typology is included below.

Transit-Oriented (Re)development

The Transit-Oriented (Re)development typology focuses on a site's redevelopment potential while retaining The Rapid's existing administrative or operations uses. Such developments may include multi-storied buildings with a mix of land uses, including ground-floor commercial/office and upper-floor apartments and/or offices.

- Site A: Rapid Operations Center (333 Wealthy St)
- Site B: Rapid Central Station (250 Cesar Chavez Ave)
- Site C: Administrative Building (300 Ellsworth Ave)
- Site D: Grand Rapids Amtrak Station (440 Century Ave)
- Site E: Facilities Maintenance Center (700 Butterworth St)

Park-and-Ride Facility

The Park and Ride Facility typology focuses on existing park and ride sites, or identification of potential sites for future park and rides. Depending on the site's size, joint development may accommodate other land uses, such as commercial and multifamily apartments.

- Site F & G: Laker Line Operations Center (851 Freeman Ave) And The Rapid CNG Fueling Station (809 Freman SW). *Note: These sites are directly adjacent to each other, so this methodology considered both sites as one entity.*
- Site H: Busch Drive Operations Center (3531 Bursch Dr)
- Site I: 60th Street Park and Ride Lot (5990 Division Ave)
- Site J: Cummings Park and Ride Lot (4211 Lake Michigan Dr)

Mobility Hub and Bus Transfer

The Mobility Hub and Bus Transfer typology focuses on redeveloping a site to be a primary Rapid bus transfer station and mobility hub. Depending on its scale as a mobility hub site is designed to provide passengers with access to multiple modes of transportation in a central location.

- Site K: The Rapid Kentwood Station (Woodland Mall)

4.1 Methodology

Each site was examined through nine scoring criteria, as defined through client priorities and site development best practices as defined in Section 2.3, such as site suitability, market demand, transit connectivity, and jurisdictional support. These nine criteria are listed as follows:

1. **Publicly owned parcels (or other private property owned by a supportive partner).** This examines whether the site is Rapid-owned or owned by a supportive partner agency.
2. **Parcel size.** This examines how large the site can accommodate a comprehensive redevelopment strategy. Smaller parcel sizes pose a greater constraint on what can be redeveloped.
3. **Proximity to high-frequency stations/stops.** This looks how close the site is to existing The Rapid's high-frequency bus stops and routes.
4. **Development-supportive zoning.** This examines the site and surrounding area's underlying and current zoning districts and how their development regulations may enable or constrain the site's desired redevelopment typologies.
5. **Mixed-use environment (existing or potential).** This evaluates the presence or potential of mixed-use developments within and around each site.
6. **Market Strength.** This is a high-level market analysis to evaluate level of demand for each site's desired redevelopment typology.
7. **Catalytic Potential on Adjacent Properties.** This identifies the level redevelopment opportunities around each site. For example, a surface parking lot may be an opportunity for mixed-use redevelopment.
8. **Adjacent bike/ped network (infrastructure/character + destinations).** This looks the presence of existing pedestrian infrastructure, such as sidewalks, and bicycle infrastructure, such as bike lanes, within proximity to each site.
9. **Ease of Redevelopment.** This is a high-level evaluation to identify any barriers to redevelopment, such as coordination with different property owners.

Each site was qualitatively evaluated and received a score from one (1) to (5) for each of the above scoring criteria. The scores are defined as the following:

5. Highest potential; few/or no barriers to redevelopment.
4. High potential; few barriers to redevelopment.
3. Medium potential; several barriers to redevelopment.
2. Low potential; numerous barriers to redevelopment.
1. Lowest potential; significant barriers to redevelopment.

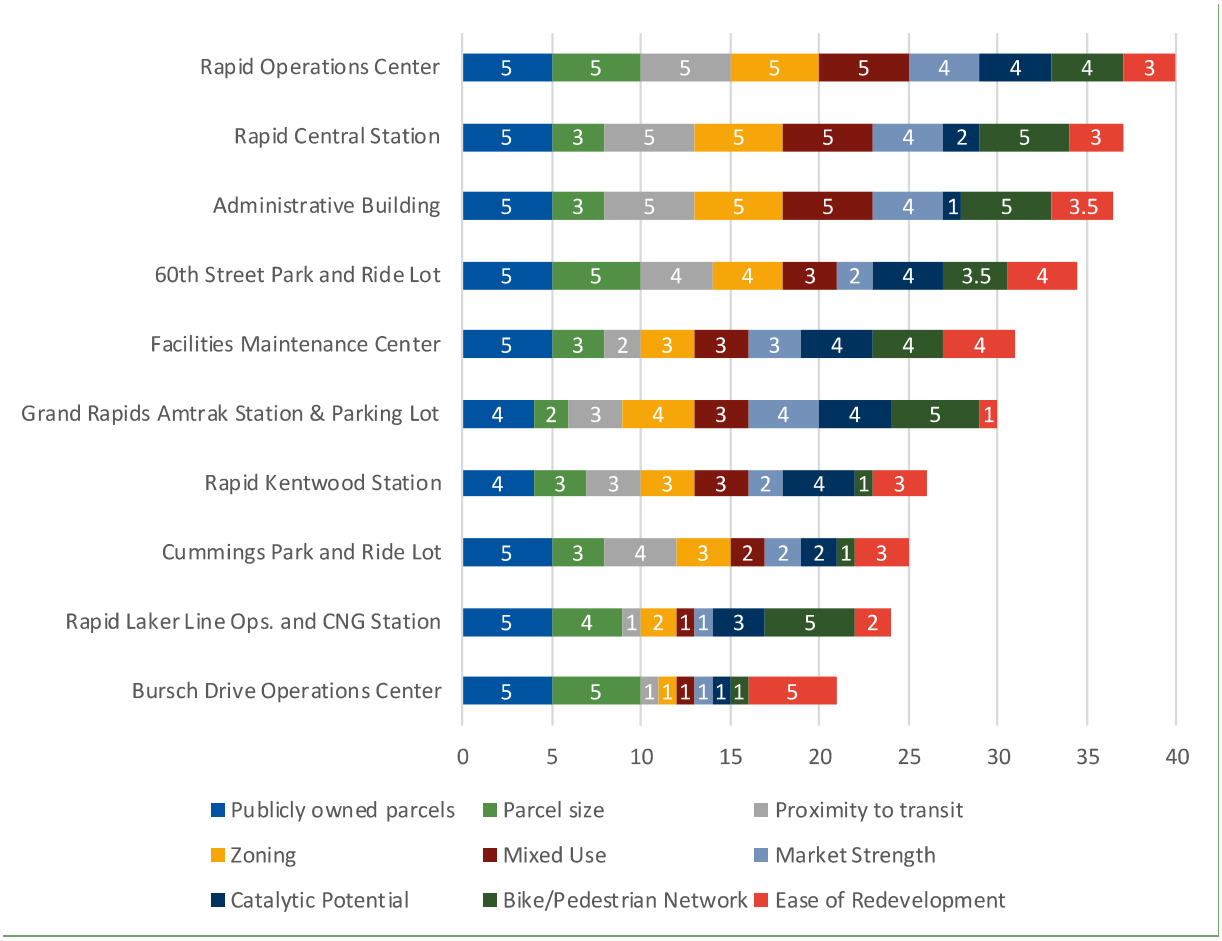
These scores add up to a cumulative for each site, informing which sites have a relatively high potential for redevelopment within their respective typology categories.

Although several sites at and around the existing Rapid Operations Center are within close proximity to one and other, this methodology scores each site as separate sites to ensure consistency. At its discretion during future TOD assessments, The Rapid may assess multiple sites within close proximity to one and other as one collective site.

4.2 Overall Results

Utilizing this methodology, each site received a cumulative score. **Figure 28** indicates the final score for all eleven sites, broken down by each scoring criteria. A detailed breakdown of each site's resulting scores is included in **Appendix A**.

Figure 28: Total Score for Each Site and Breakdown by Each Criteria



Key Takeaways

Sites with the highest potential for each typology and key considerations for redevelopment are included below.

Transit-Oriented (Re)development

- The **Rapid Operations Center** scored the highest for transit-oriented (re)development potential among all sites. Its large block size is largely conducive to a comprehensive redevelopment strategy. The improving market in southwest downtown Grand Rapids also strengthens the development potential of this site. However, any redevelopment project would need to either be built over the existing Operations Center, or The Rapid will need to relocate its Operations Center somewhere else. As the operations center is relatively new, this is less feasible in the near term (resulting in a score of 2 for "ease of redevelopment").

- The **Rapid Central Station**, **Administrative Building**, and **Grand Rapids Amtrak Station** sites, when examined individually, are significantly smaller sites than the Rapid Operations Center site is. However, because these sites are within close proximity to one another, they can be considered as one site and the redevelopment potential of these combined sites improve. In addition, because the existing development is a major transit transfer center, redevelopment of this site will likely disrupt existing services. A phased development approach will likely help mitigate this disruption and should be considered in site planning.

Park-and-Ride Facility

- The **60th Street Park and Ride** scored the highest for redevelopment potential. The site already has park-and-ride facilities, so any redevelopment would likely involve enhancement of the existing facility. Previous planning efforts from the ***2021 Division United*** TOD Strategy & Station Plans identified neighborhood commercial and a mix of housing options within and around the site as the best uses for the site. However, after three years, the market strength for redevelopment around this site remains poor.

Mobility Hub

- The Rapid **Kentwood Station** is the only site within the Mobility Hub typology. Overall, it scored low on most criteria, resulting in the lowest scored site overall. However, Woodland Mall is directly adjacent to this site and its underutilized surface parking area may be a redevelopment opportunity to facilitate a larger-scale redevelopment using the Rapid-owned sites and adjacent parcels. Partnership between the mall owner and The Rapid will be needed to facilitate such vision.

5.0 Site Plan Concepts

Based on the site evaluation methodology, **The Rapid Central Station, Administrative Building, and Grand Rapids Amtrak Station** sites were selected to develop conceptual site plans. The intent of this conceptual site planning is not to determine every detail of the eventual joint development project; much of that is best left to the market and to the creativity of eventual bidders and their design teams. The intent, rather, is to set *parameters*: to determine what reasonably fits on the site; what provisions must be made to accommodate, preserve, or improve existing and future transit service; and to sort out, before writing an RFQ or RFP, which aspects of the eventual development program are "must-haves", and which are flexible. At the end of this conceptual site planning exercise, a series of next steps and considerations are identified for The Rapid to successfully pursue each site option.

5.1 Methodology

A total of eight conceptual plan options were developed to illustrate different urban design frameworks and functional designs of the existing Central Station. These options looked at a range of development patterns, including,

- Form and function of a site
- Building size and placement
- Public open space opportunities
- Different land use patterns

Based on an evaluation of The Rapid's potential future needs, coordination with Rapid staff, and best practices, three options were selected to develop more detailed conceptual site plans, as follows:

1. **Multimodal Hub:** Expand the existing Central Station into a larger multimodal hub.
2. **Combined Central Station:** Combination of the existing Central Station with the functions of The Rapid Admin Building.
3. **Green Corridor:** Blending of different size buildings to create green corridors within and around the site.

5.2 Results & Discussion

The following sections presents three potential TOD options The Rapid could explore at The Rapid Central Station site (250 Cesar Chavez Avenue) and identifies considerations for implementation. Opportunities from each option could be combined to create a blended design.

Another note which applies to all options is the inclusion of a planned early childhood center, for approximately 120 children, into the existing Central Station at 250 Ceasar E. Chavez Avenue. The following conditions define the planned childhood center and should be incorporated into any new development concept:

- 15,500 sq ft of interior space for:
  - Lobby and meeting space
  - Toddler, Infant, and pre-K classrooms
  - Offices and staff room
  - Clinic room
  - Storage
- 5,000 sq ft rooftop space dedicated for a playground
- 1,650 sq ft of ground-floor playground space.

Option 1: Multimodal Hub

The first option is a design inspired by the Salesforce building in San Francisco, where an entire floor is dedicated to transit service (approx. 91,600 sq ft). **Figure 29** illustrates the scale of the mobility hub option and the various land uses. Heights of buildings range from four stories to eight stories.

