Metro Transit TOD Site Evaluation

A ULI Minnesota Technical Assistance Panel for Metro Transit TOD Office

June 28, 2018

Urban Land Institute
Minnesota
Technical Assistance Panels (TAPs) are convened by ULI MN at the request of cities, counties or other public agencies. TAPs address specific development challenges such as site redevelopment options, downtown revitalization, and environmental considerations.

TAPs convene development experts across disciplines who can offer recommendations based on the sponsor’s questions. The goal is to generate ideas for realizing local, regional, and state-wide aspirations. Panelists evaluate data, site conditions and future redevelopment readiness and provide specific recommendations to guide future land uses for each site, as well as future partnerships in the real estate industry.

In this instance, the panel was asked by the Metro Transit TOD (Transit Oriented Development) Office to evaluate six Metropolitan Council-owned properties near transportation corridors in six different cities across the metropolitan region. The overarching objective was to evaluate the market potential and likely kinds of development at each site, and to provide guidance to the Metro Transit TOD Office and cities on how to generate developer interest in TOD projects benefitting the region. The TAP also provided an opportunity for the Metro Transit TOD Office to communicate its mission and objectives to the larger development community, especially regarding the FTA (Federal Transit Administration) Joint Development process.

The Panel

Panelists are ULI MN members and development experts volunteering time because of their commitment to the principles of redevelopment, planned growth, economic expansion and local and regional capacity-building.

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The Panel’s Charge

In 2014, the Metropolitan Council established the Metro Transit TOD Office. The Metro Transit TOD Office has since identified and obtained Council approval for a list of “TOD sites” on which to explore development potential and pursue TOD where possible.

To date, the Metro Transit TOD Office has successfully implemented two FTA Joint Developments with private sector and public sector partners - the Snelling Soccer Stadium and 38th Street Station. A third Joint Development is expected to move forward in 2018 with the release of a solicitation for development on the Central Station Block in downtown St. Paul.

The Metro Transit TOD Office has also identified six development sites with unknown private market interest. They have worked to identify the constraints and potential of each of these sites, but no Joint Development can occur without interest from the development community.
The six identified sites for TAP panel evaluation were as follows:

- **2425 Minnehaha Ave**
- **Como and Eustis Park-and-Ride**
  1513 N Eustis St, St. Paul
- **28th Avenue Station**
  8101 28th Ave S, Bloomington
- **Wayzata Park-and-Ride**
  322 Wayzata Blvd, Wayzata
- **Coon Rapids/Riverdale Northstar Station and Park-and-Ride**
  3050 Northdale Boulevard NW, Coon Rapids
- **Fridley Northstar Station and Park-and-Ride**
  6151 East River Road, Fridley
Panel Questions

The panel was asked by the Metro Transit TOD Office to address the following questions with respect to each of the six sites:

- What barriers/impediments need to be overcome to accomplish a successful (re)development?
- What is the general market potential for each TOD site?
- What are the most likely uses for each site? Any special opportunities?

In addition to the site-specific questions, the Panel was also asked to respond to the following general questions:

- What can the Metro Transit TOD Office do to eliminate perceived barriers to Joint Development on land owned by the Metropolitan Council/Metro Transit?
- How should the Metro Transit TOD Office engage the development community to produce maximum interest in each site?

Site Specific Panel Findings

2425 Minnehaha Avenue

This 0.84-acre site is the current home of the Metro Transit Police Department (MTPD). The MTPD is expected to relocate at the beginning of 2019, leaving the 20,200 square foot building with office and garage space vacant. The property is less than ½ mile from the Franklin Avenue Station on the METRO Blue Line and is located between a light industrial area and a residential area of Minneapolis’s Seward neighborhood.

Barriers/Impediments to Redevelopment

- The City of Minneapolis’s goal in this area is to create/preserve job producing industry. This prohibits other possible land uses like housing, which are not viewed as “job producing.” The city is working on a policy to prohibit charter schools which are seen as weakening existing public schools.
- The existing six-inch watermain and related utility easement create a significant impediment to the construction of new or reconfigured floor area on the site.