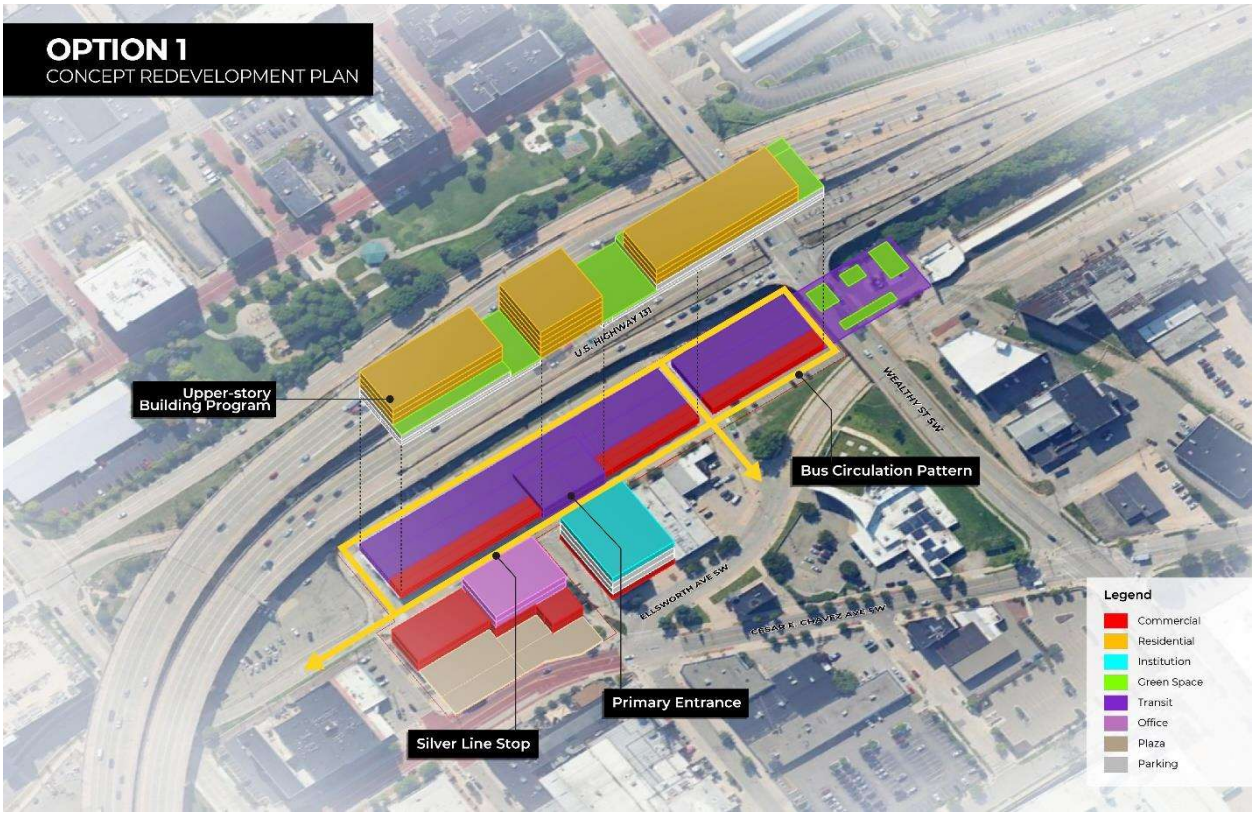


Figure 279: Option 1 Concept Plan

Source: AECOM

Transit Uses: All transit services would be provided on the covered first floor similar to the existing station's function. This option would introduce ground floor retail and a waiting area would front the existing bus only road. The surface parking lot south of Central Station would be integrated with the mobility hub. The Silver Line station could remain in place with this option.

Other Uses: Above the mobility hub would be parking garages to support existing parking requirements and proposed residential development above the mobility hub. This option illustrates three structures which could be built independently but accessible through the open space connecting each building.

The land use mix in this option is primarily residential but includes more retail space than the other two options. However, commercial space could be converted to other land uses depending on market conditions. A public plaza could be located next to Cesar Chavez Avenue where The Rapid currently reserves staff parking. This space could host public events and serve as a gateway to the redeveloped Central Station. Another public plaza with public art could be located south of Wealthy Street. The public plaza south of Wealthy Street could

be built under the existing overpass, or fronting Wealthy Street, if Wealthy Street is brought down to the same grade as Ellsworth Avenue, as discussed in the ongoing US 131 PEL Study.

Option 1 Implementation Considerations

This Multimodal Hub option may allow The Rapid to maintain ownership of a large portion of the property area and rent out upper levels as needed. Joint development could be used to build over Rapid Central Station and the mobility hub. Residential buildings could be developed independently. The two sites adjacent to Cesar Chavez Avenue could be implemented through joint development but could also be sold if The Rapid was to locate in one of the towers over Central Station.

Additional considerations are highlighted in **Table 1.**

Table 1: Option 1 Considerations

	Considerations
Transit Facility Design	Remains in same space but reimagined to enhance customer experience (climate-controlled waiting areas, mobility hub features, etc.)
Transit Service Space (sq. ft.) ***Existing = 64,800***	Approx. 91,600 sq ft *(additional 26,800 sq ft)*
Urban Design and Scale	Buildings occupy most of sites due to large; public plaza fronting Cesar Chavez Ave.
Rapid-Owned Property	Most sites are owned by The Rapid; The Rapid office space could be developed over Central Station or on one of the independent sites.
Implementation Phasing	Overbuild of Central Station; Buildings could be combined into one or more projects. Most of development would require joint development.

Option 2: Combined Central Station and The Rapid Admin Building

The next option combines Central Station and The Rapid Admin Building into one building covering approximately two blocks, as shown in **Figure 30**. Building heights range from two stories to eight stories.

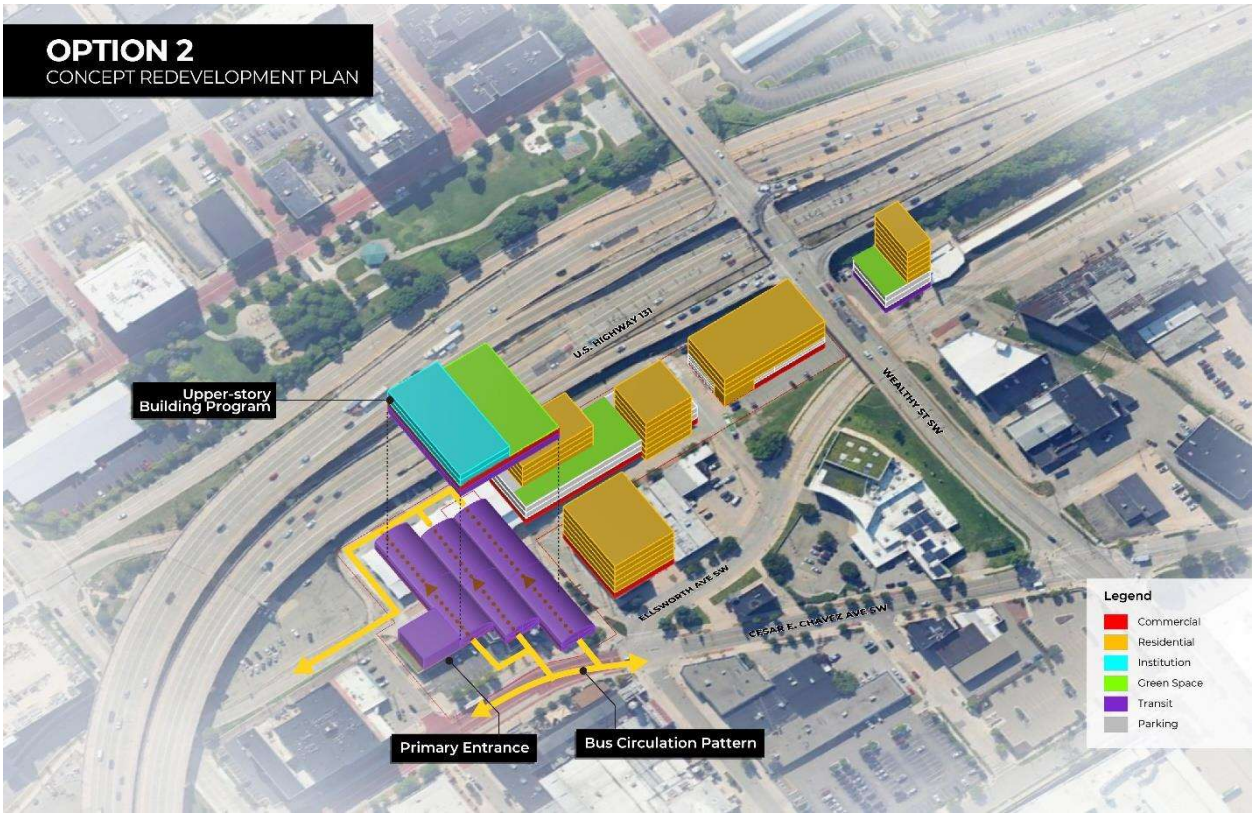


Figure 30: Option 2 Concept Plan

Source: AECOM

Transit Uses: Similar to the first option, this option would have the ground floor dedicated to transit services and mobility hub amenities, as well as providing a climate-controlled lobby and waiting area. Transit vehicles would enter and exit via Cesar Chavez Avenue and Goodrich Street SW. The Silver Line station would need to be reoriented. Parking would be provided in garages located south of the combined office and Central Station buildings.

Other Uses: In this option, four independent buildings may be developed south of Central Station. These buildings would be integrated into parking garages supporting Central Station and the other potential land uses. This option locates open space at the top of the combined Rapid office building and Central Station. The remaining development space would be used to support various buildings with ground floor retail and overbuild of parking garages and residential space.

Option 2 Implementation Considerations

One benefit of this option is the transit facilities, and The Rapid Admin Building could potentially be built on the same site and be independent of the remaining redevelopment sites.

Additional floors could be added to the Admin Building for institutional uses or office space for rent. Therefore, The Rapid would potentially have less control over the full TOD if it was decided to sell off the remaining sites.

One challenge of this option is reduced amount of public space, due to space needed for the transit facility and parking structures. Refined designs could find opportunities at ground level, but also use elevated spaces for open space.

Additional considerations are highlighted in **Table 2.**

Table 2: Option 2 Considerations

	Considerations
Transit Facility Design	First floor of The Rapid Admin Building, using access from Cesar Chavez Ave.
Transit Service Space (sq. ft.) ***Existing = 64,800***	Approx. 61,850 *(reduced by 2,950 sq ft)*
Urban Design	Smaller buildings in contrast to a large, combined station and Admin Building. Public spaces located above ground level. Small space near entrances to Central Station.
Property Owned by The Rapid	Combined Central Station and The Rapid Admin Building (northern two blocks of study area).
Implementation Phasing	Central Station and Admin Building can be built independent of other sites. Opportunity for joint development or selling several sites.

Option 3 – Green Corridor

The last option is designed around an urban green corridor and combines large and small buildings, as shown in **Figure 31**.

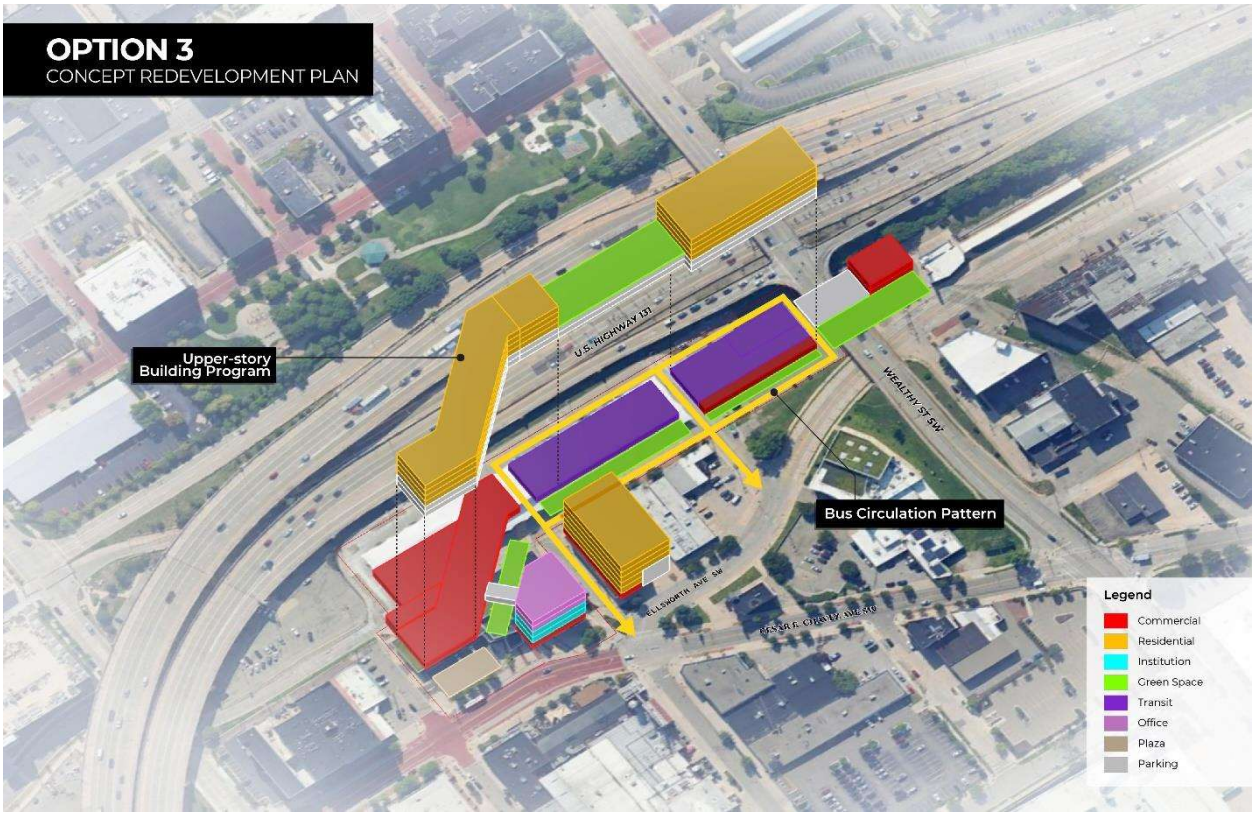


Figure 31: Option 3 Concept Plan

Source: AECOM

Transit Uses: Central Station would be located in the southern half of the existing station area. Access to and from Central Station would be provided via Williams Street and Bartlett Street. The station would be ground floor and covered by a parking garage. Under this option, the Silver Line station could remain on the same street, but would need to be moved south to the next block. Above the parking garage would allow for overbuild development of residential or other land uses.