General Market Potential

- The general market potential in this area is limited. Retail (except specialty retail), office, and medical are unlikely feasible here.
- This market enjoys a vibrant immigration population. This population tends to be entrepreneurial and may be a source of new business.
- Small manufacturing companies or light industrial companies probably have the greatest market potential here.
Likely Uses/Special Opportunities

- Repurposing the existing building is the most likely redevelopment scenario.
- A single user start-up business may be attracted to the space with favorable lease terms.
- An existing nearby business may be the most likely buyer/lessor of the property.
- Make contacts now with adjoining property owners who may want to expand their operations into this space.
- A special opportunity may be a production space for artists or “makerspace”. Such space is in high demand and the building could be easily adapted for this use. Makerspaces are community centers with tools which combine manufacturing equipment, community, and education to enable community members to design, prototype, and create manufactured works.
- Engagement with the Somali community is recommended to gauge interest in the property for a market or other possible uses.
- Given the market conditions in this area and the fact that the site may not be needed for transit, the best option may be to sell the site.

Como and Eustis Park-and-Ride

The Como and Eustis Park-and-Ride is an operating, 38-space Park-and-Ride on the border of St. Paul and Lauderdale at 1513 N. Eustis Street. The Park-and-Ride is served by bus routes 3 and 30, which provide access to the University of Minnesota, downtown Minneapolis, downtown St. Paul and along Broadway to North Minneapolis. The Park-and-Ride is generally well utilized but Metro Transit does not view the parking as a critical transit function. According to the Metro Transit TOD Office, this parking area is not essential, but the site must retain enough space for a bus turnaround and shelter. Land uses around the site include a Health Partners clinic that is preparing to develop a new clinic just northeast of their existing property. Children’s Home Society and Lutheran Social Services own the adjacent site. In addition, Luther Seminary owns adjacent property and has issued an RFP for the development of housing.

Barriers/Impediments to Redevelopment

- The site in general is small and limited in its development opportunities.
- If the parcel to the north could be acquired from Lutheran Social Services, a larger, more developable parcel could be assembled. The northern parcel is located in Lauderdale – a different municipality than the current site which is in St. Paul.
- If the northern parcel is acquired, land use approvals would be required from two municipalities which is not impossible but adds complexity in the development of the site.
The site by itself is too small for the highest and best use, housing. Given the location and adjacent freeway location, this might be best for a non-profit housing development; 1-3 acres is typically the minimum site area needed with surface parking.

The nearby Luther Seminary site is being marketed for sale and will probably include ‘market rate’ housing within a beautiful wooded environment. As such, it would be difficult for the site to compete with a new ‘market rate’ project.

The site is not easily walkable to larger scale shopping.

A storm water easement runs through the south of the property and would need to be vacated, adding time and money to site costs. However, it is possible to accommodate storm water through a district system in the area, and this site does have land on the west side of the freeway which could accommodate this need.

If housing was developed on this site, the property may be less desirable due to elevations that would look onto the freeway as well as possible freeway and emergency service noise issues.

This site may become more desirable once Health Partners relocates into a new facility immediately east of the property.

General Market Potential

- The site is in a positive market for development due to its proximity to jobs, a daycare center, school, healthcare, and social services, but is likely too small on its own.
- The proximity and connectivity to the health clinic and industrial jobs to the west could provide a strong market for workforce housing in the area. This would likely need to be affordable.
- The site is not viable for office use.

Likely Uses/Special Opportunities

- Micro-unit housing may be optimal to achieve needed density and affordability.
- Workforce housing may be attractive as well.
- To optimize development potential, the Children’s Home Society site to the north (parking area) should be incorporated into the development plan.
- Any development potential should consider Health Partners’ intent to potentially vacate their existing facility.
- A project on this site will need to account for other nearby plans, especially Luther Seminary development as that will likely add density and absorb a meaningful increment of ‘market rate’ housing demand.
- If Metro Transit needs to keep the parking spaces, they should consider partnering with a housing developer to share parking. This would reduce the costs to the developer and potentially activate the real estate sooner.
- Any development should pursue district storm water management in the area.
- Improve connectivity to the industrial areas to the west to provide better access to jobs.
28th Avenue Station