Other Uses: Five buildings would be constructed in this option, blending a combination of small and larger buildings. Using buildings with a narrower footprint allows for the creation of a public space corridor connecting Cesar Chavez Avenue to the existing bus-only street, which would be repurposed as a bi-directional street emphasizing active transportation modes.

Option 3 Implementation Considerations

The Rapid could choose to locate its offices in any building, depending on how much control was desired for the rest of the development. Choosing the smaller building on the corner of Cesar Chavez Avenue and Williams Street would allow The Rapid to locate staff while the remaining development is implemented.

Additional considerations are highlighted in **Table 3.**

Table 3: Option 3 Considerations

	Considerations
Transit Facility Design	Located on the southern half of the study area on ground floor. The Rapid Admin Building could be built over Central Station or in one of the other building sites.
Transit Service Space (sq. ft.) ***Existing = 64,800***	Approx. 38,050 *(reduced by 26,750 sq ft) *note: this concept does not include detailed design of the bus stop arrangement.*
Urban Design	Combination of large and small buildings creates a connected open space and public realm within an urban environment.
The Rapid Owned Property	Central Station plus the space needed for The Rapid Admin Building.
Implementation	Central Station and Admin Building can be built on same site or independently. Opportunity for joint development or selling several sites.

Comparison of the Three Options

Opportunities from each option could be combined to create a blended design. **Table 4** below provides a side-by-side summary and comparison of the three options.

The major difference between the three site plan concept options is a tradeoff between development **phasing**, **land use** breakdown, and consideration for **transit access** functionality.

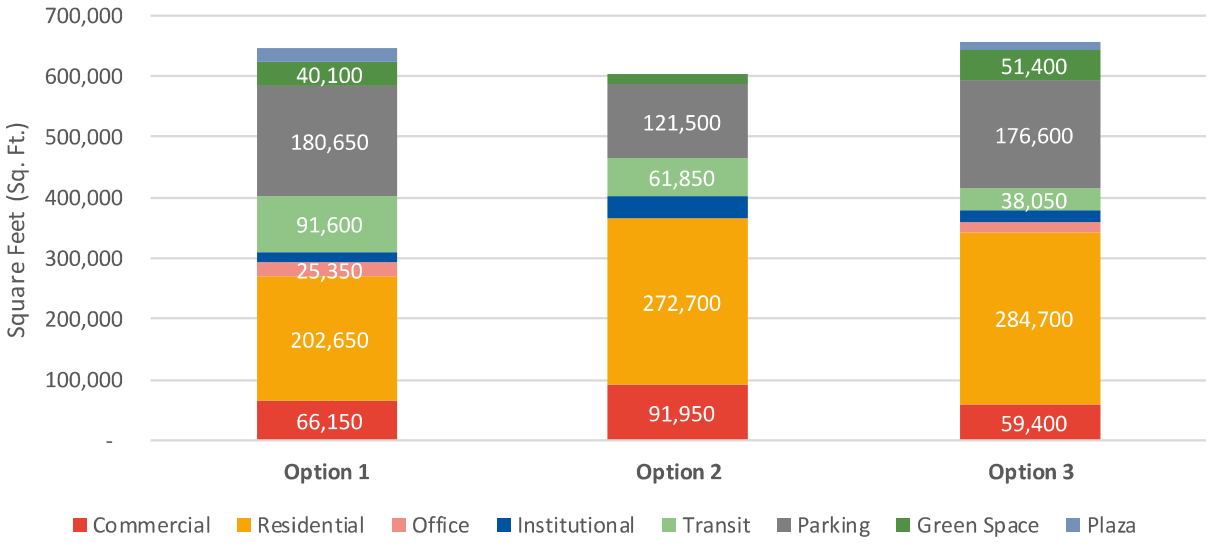
Depending on provisions to accommodate, preserve, or improve existing and future transit service access to the site, Option 1: Multimodal Hub, would prioritize transit operations, whereas Option 3: Green Corridor prioritizes activation of public space over the total area accommodating transit operation needs. If future transit service operations are shifted such that the required area to accommodate transit operations is less than it is currently, then development options like Option 3 would be more feasible.

Likewise, depending on the results of a more robust assessment of market conditions and stakeholder engagement, land use priorities may be defined differently. **Figure 32** summarizes and compares the land use mix of each option. If a market assessment returns with a stronger market for office uses, Option 1 may be more feasible with its larger area set

Table 4: Side-by-Side Comparison of Options 1, 2, and 3.

Location	Option 1	Option 2	Option 3
Transit Facility Design	Remains in same space but reimagined to enhance customer experience (climate-controlled waiting areas, mobility hub features, etc.)	First floor of The Rapid Admin Building, using access from Cesar Chavez Ave.	Located on the southern half of the study area on ground floor. The Rapid Admin Building could be built over Central Station or in one of the other building sites.
Transit Service Space (sq ft) ***Existing = 64,800***	Approx. 91,600	Approx. 61,850	Approx. 38,050
Urban Design	Buildings occupy most of sites due to large Public plaza fronting Cesar Chavez Ave.	Smaller buildings in contrast to a large, combined station and Admin Building. Public spaces located above ground level. Small space near entrances to Central Station.	Combination of large and small buildings creates a connected open space and public realm within an urban environment.
The Rapid Owned Property	Most sites controlled by The Rapid; The Rapid office space could be developed over Central Station or on one of the independent sites.	Combined Central Station and The Rapid Admin Building (northern two blocks of study area).	Central Station plus the space needed for The Rapid Admin Building.
Implementation	Overbuild of Central Station; Buildings could be combined into one or more projects. Most of development would require joint development.	Central Station and Admin Building can be built independent of other sites. Opportunity for joint development or selling several sites.	Central Station and Admin Building can be built on same site or independently. Opportunity for joint development or selling several sites.

Figure 32: Breakdown of Land Uses by Option



5.3 Next Steps for Implementation

Many of details of the eventual joint development project are not yet determined, as the intent of this conceptual site planning is to leave much to the market and to the creativity of eventual bidders and their design teams. Through this process, some parameters have been defined as to what reasonably fits on the site and some considerations to what must be made to accommodate, preserve, or improve existing and future transit service.

Using this conceptual site planning exercise, next steps would be to **identify a vision and priorities** within the eventual development program and make provisions to accommodate, preserve, or improve existing and future transit service before writing an RFQ or RFP. Additional asks would include a market study and benchmark analysis to understand redevelopment potential.

A **market study** would help inform the next task of creating a detailed land use plan and urban design framework, which ultimately points towards a particular development option. A detailed design of the development option would provide The Rapid with a vision and priorities for the project when engaging the development community. This exercise would also be used to create a detailed proforma, which can be used to help outline transaction parameters when meeting with the development community.

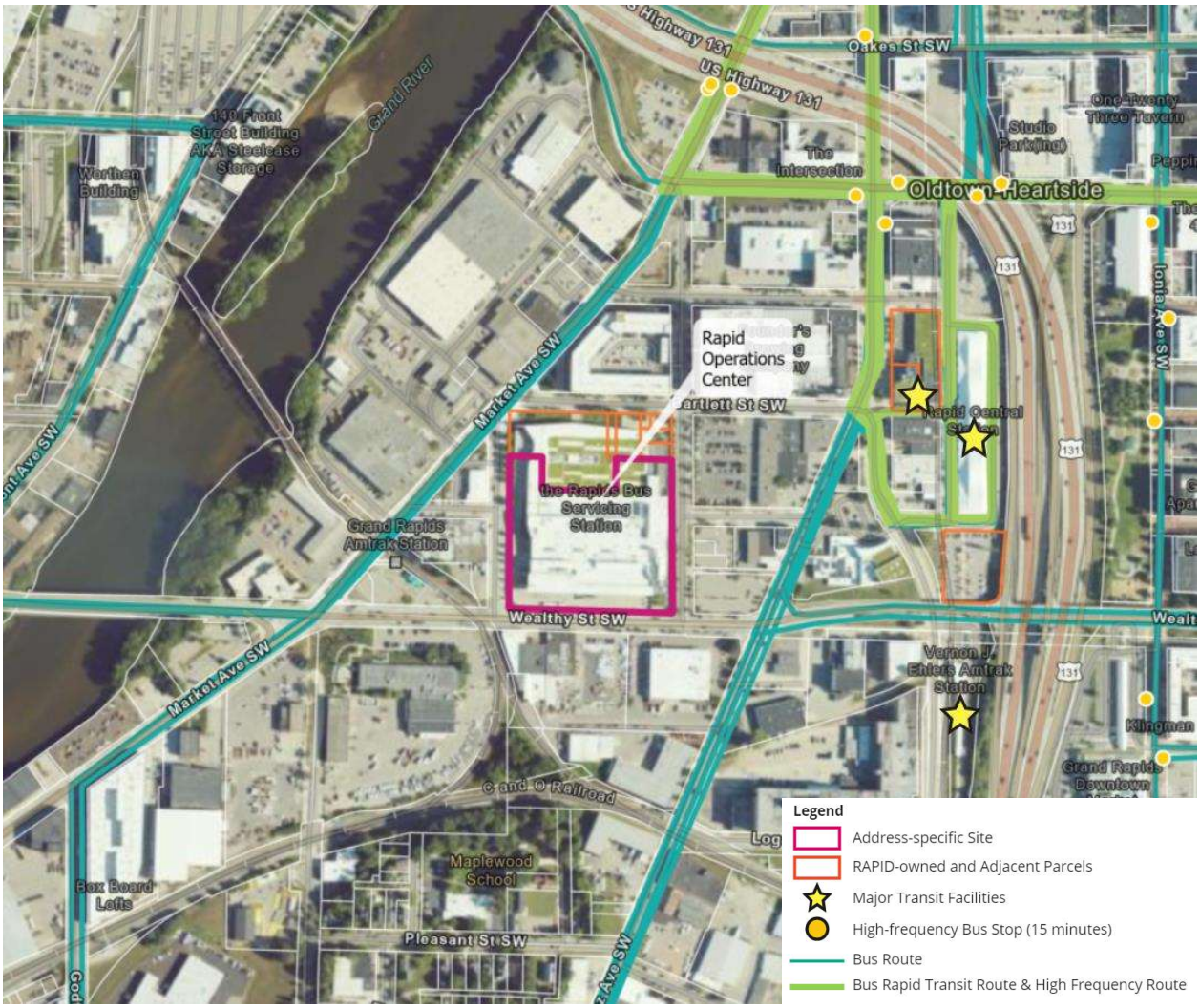
The Rapid would also want to undertake a **detailed station feasibility analysis** of the various options to provide transit services at a redeveloped Central Station. If The Rapid decided to redevelop this site, it would need to understand how much space is needed to support existing and future transit services. The amount of space needed may help influence the design of the TOD, where The Rapid would want to locate its offices, as well as where the development community can participate in joint development.