Located at 8101 28th Avenue South in Bloomington, the 28th Avenue Station is the 2nd to the last stop on the METRO Blue Line near Mall of America. The area contains a 1,585 space Park-and-Ride divided between two surface lots and a five-story parking structure that accommodates the majority of the available spaces. Lindau Avenue bisects the site. In addition to the METRO Blue Line, the Park-and-Ride is served by the route 54 bus providing high-frequency service to downtown St. Paul. The Park-and-Ride is only 40% utilized leaving ample parking stalls. The triangle parcel at the southeast corner of Lindau Avenue and 28th Avenue is subject to a permanent park easement in favor of the City of Bloomington and a portion of the surface parking lot at the northeast corner of Lindau and 28th is subject to a storm water easement, again in favor of the City of Bloomington.

Barriers/Impediments to Redevelopment

- Development on this site is constrained by several easements that will need to be overcome to enable development. These city easements include underground storm water infrastructure and a park easement, and cut off a corner of the developable parcel
- An existing parking garage takes up most of the site. This limits its development potential but could also be an opportunity.
- Currently, housing is not allowed on the site as it’s within an airport safety zone.
- Proximity to the Mall of America constrains the market for general retail users but there may be potential for small scale convenience retail serving the daytime population, housing and hotel users.
- The health clinic ramp to the east of the site is a visual impediment to development over the Metro Transit parking ramp.
- The 1.2-acre parcel to the north is a challenge to develop because of its long and narrow dimensions. The optimal depth for retail use would be 60 feet front to back. Once providing for that, there is not enough area for parking.
- Due to the large redevelopment parcels in the area, it may be difficult to create a sense of place in the near term.

General Market Potential

- The area has a very robust development market and great potential with access to light rail and bus connectivity, great views, and proximity to open public space along the river.
- Current residential, hotel and recreational development is occurring and proposed. Over $700 million was invested in development over the last 5 years and a similar investment is expected in the next 5 to 10 years.
- This area is one of the largest retail markets in the metro with Mall of America.
- The City is very supportive of transit and higher density development.
• The Bloomington Port Authority’s adjacent site will drive the market for a larger use in this area and they are marketing the site for a grocery store.
• The property to the east of 30th is owned by McGough and is expected to be developed soon, although no current proposal has been submitted.
• The parcel to the North was recently purchased by a select service hotel with a pad for a restaurant with surface parking.
• There currently is a need in the market for a grocery and liquor/convenience store

Likely Uses/Special Opportunities/Considerations:

• To provide a more developable property and create a sense of place, it is suggested that the City locate the park easement above the existing storm water easement on the 1.2-acre parcel to the north.
• Allow development on top of and within the parking structure to maximize development opportunities. This space could include hotel, health club or entertainment uses. Specialized office use is a potential but would need to be opportunistically tenant-driven. The surplus of parking can be attractive to certain office users.
• Depending on the construction type and floor-to-floor area, some of the parking lot could be converted into other uses.
• Once the park easement is removed from the corner parcel, this site could be a viable location for a limited service/convenience grocery store and liquor store.
• Integrate larger sidewalks and greenspace within the area to create a more walkable environment like Bloomington Central Station Park.

Wayzata Park and Ride

Located at 322 Wayzata Blvd East in Wayzata, this 1.77-acre surface Park-and-Ride lot is served by four bus routes that run from various west metro locations to downtown Minneapolis along I-394. The 102 parking stalls are approximately 60% utilized on most weekdays. At this time, Metro Transit believes this site would need to accommodate a bus turn around and at least 60% of the parking area. The Park-and-Ride is located near various attractive amenities including downtown Wayzata, Lake Minnetonka and regional bike trails. Wayzata Park-and-Ride has been considered a TOD site for several years. This Park-and-Ride is one of Metro Transit TOD Office’s least encumbered sites with few easements or other restrictions on development.

Barriers/Impediments to Redevelopment

• Wayzata’s three-story height limit could hinder the density needed to feasibly accommodate new development.
• The height limit in combination with the probable need to retain at least 60 park and ride spaces and a bus turnaround area will limit development potential.
• Unless relocated as part of a district-wide stormwater management solution, the storm water pond on the south end of the site further restricts development potential.
• The Wayzata market could drive a high price for this site thus making the provision of affordable units difficult to accomplish without significant public participation.