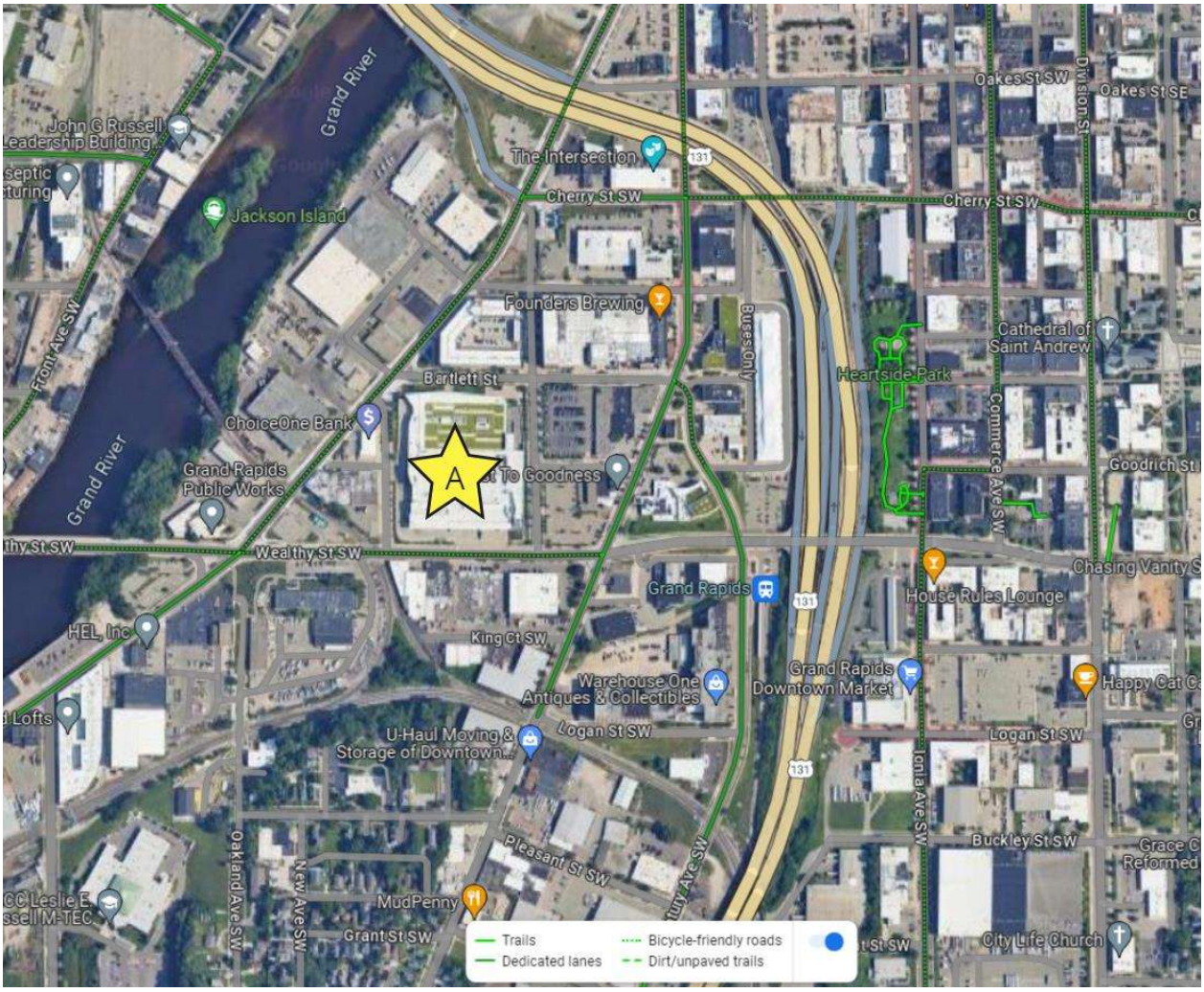
At the end of the detailed planning process outlined about, the result would be:

- Site definition, including urban design frameworks and access to the site
- Feasibility plan for the transit facilities
- A conceptual TOD program including development requirements and guidelines
- A pro forma
- Preparation of a solicitation?

Appendix A: Site-Specific Scoring and Analysis

Site A: Rapid Operations Center (333 Wealthy St)





Publicly-owned parcels (or other private property owned by a supportive partner): 5

- The site owned by The Rapid.

Parcel size: 5

- The site occupies about two blocks. The site is large enough to accommodate comprehensive redevelopment.

Proximity to high-frequency stations/stops: 5

- Within proximity to existing transit facilities, such as the Amtrak Station and Rapid Bus Rapid Transit Route.

Development-supportive zoning: 5

- Diverse types of land uses are permitted in TN-CC (City Center) and TN-TCC (Transitional City Center) district that help promote a TOD environment.

Mixed-use environment (existing or potential): 5

- The mixture of surrounding land uses, including retail, light industry, multi-family, and community facilities, can contribute to a multi-modal and walkable environment.
- Future redevelopment at the site may open additional redevelopment opportunities to leverage the Grand River, which is a local community and natural asset.

Market Strength: 4

- Located close to downtown in an area with healthy rental rates, moderate to high incomes, desirable amenities, and significant level of recent development activity.

Catalytic Potential on Adjacent Properties: 4

- Existing surface parking lots are potential redevelopment opportunity for additional TOD redevelopment.
- Existing light industrial uses northwest to the site may be subject to redevelopment pressures.

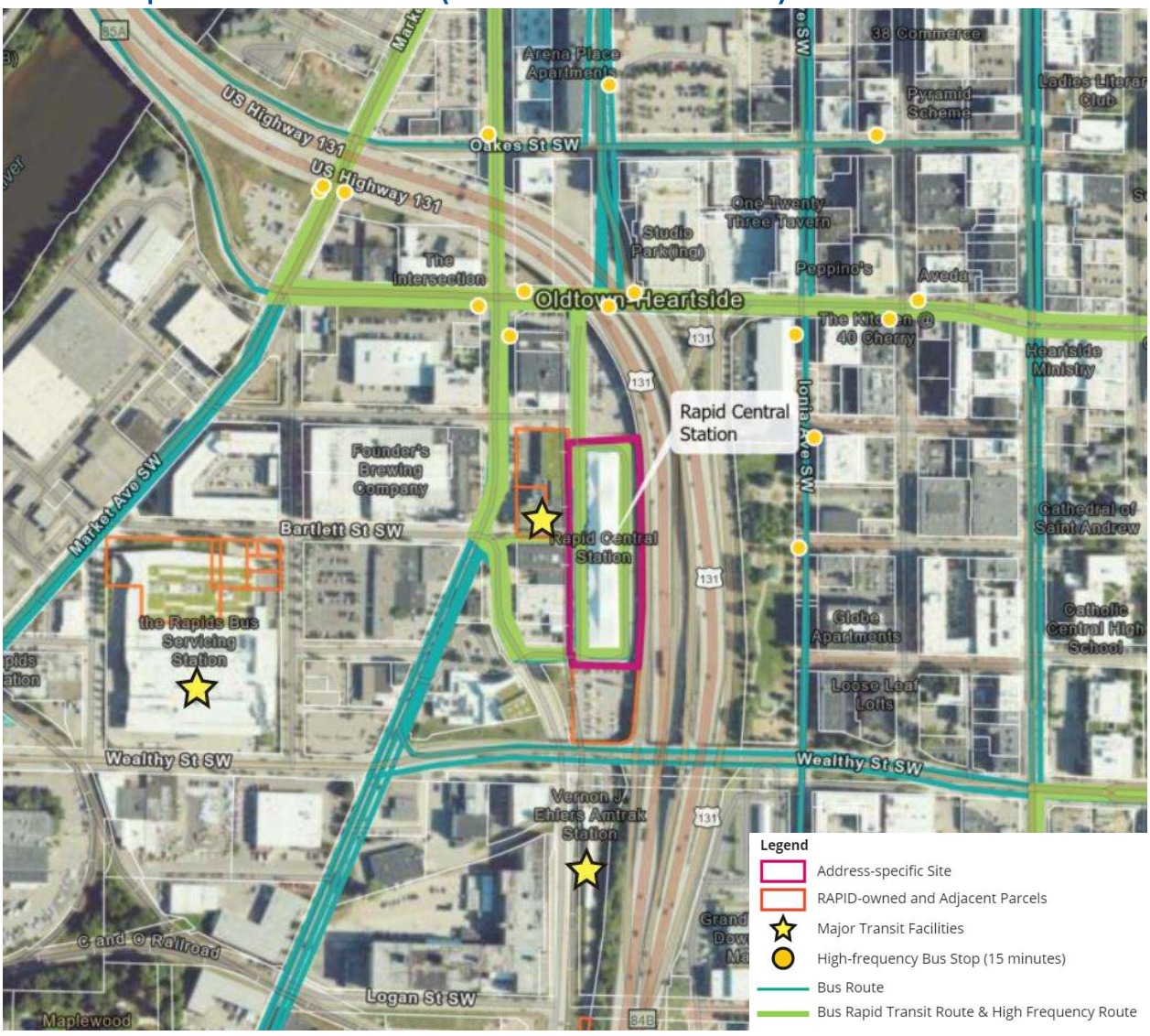
Adjacent bike/ped network (infrastructure/character + destinations): 4

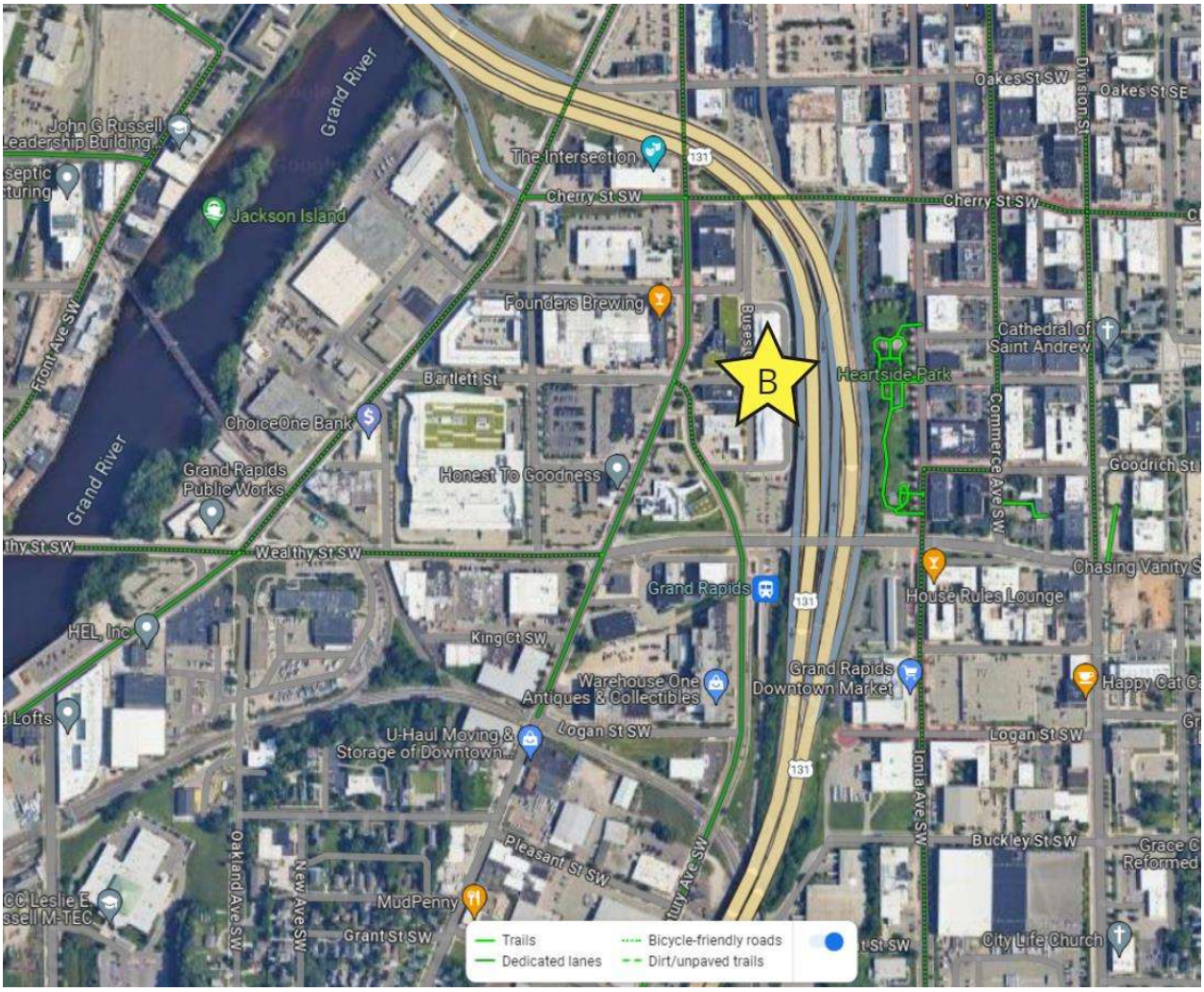
- Within proximity to existing on-street and off-street bicycle facilities and sidewalks.

Ease of Redevelopment: 3

- The Rapid currently has an Operations Center at the site. Future redevelopment at this site may either involve an overbuilt or complete redevelopment of the Operations Center. Both cases pose barriers to redevelopment.
- It seems likely that The Rapid will relocate its fleet/operations/maintenance to another site prior to site redevelopment, paving the way for a comprehensive redevelopment.

Site B: Rapid Central Station (250 Cesar Chavez Ave)





Publicly-owned parcels (or other private property owned by a supportive partner): 5

- The site owned by The Rapid.

Parcel size: 3

- The site occupies about one block.

Proximity to high-frequency stations/stops: 5

- With a proximity to existing transit facilities, such as the BRT routes, high frequency bus stops, Amtrak station and Indian Trails Bus Ticketing Station.

Development-supportive zoning: 5

- Diverse types of land uses are permitted in TN-CC (City Center) and TN-TCC (Transitional City Center) district that help promote a TOD environment.

Mixed-use environment (existing or potential): 5

- A mix of low to mid-rise establishment including retail, apartments, public facilities
- Within proximity to Downtown Grand Rapids.
- The area mostly follows a walkable and mixed-use grid network.

Market Strength: 4

- Close to downtown in an area with healthy rental rates, moderate to high incomes, desirable amenities, and significant recent development activity

Catalytic Potential on Adjacent Properties: 2

- Most of the surrounding areas are well-established.
- The two adjacent surface parking lots do not add significant lot area and currently serve as a public parking lot, parking for employees and visitors for The Rapid, and a park-and-ride facility for the Vernon J. Ehlers Amtrak Station.

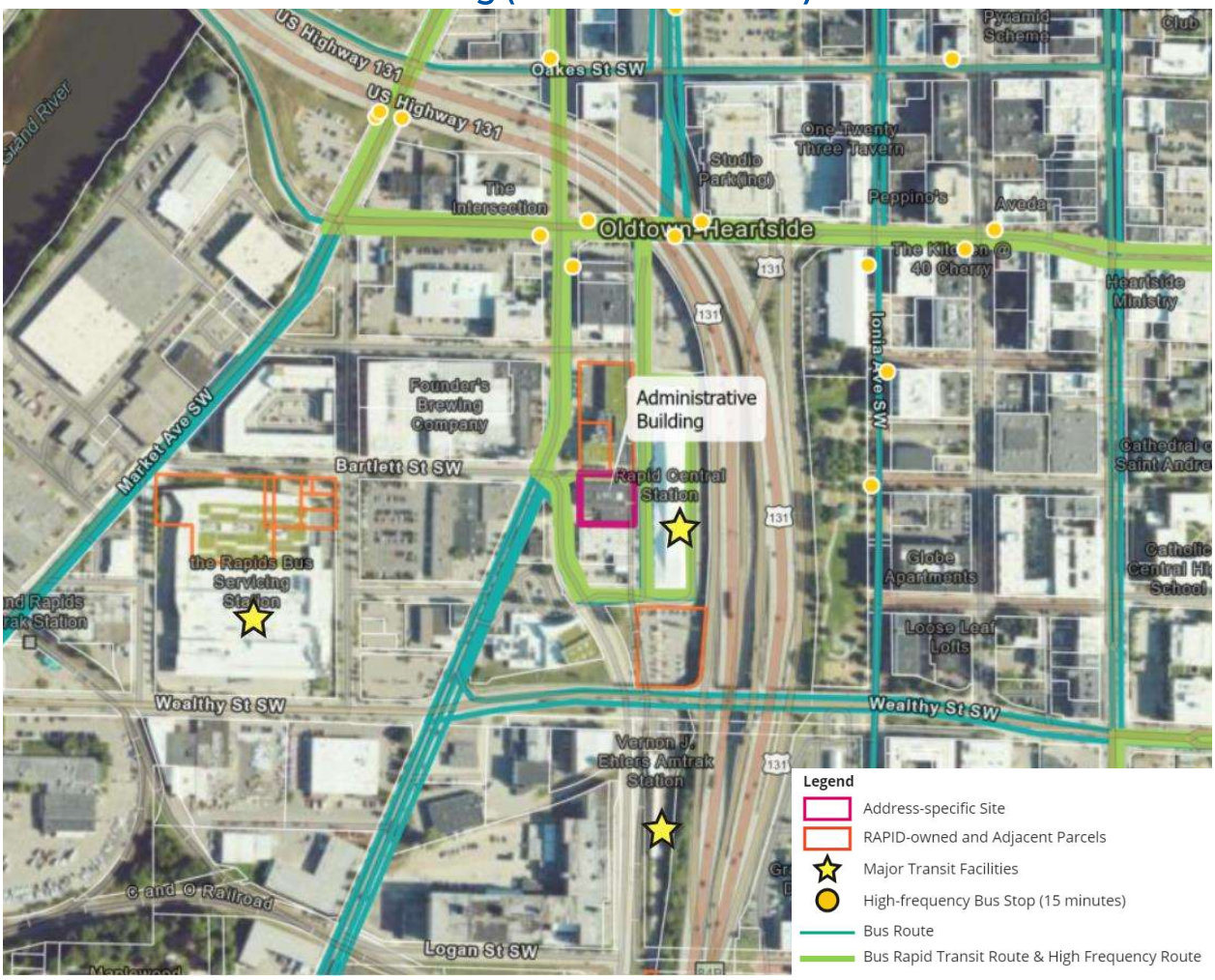
Adjacent bike/ped network (infrastructure/character + destinations): 5

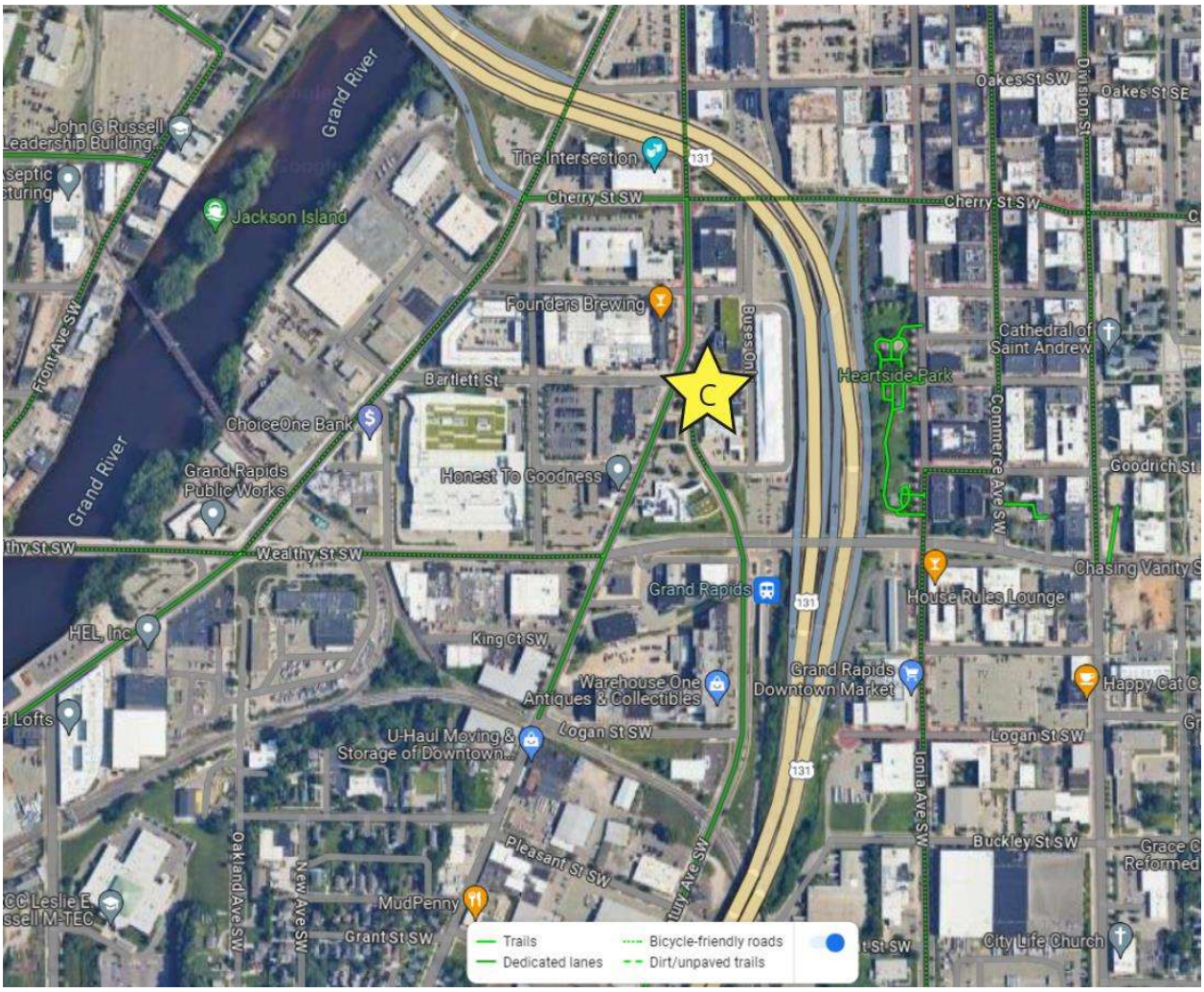
- Within proximity to dedicated bike lanes and bicycle-friendly roads

Ease of Redevelopment: 3

- Existing development is a major Rapid bus station and transfer point. Redevelopment of this site may create disrupt existing bus services and routes.
- The site is relatively narrow and is constrained by US 131.
- It should be noted that The Rapid was approached by a developer in the last year to discuss an opportunity to redevelop the Rapid Central Station.

Site C: Administrative Building (300 Ellsworth Ave)





Publicly-owned parcels (or other private property owned by a supportive partner): 5

- The site is owned by Rapid.

Parcel size: 3

- Compared to Site A and B, Site C is relatively small and can seem to only accommodate one building.

Proximity to high-frequency stations/stops: 5

- With a proximity to existing transit facilities, such as the BRT routes, high frequency bus stops, Amtrak station and Indian Trails Bus Ticketing Station.

Development-supportive zoning: 5

- Diverse land uses are permitted in TN-CC (City Center) and TN-TCC (Transitional City Center) district.

Mixed-use environment (existing or potential): 5

- A mix of low to mid-rise establishments including retails, multi-family, transit and public facilities.
- A mixed-use brewing company
- Within proximity to walkable area to the north

Market Strength: 4

- Close to downtown in an area with healthy rental rates, moderate to high incomes, desirable amenities, and significant recent development activity

Catalytic Potential on Adjacent Properties: 1

- Adjacent parcels are well established.

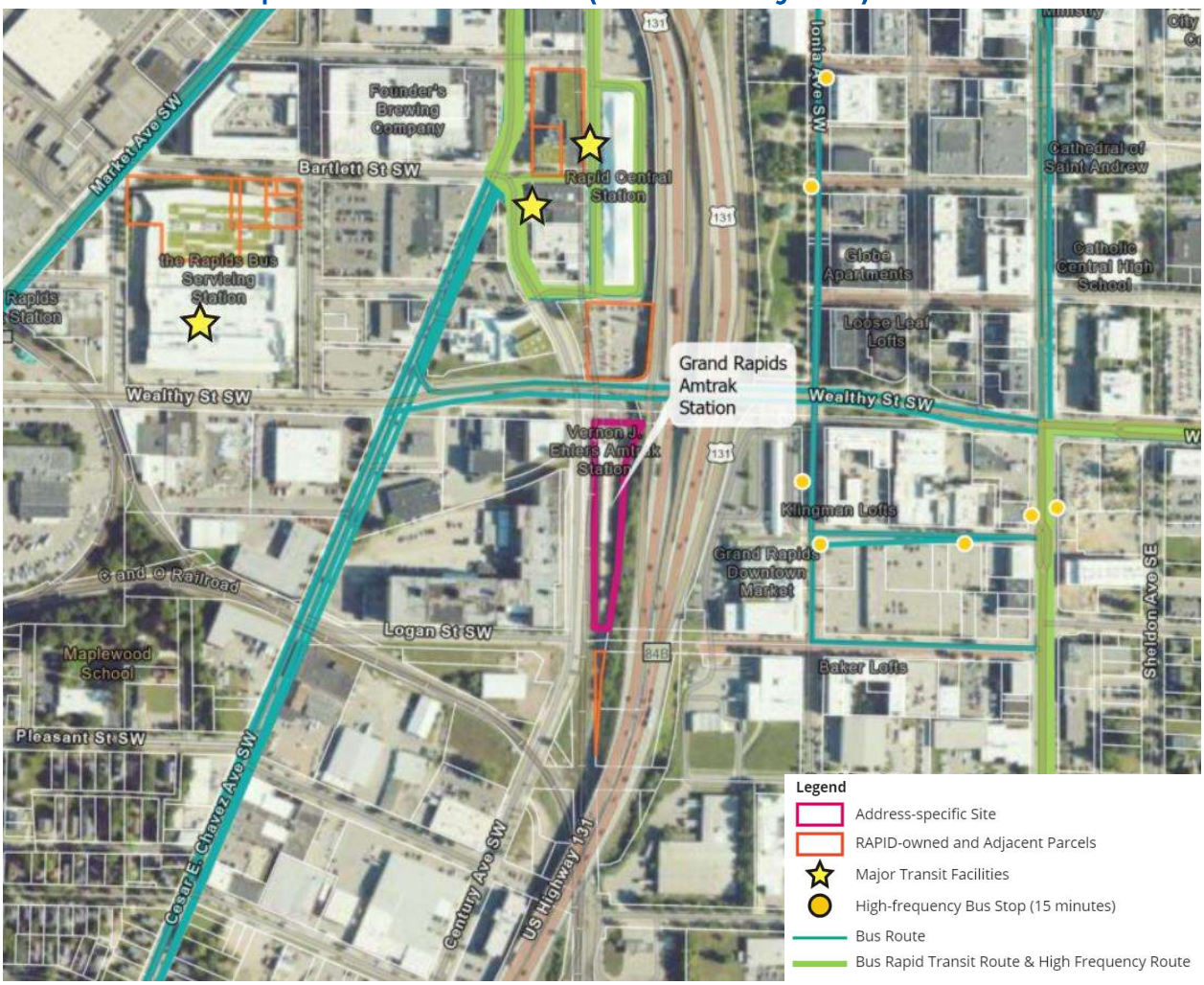
Adjacent bike/ped network (infrastructure/character + destinations): 5

- Within proximity to dedicated bike lanes and bicycle-friendly roads

Ease of Redevelopment: 3.5

- The existing Rapid Administration Building can either be redeveloped or be adaptively reused to accommodate other land uses, such as ground-floor retail/office and upper-story apartments/office.