General Market Potential

• Due to the strong Wayzata market and the absence of site encumbrances, any remaining space would be relatively easy to develop.
• Very strong market for housing on this site, particularly workforce housing. The City’s perception that there’s too much high-end housing downtown could provide an incentive for an affordable product here. There is also a high demand for senior housing in this area.
• Very walkable environment – close to the lake, bike trails, parks and shops in the downtown area, as well as a nearby grocery.

Likely Uses/Special Opportunities

• Due to the slopes on the site, building parking in a “tuck under” design could be a way to increase development potential while staying within the City’s height restrictions.
• A partnership with the property to the west of this site would significantly increase development potential for both properties. The Metro Transit TOD Office is advised to initiate conversations with the owner of this property.
• A variety of housing types could work on this site:
  o Micro units for snowbirds who desire an ownership or rental product for the summer months could be an interesting opportunity here, but it may be opposed by the City.
  o Senior housing is in high demand.
  o Workforce housing (there is a critical shortage).
  o Microunits could also be attractive as an affordable housing choice for younger renters/buyers.
• Not enough demand for office as a use on this site
• Wayzata currently has a surplus of prime retail space, some of which is well located and has never been occupied. It would be difficult to compete with this at the cost of new construction
• The City and Metro Transit should evaluate the opportunity to consolidate Park-and-Ride and city public parking to increase the site’s development potential.
The Coon Rapids/Riverdale Park-and-Ride lot is located adjacent to the Coon Rapids Northstar station. The lot has 455 spaces and is approximately 70% utilized during weekdays. Roughly half of the 10-acre site is covered with the surface parking lot. The remainder of the site is undeveloped. The site is near significant retail and park amenities and benefits from convenient access to downtown Minneapolis via express bus and train service. The site also benefits from convenient access to Hwy. 10. Immediately north of the site, Sherman Associates will be constructing a multi-phase, mixed-use project including a 341-unit multi-family development, 15,000 sf of retail, and 50,000 sf of office, which shows preliminary plans for a pedestrian walkway through the site. This will add significant value.

Barriers/Impediments to Redevelopment

- The linear shape of the site limits development potential.
- In its current location, the ponding area on the north end of the site limits the development potential of the property. Other solutions to onsite stormwater management such as a relocated ponding area or an underground system could be pursued to improve the development potential of the property.
- The electrical transmission line and easement on the west edge of the site requires relocation and partial vacation of a 70-foot easement at an estimated cost of between $100,000 - $200,000. The line cannot be buried. The current estimate is that 70% of the Park-and-Ride parking needs to remain.
- How much of the site is developable is a question. It is unclear which Metro Transit easements and access points can be relocated or adjusted. A 125-foot-wide corridor might be available.
- There is a lack of connectivity and greenspace in the surrounding area but FTA requirements may restrict the use of parts of the property for park purposes.

General Market Potential

- The area is currently a region-serving district with dense retail, commercial, and office development. Key properties include the Riverdale Shopping Center and Mercy Hospital. Additional retail and office uses are not feasible in the near future.
- Accessibility is an issue. This will limit the types of development that will work here.
- Industrial uses could work, although lack of access and the linear shape are impediments.
- Some potential here for light medical uses such as chiropractic, dental or eyecare offices.

Likely Uses/Special Opportunities

- Creating direct vehicle and pedestrian access from the Park-and-Ride lot and the multifamily properties is strongly recommended and should be part of the Sherman Development.
- Residential, especially workforce housing, is viewed as the most likely use for the site and this would be supported by the City and should be marketed to secure a workforce housing development. There could be options to provide up to 10 years of tax increment assistance with a future phase receiving another 10 years of assistance to help in the development of affordable housing.
- The timing of this project will be impacted by the market absorption of the Sherman project.
- The train traffic on the adjacent Northstar line is not considered to be a deterrent to workforce housing; there have been successful senior housing projects next to rail sites because people like to watch the trains.
• Even though the ponding area limits development potential of the site, it could be a great amenity if utilized.
• Shared parking is an opportunity on this site and a district approach should be planned.
• It’s possible to incorporate light medical office use on the site such as a chiropractor, dental or eye clinic.
• A storage facility use could also be a possibility for the site.