Site D: Grand Rapids Amtrak Station (440 Century Ave)



Publicly-owned parcels (or other private property owned by a supportive partner): 4

- The site owned by The Rapid, but Amtrak operates the site, since this is an Amtrak Station. Coordination between the two agencies is needed to facilitate redevelopment efforts.

Parcel size: 2

- The site has shallow lot depth, making comprehensive TOD redevelopment difficult.

Proximity to high-frequency stations/stops: 3

- Within proximity to existing transit facilities, such as BRT routes, Rapid Central Station.
- However, the US 131 is a barrier to accessing the existing high-frequency bus stops to the east.

Development-supportive zoning: 4

- The site and most of the surrounding areas are in the CC and TCC district. A lot of land uses are permitted.
- The area to the south has a Special District - Industrial Transportation zoning district, which permits auto-oriented and transportation-related uses.

Mixed-use environment (existing or potential): 3

- A mix of mid-rise transit, retail establishments.
- U.S. 131 poses as a barrier to access Downtown Grand Rapids.

Market Strength: 4

- Close to downtown in an area with healthy rental rates, moderate to high incomes, desirable amenities, and significant recent development activity

Catalytic Potential on Adjacent Properties: 4

- The standalone and auto-centric commercial uses that are directly west of the Amtrak station may be redeveloped to accommodate TOD redevelopment.
- Existing warehouses at 445 Century Ave SW are set to be redeveloped (news article).

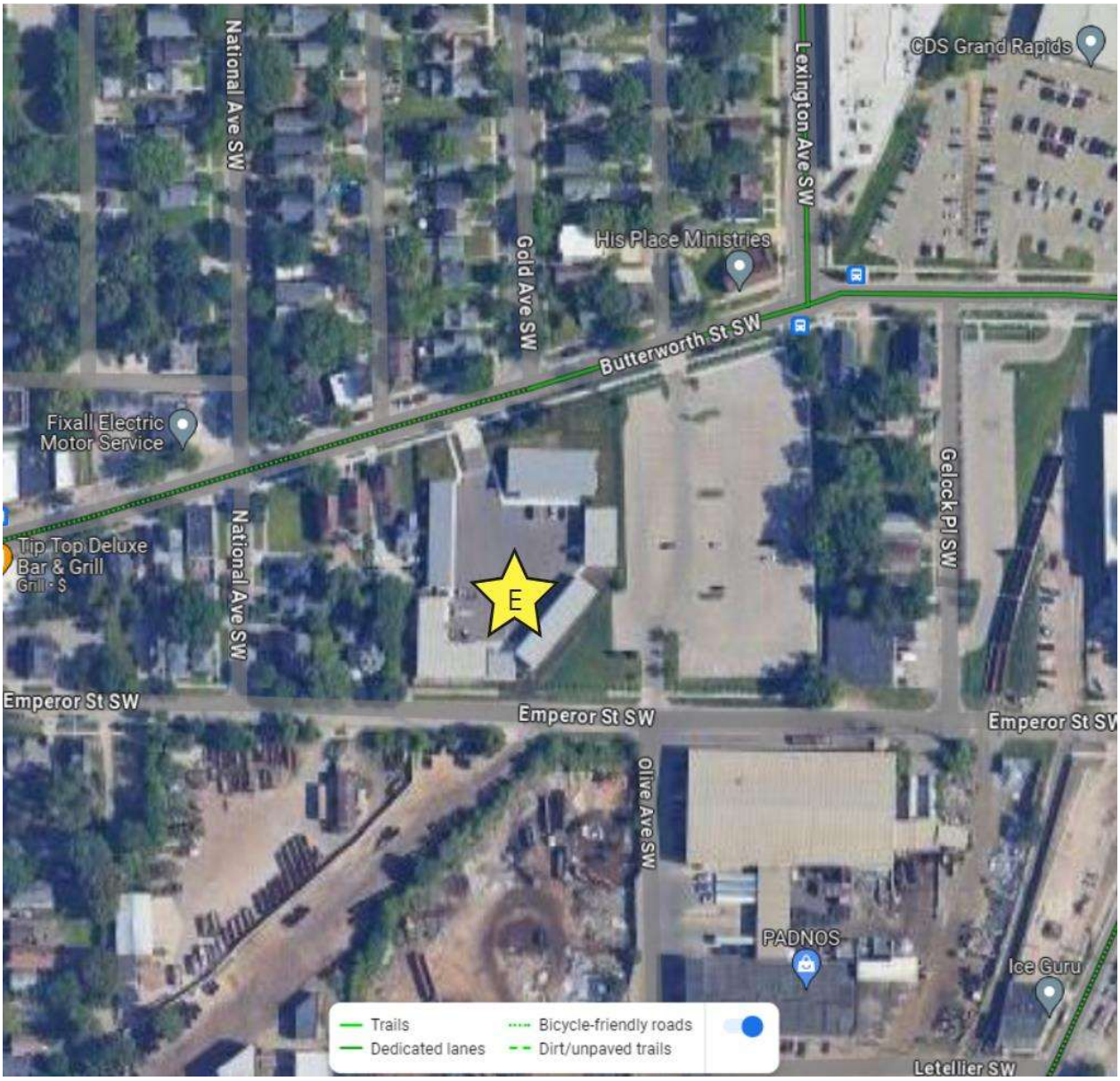
Adjacent bike/ped network (infrastructure/character + destinations): 5

- With a proximity to dedicated bicycle lanes

Ease of Redevelopment: 1

- Redevelopment of this site may impact existing Amtrak services.
- Relatively shallow lot depth may pose a constraint to future redevelopment.

Site E: Facilities Maintenance Center (700 Butterworth St)



Publicly-owned parcels (or other private property owned by a supportive partner): 5

- The site is owned by The Rapid.

Parcel size: 3

- Redevelopment of the site will most likely accommodate one building with parking at the rear.

Proximity to high-frequency stations/stops: 2

- Site has access to existing bus route, but they are not The Rapid's BRT routes.

Development-supportive zoning: 3

- Site's underlying zoning is TCC (Transitional City Center), which allows diverse types of land uses.
- However, the surrounding area's underlying zoning district primarily permit low-density residential and neighborhood-scaled commercial uses.

Mixed-use environment (existing or potential): 3

- The existing neighborhood to the west primarily consists of single-family detached housing and neighborhood-scaled commercial uses.
- To the east, the uses are primarily standalone light industrial uses.
- Future redevelopment at this site will most likely be neighborhood-scaled.

Market Strength: 3

- Across the river from downtown in an area with healthy rental rates, moderate to high incomes, desirable amenities, and moderate recent development activity

Catalytic Potential on Adjacent Properties: 4

- Redevelopment opportunities exist at existing surface parking lots and underutilized lands to the south.
- There're opportunities for joint development with GVSU to expand the site. Doing so may make this site more feasible to accommodate the potential relocation of The Rapid's operations/facility/maintenance facilities.

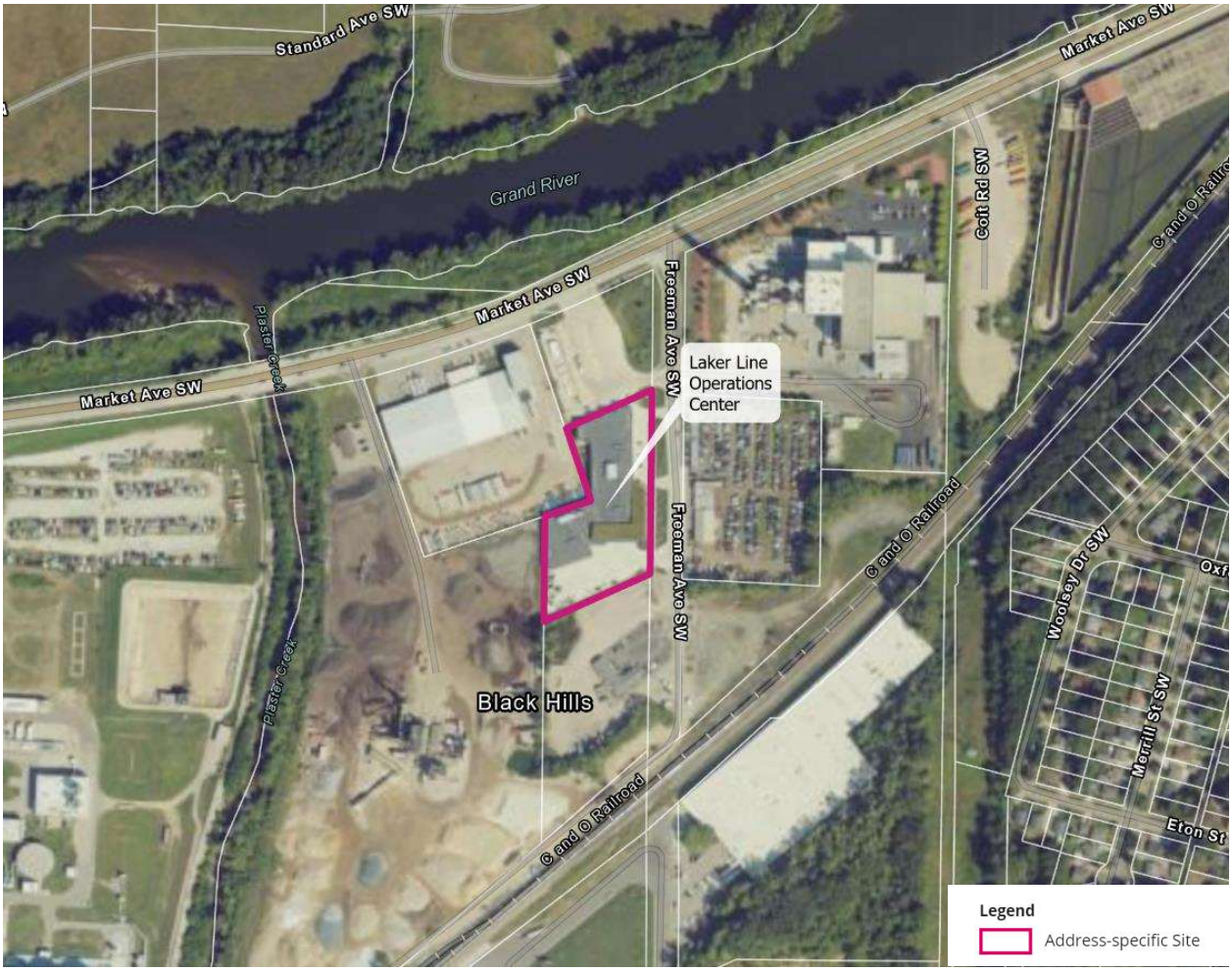
Adjacent bike/ped network (infrastructure/character + destinations): 4

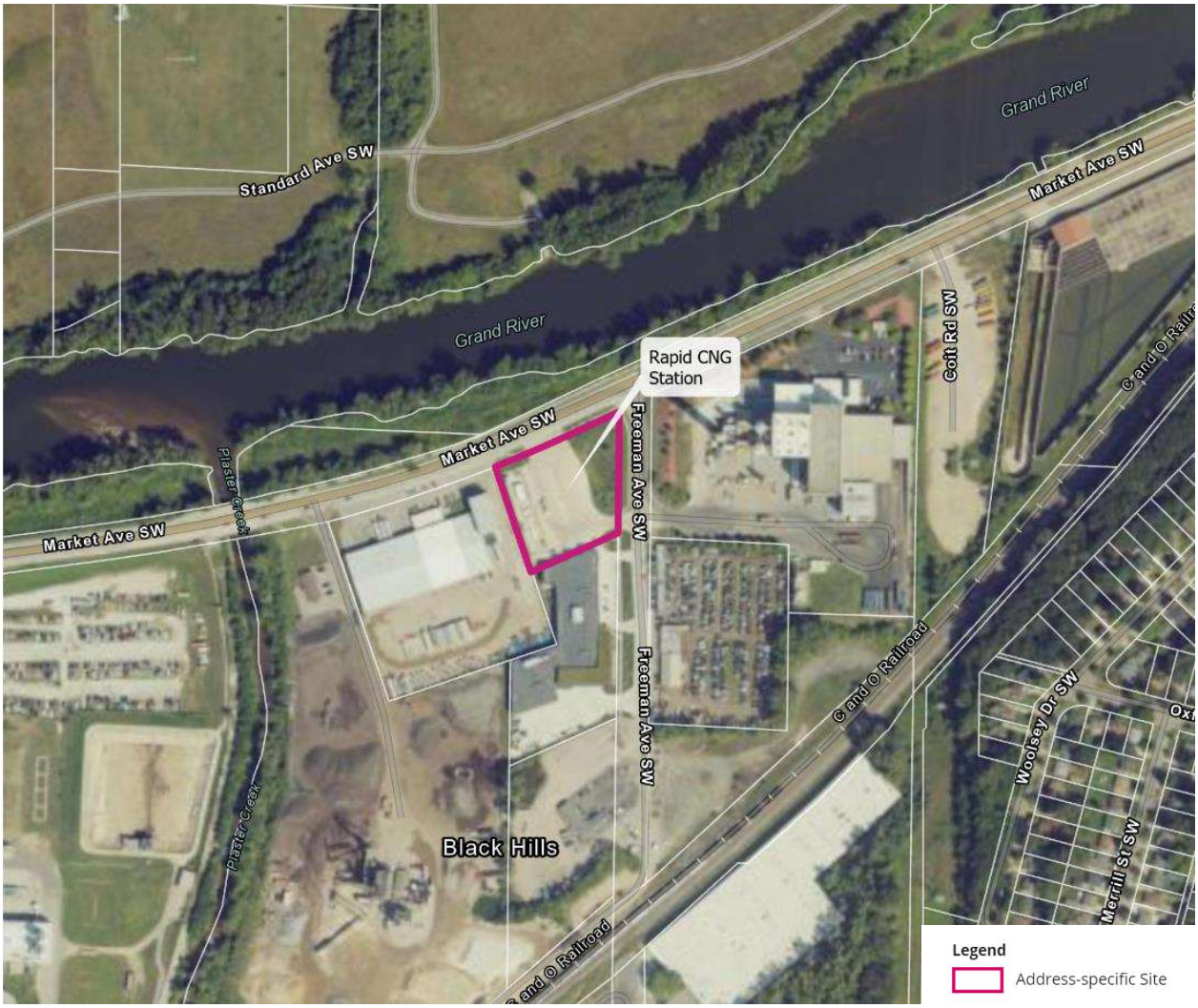
- Within proximity to dedicated bicycle lanes

Ease of Redevelopment: 4

- With a partnership/cooperation with the property owner (GVSU) of the existing surface parking lot to the east, the site may significantly increase, hence improving the site's redevelopment opportunities. The existing Rapid maintenance facility on the site could be somewhat easy to be redeveloped.

Site G & F: Laker Line Operations Center (851 Freeman Ave) AND RAPID CNG Station (809 Freeman Ave SW)




Grand River
Standard Ave SW
Market Ave SW
Grand River
Rapid CNG Station
Coit Rd SW
Market Ave SW
Freeman Ave SW
Plaster Creek
Market Ave SW
C and O Railroad
Freeman Ave SW
Woolsey Dr SW
Plaster Creek
Black Hills
Merrill St SW
Legend
Address-specific Site

Publicly-owned parcels (or other private property owned by a supportive partner): 5

- The site is owned by The Rapid.

Parcel size: 4

- Site seems to be large enough to accommodate expanded Rapid operations. This score may increase if the existing auto-sale at 850 Freeman Ave SW is included into the site.

Proximity to high-frequency stations/stops: 1

- It doesn't have access to existing Rapid bus routes.
- This site requires rerouting or having a new Rapid bus route along Market Avenue SW to make park-and-ride at this site feasible.

Development-supportive zoning: 2

- The site's underlying zoning district (SD-IT, Special District - Industrial Transportation) focuses supporting on auto-oriented transportation uses.

Mixed-use environment (existing or potential): 1

- The surrounding area primarily consists of light industrial, transportation, and utility uses. Hence, there is a lack of a TOD and mixed-use environment.

Market Strength: 1

- Farther from downtown, existing adjacent industrial, moderate rental rates, moderate incomes, fewer amenities, and little recent development activity.
- Redevelopment at this site would likely be focused on expanding The Rapid's facilities and operations.

Catalytic Potential on Adjacent Properties: 3

- Adjacent industrial uses may be redeveloped in the long-term future.

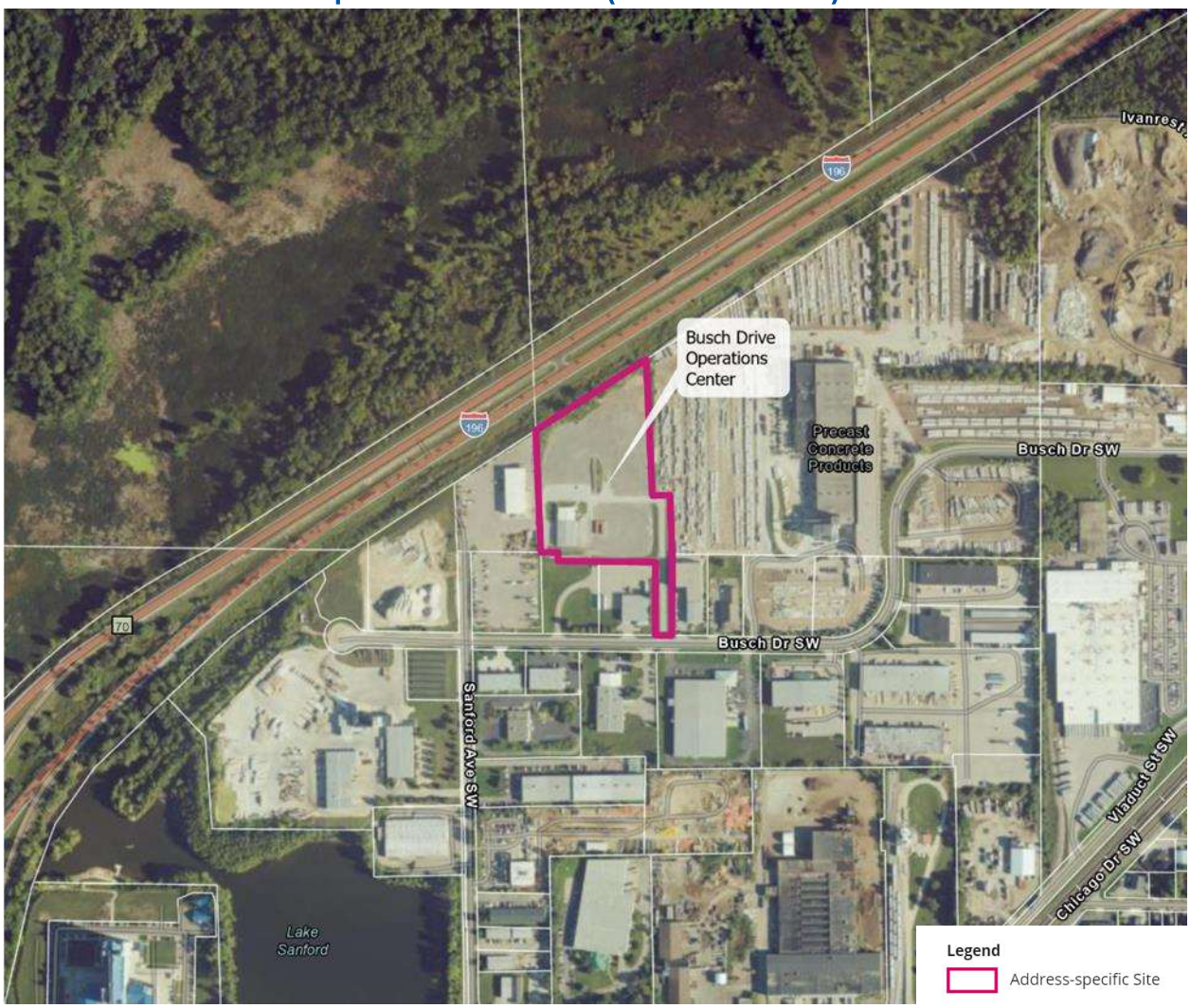
Adjacent bike/ped network (infrastructure/character + destinations): 5

- Within proximity to dedicated bicycle routes

Ease of Redevelopment: 2

- The site currently hosts an existing Rapid building.
- The 851 Freeman Ave site, in addition to the existing auto-sale at 850 Freeman Ave SW, could accommodate The Rapid's operations if The Rapid's Operations Center in Downtown Grand Rapids were to be redeveloped. This will require consulting with The Rapid's fleet/facilities task team.
- Note, this site was built by The Rapid using FTA Capital Improvement Grant (CIG) funds. FTA establishes a range of forty to fifty years for the minimum useful life of a facility.

Site H: Busch Drive Operations Center (3531 Busch Dr)



Publicly-owned parcels (or other private property owned by a supportive partner): 5

- This is a Rapid-owned site.

Parcel size: 5

- This site has access to the main road and seems to be large enough to accommodate the potential relocation of The Rapid's operations.

Proximity to high-frequency stations/stops: 1

- Not within proximity to any transit facilities.

Development-supportive zoning: 1

- The site's underlying zoning district (General Industrial District) in Grandville focuses on promoting industrial uses. Municipal facilities are permitted too.
- Thus, redevelopment of this site seems likely to focus on accommodating The Rapid's fleet/facilities/operations.

Mixed-use environment (existing or potential): 1

- Site is within an established industrial district. The area does not have direct access to major thoroughfares.

Market Strength: 1

- Farther from downtown, existing adjacent industrial, moderate rental rates, moderate incomes, fewer amenities, and little recent development activity

Catalytic Potential on Adjacent Properties: 1

- Future redevelopments at the surrounding area most likely will be industrial or Rapid-based operations, in nature.
- The area generally seems well-established.

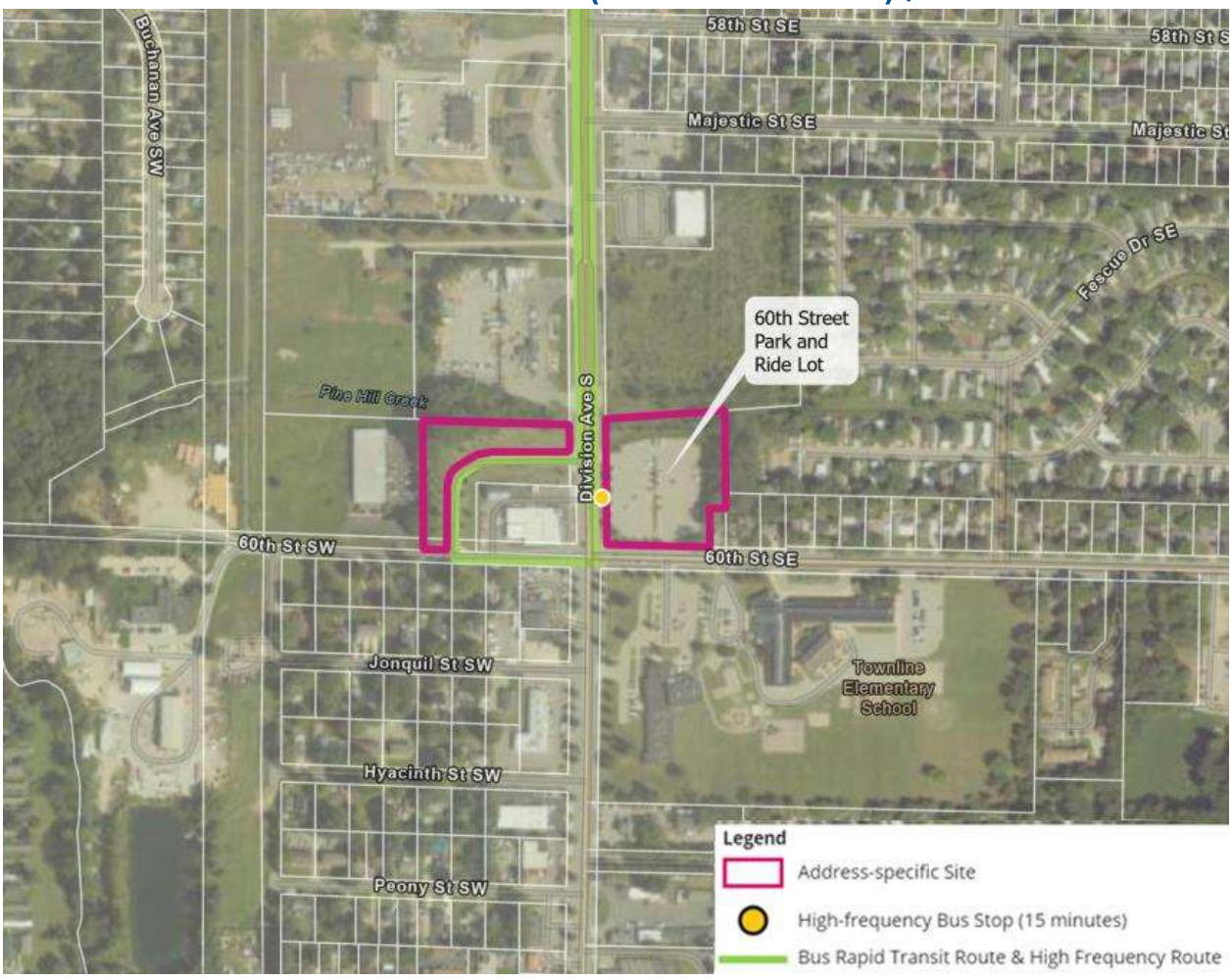
Adjacent bike/ped network (infrastructure/character + destinations): 1

- Not within proximity to existing bike/ped facilities.

Ease of Redevelopment: 5

- The site is already and mostly a surface parking lot, and this reduce barriers for new construction at this site.

Site I: 60th Street Park and Ride Lot (5990 Division Ave)\



Publicly-owned parcels (or other private property owned by a supportive partner): 5

- This is a Rapid-owned site and is an existing park and ride facility.