Fridley Northstar Station

The Fridley Northstar Station Park-and-Ride is divided between the east and west side of the tracks. The east side is owned by the Fridley Housing and Redevelopment Authority (HRA) and the west side is owned by the Metropolitan Council. The rail line accommodates approximately 60 trains each day. The Park-and-Ride accommodates 300 cars. However, there is very low utilization with over 85% of stalls remaining vacant on an average weekday. There is no bus service at the site, but regular bus service is within walking distance. Approximately 3.75 acres on the west site of the site is considered developable and could be expanded by including the two single family properties adjacent to the site. The eastside Park-and-Ride is considering a three-stage, residential development proposed by Sherman Associates with pedestrian and bike access to the Metro Transit TOD site through a lit pedestrian tunnel under the tracks.

Barriers/Impediments to Redevelopment

• A 20-foot wide easement in favor of CenterPoint Energy contains a gas pipeline that runs diagonally across the site and would need to be relocated to accommodate any development.
• The site currently has disconnected land uses and lacks a sense of place.
• The site may be considered the “wrong side of the tracks” but this can be overcome by the lit tunnel that accesses the Northstar rail line.
• There is a large area of Naturally Occurring Affordable Housing (NOAH) properties to the south of the site, owned by multiple investors and in disrepair. These are viewed by the city as problematic and hinder utilization of the great access to the Mississippi river.

General Market Potential

• Housing demand appears to be strong. There are many development proposals in the area.
• Older multifamily projects are receiving new investment and being re-developed. There are multiple uses within a 10-minute walk from the site such as Cub Foods shopping area and an elementary school.
• The Islands of Peace regional park is a strong amenity for area residents.
• There is a diversity of skilled, unskilled and high-tech jobs in the area with the Curtis 1000 company, John Allen Properties, and Glen Taylor’s business.
• The site would not be considered for an industrial use. Even though it would need to be rezoned, it would be done through a Planned Unit Development (PUD) to provide flexibility.
Likely Uses/Special Opportunities

- Developers should combine the sites with the right-of way to gain the most developable space. They should also purchase the single-family properties.
- Great location and site for housing and housing affordability (larger scale higher density workforce development). This is a Qualified Census Tracts (QCT) Site (at least 50% of the households have incomes below 60% of the Area Median Gross Income) with access to 4% bonds, but a developer may want to wait until the existing proposed housing developments are completed to determine if there is still a housing market for the site.
- Uses such as a daycare, drugstore, or health clinic are possible.
- The site needs a daytime use that creates density and draw by creating a town center-feel and providing a gathering space or area of activity.
General Principles for Development with Metro Transit TOD

What can the Metro Transit TOD Office do to eliminate perceived barriers to Joint Development on land owned by the Metropolitan Council/Metro Transit?

As understood by the panel, a basic tension of Joint Development is that the property is subject to a ground lease. It is safe to say that, for most developers, any lease arrangement is viewed less favorably than ownership. Projects based around leased properties will be more difficult to finance regardless of whether they are for residential, commercial, mixed-use or any other type of property. This will in turn limit the number and types of developers who will be responsive to an RFP or RFQ. Developers may also perceive Joint Development/ground lease processes as potentially time consuming and complicated, further chilling responsiveness to solicitations.

Where Joint Development/ground leasing is a must (which is the case with most of the properties in question) Metro Transit would benefit from being as flexible and creative as possible. The longer the term, the more that the lease takes on the appearance of fee ownership, especially in the eyes of the lending community. In general, commercial lenders would require a minimum 50-year term and housing projects may need a minimum of a 99-year term with the ability to renew being financially feasible.

Although viewed as a complication in this market, there are now some successful examples of Joint Development that may help to reduce the risk and anxiety of the development community. Perhaps the most important thing the Metro Transit TOD Office can do to increase investment interest would be to name a point person whose responsibility is to be a single point of contact for a developer who is pursuing a Joint Development deal. This person must be highly knowledgeable about the Joint Development process and be readily accessible. This may be available now through the Metro Transit TOD Office, but current developers are not sure. Developers’ greatest enemies are uncertainty and risk. Developers need to be assured that the Metro Transit TOD Office will be an active partner who will assist in guiding them through the Joint Development process.