Parcel size: 5

- Parcel seems large enough to accommodate a small-scale redevelopment and additional Rapid facility.

Proximity to high-frequency stations/stops: 4

- Within proximity to an existing BRT route and high-frequency bus stops.

Development-supportive zoning: 4

- The site is situated within a variety of zoning districts. In essence, these districts permit corridor-scale commercial uses along Division Ave S and low-density residential uses at the rear.

Mixed-use environment (existing or potential): 3

- A mix of auto-oriented retailers, low-density residential neighborhood, and schools.
- The area is generally more suburban and auto-centric in nature.

Market Strength: 2

- Farther from downtown, existing adjacent residential/commercial, moderate rental rates, moderate incomes, fewer amenities, and little recent development activity

Catalytic Potential on Adjacent Properties: 4

- Division United's TOD Strategy & Station Plans identified the intersection of Division Ave S and 60th St SE as one of its TOD sites. The plan recommended redeveloping parts of the RAPID's 60th Street Park-and-Ride facility to create an anchor of neighborhood-scale commercial at the intersection of Division Ave S and 60th Street SE.
- This plan also recommends having a variety of multifamily and single-family attached development at the vacant lot that is directly north of Site I.

Adjacent bike/ped network (infrastructure/character + destinations): 3.5

- There is a dedicated bicycle lane on Division Ave S but terminates at 60th St SE.
- Division United's TOD Strategy & Station Plans also identified 60th St SE have existing east-west bike routes.
- Sidewalk gaps exist along 60th St SE.

Ease of Redevelopment: 4

- The Rapid also owns the L-shaped parcel across the street at 5967 Division Ave S. This may significantly increase this site's redevelopment potential.
- Given the site is adjacent to existing residential neighborhoods, sufficient screening/buffer is needed and future redevelopments need to complement the surrounding area's physical scale.
- Division United's TOD Plan ultimately envision this Site I and its surrounding area to become a neighborhood-scale destination with a mix of commercial and housing options.
- Accommodating additional Rapid's fleet/operations/maintenance at Site I seems unlikely.

Site J: Cummings Park and Ride lot (4211 Lake Michigan Dr)

Publicly-owned parcels (or other private property owned by a supportive partner): 5

- This is a Rapid-owned site.
- The Rapid already designates this lot as a park and ride facility.

Parcel size: 3

- Though the site has healthy amount of lot depth, existing setback requirements from the City's zoning ordinance reduces the site's buildable area.

Proximity to high-frequency stations/stops: 4

- Within proximity to BRT route and high-frequency stops

Development-supportive zoning: 3

- Site J is within the City of Walker's Standale Overlay District, which permits a mix of commercial uses while permitting 2+ dwelling units as accessory to commercial uses.

Mixed-use environment (existing or potential): 4

- A mix of single-family residential neighborhood with neighborhood commercial establishments.
- City of Walker's 2023 Parks and Recreation Master Plan identified park improvements at Walker Community Park, which is located north of Site J.

Market Strength: 2

- Farther from downtown, existing adjacent residential/commercial, moderate rental rates, moderate incomes, fewer amenities, and little recent development activity

Catalytic Potential on Adjacent Properties: 2

- Though the surrounding area seems to be well-established, the City has previously adopted a subarea plan for Lake Michigan Dr NW between Wilson Ave and Kinney Ave as an update to the City's 2007 Master Plan.
- The plan recommended a mixed-use environment along Lake Michigan Dr NW, but the Standale Overlay District requires residential uses to be setback at least 200' (other uses are 70') from Lake Michigan Dr NW with access to a frontage/service road. These regulations pose a degree of barrier to redevelopment in this area.

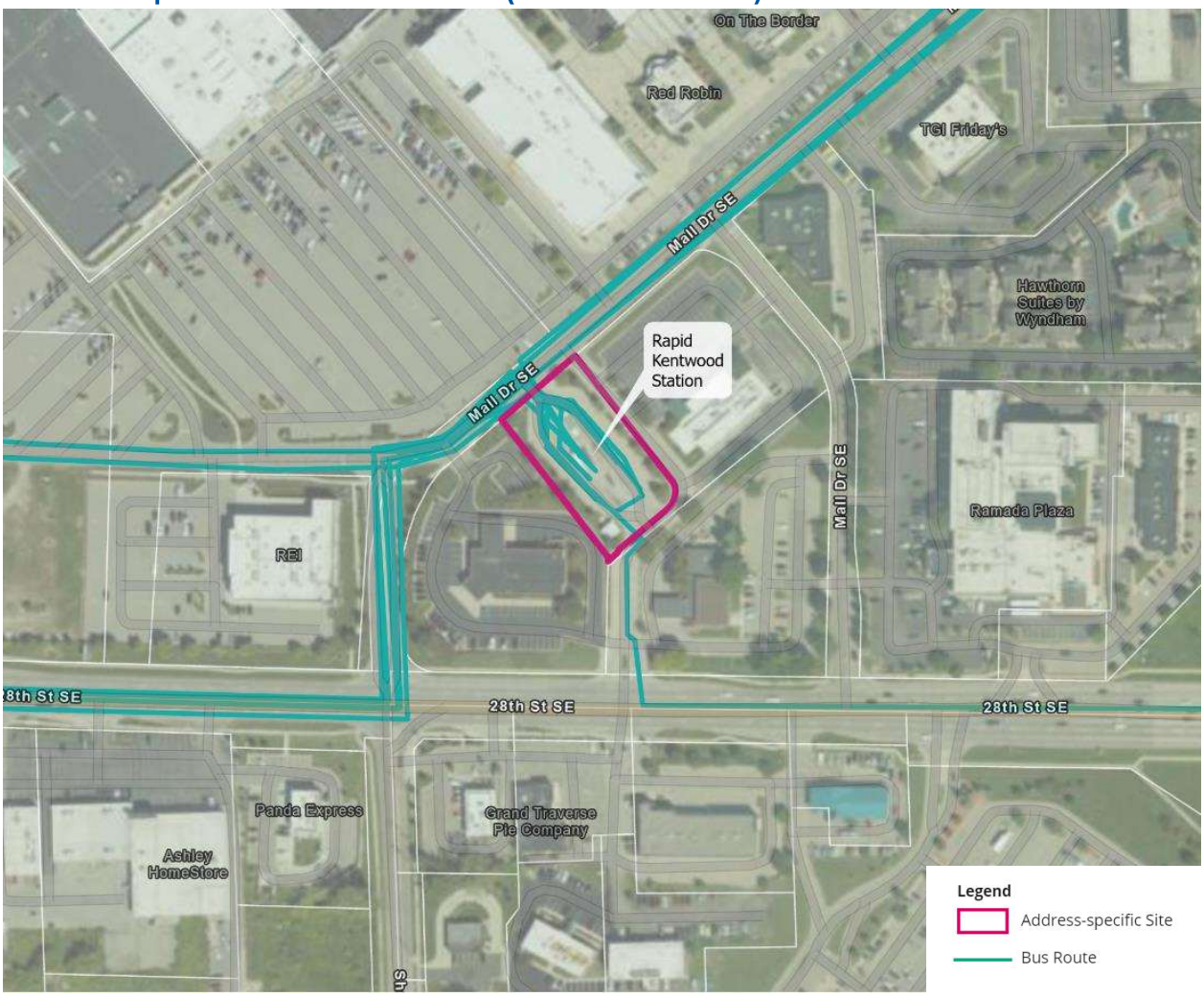
Adjacent bike/ped network (infrastructure/character + destinations): 1

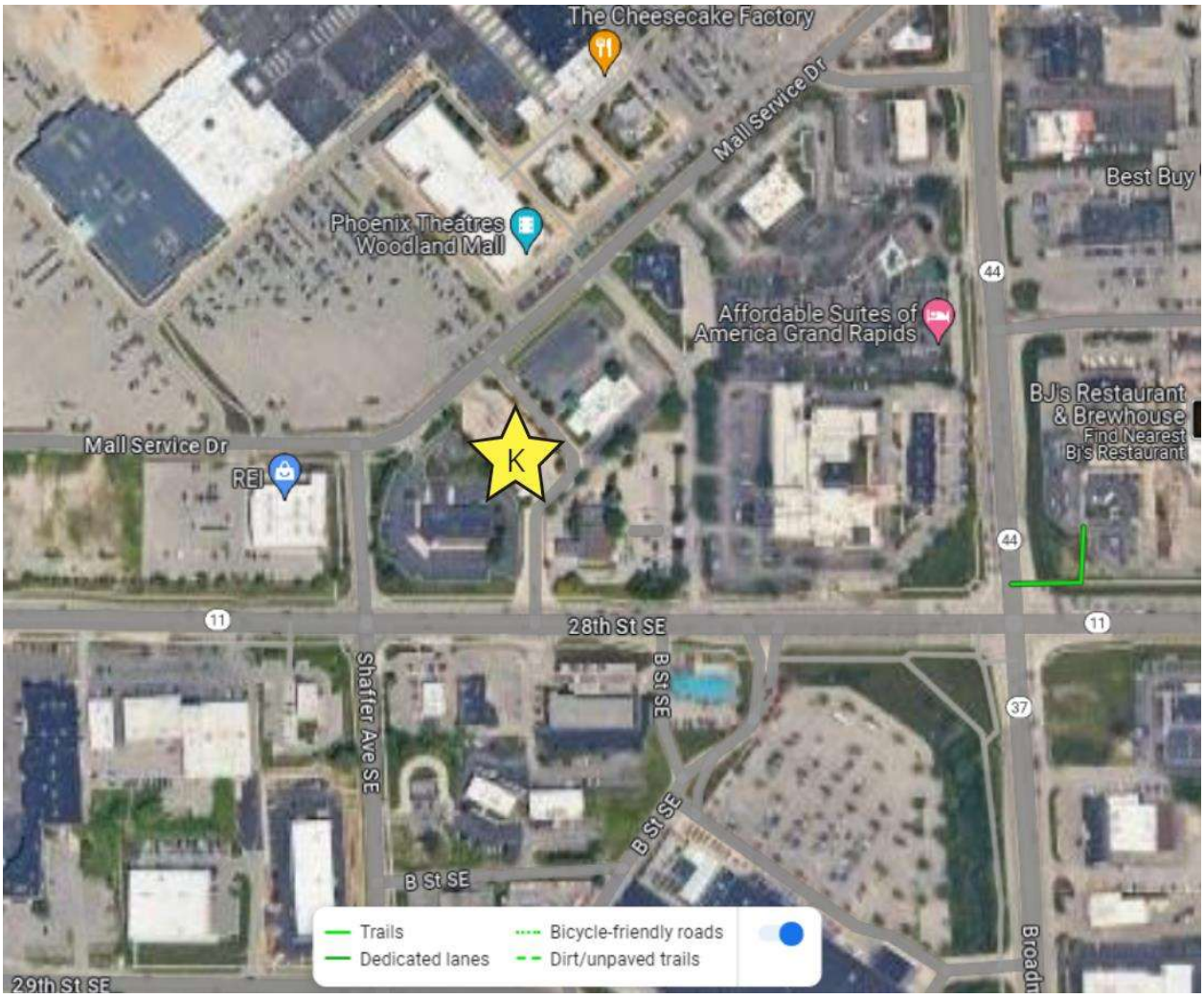
- Not within proximity to bike/ped network

Ease of Redevelopment: 3

- Local development regulations seem to be the primary barrier to TOD redevelopment in Site J.
- Note, this site was built by The Rapid using FTA Capital Improvement Grant (CIG) funds. FTA establishes a range of forty to fifty years for the minimum useful life of a facility.

Site K: Rapid Kentwood Station (Woodland Mall)





Publicly-owned parcels (or other private property owned by a supportive partner): 4

- This is a Rapid-owned site. A mobility hub redevelopment may require additional lot area, requiring coordination with property owners of adjacent sites.

Parcel size: 3

- The site seems to be limited to accommodate a mobility hub. Incorporating adjacent sites may be necessary to achieve such redevelopment.

Proximity to high-frequency stations/stops: 3

- Site has access to existing bus routes but none of them are high-frequency routes.

Development-supportive zoning: 3

- The site and surrounding area are under commercial district.

Mixed-use environment (existing or potential): 3

- Even though this area is commercial in nature, there are precedents for multi-family development in nearby areas.
- A mixed-use or multifamily development at the mall's underutilized parking lot may complement well with the mall and the mobility hub.

Market Strength: 2

- Farther from downtown, existing adjacent residential/commercial, moderate rental rates, moderate incomes, fewer amenities, and little recent development activity

Catalytic Potential on Adjacent Properties: 4

- Even though this area is well-established, underutilized parking lots around Woodland Mall can be redevelopment opportunities for mixed-use development that can complement a transit/mobility hub development at the site.

Adjacent bike/ped network (infrastructure/character + destinations): 1

- Not within proximity to bike/ped network

Ease of Redevelopment: 3

- An existing bus station. Coordination of different property owners to expand this site may complicate redevelopment efforts.
- Zoning amendment in Kentwood may be necessary to facilitate a mobility hub redevelopment.