In some cases, the outright sale of some properties might be possible (as recommended for the 2425 Minnehaha site). If an outright sale is possible, it may be an opportunity to move certain properties without the possible complications of a Joint Development deal.

How should the Metro Transit TOD Office engage the development community to produce maximum interest in each site?

**Have a shared vision with cities.** During the past seven years, ULI MN has conducted “Navigating” workshops for over 65 Minnesota communities. One of our messages to these communities is how to be successful in securing great (re)development. In our opinion, leadership and “consistency of vision” are the most important keys to successful communities, especially the alignment of policy direction between elected officials, appointed officials and staff. This can also be said for the Metro Transit TOD Office and the communities in which these properties are located. The Metro Transit TOD Office is urged to work closely with each city to ensure a shared vision that can be effectively communicated to the development community. Give developers assurances, where possible, that if they can successfully navigate the Joint Development process, their project will be approved by the city.

**Showcase these sites on an ongoing basis.** Look for places and opportunities to showcase the development options afforded by these sites. The ULI MN TAP was a great way to highlight the sites to the development community. Look for and take advantage of other similar opportunities for other TOD sites and continue to refine a vision, along with city partners, for development potential at these sites.

**Development is a relationship business.** Since the Great Recession, developers have been more reluctant to invest time and capital pursuing RFP’s and RFQ’s. They instead focus their attention on places where they have developed trusting relationships. Make the effort to reach out to developers on an ongoing basis to develop these relationships prior to the issuance of an RFP or RFQ. Meeting with developers, networking at events frequented by real estate professionals, and general relationship building will prove helpful when development opportunities arise. The Twin Cities development community is small!
Create case studies of successful projects. The Metro Transit TOD Office should be proud of the successful Joint Development projects that have occurred. Written case studies of these projects will help break down the “fear of being first”. Augment existing stories with some smaller successes to encourage scale projects.

Create a reason for developers to want to do a deal with the Metro Transit TOD Office. Recognize that developers have many options. Make the process as easy as possible. Establish a single point of contact at the Metro Transit TOD Office for developers. Make the preliminary application easy to complete and provide a timely response to applicants. A quick “no” is preferable to a slow “maybe”.

Contact adjoining property owners/developers. Many of the sites that were studied would benefit from partnerships with adjoining property owners and may have more value when combined. In some cases, it may be appropriate to reach out to the owners/developers of these sites prior to the issuance of a solicitation. The best developer may be your next-door neighbor!

Prioritize housing sites to include affordability. Increased land costs are a major contributing factor in the rising cost of housing particularly for those with lower incomes. In neighborhoods where prices are rising most quickly, especially adjacent to the region’s transportation network, publicly available land is a precious commodity and an important public resource. Supporting affordable housing and providing regional access to opportunity are important goals of the Metropolitan Council. The Metro Transit TOD Office may be able to prioritize affordable housing on Metro Transit TOD sites to forward these goals. Discounting land or lease costs for affordable housing can make projects pencil out for the developer and may reduce the overall subsidy government makes to ensure affordability in the project.
Urban Land Institute Minnesota

ULI Minnesota is a District Council of the Urban Land Institute (ULI), a 501(c)(3) nonprofit research and education organization supported by its members and sponsors. Founded in 1936, ULI now has more than 40,000 members worldwide representing the full spectrum of land use and real estate development disciplines, including developers, builders, investors, architects, public officials, planners, real estate brokers, attorneys, engineers, financiers, academics and students.

As the preeminent, multidisciplinary real estate forum, ULI facilitates the open exchange of ideas, information and experience among local, national and international industry leaders and policy makers dedicated to creating better places.

Regional Council of Mayors

Supported by ULI Minnesota, the nationally recognized Regional Council of Mayors (RCM) was formed in 2004 and represents Minneapolis, Saint Paul and municipalities in the developed and developing suburbs and Greater Minnesota. This collaborative partnership provides a nonpartisan platform that engages mayors in candid dialogue and peer-to-peer support with a commitment towards building awareness and action focused on housing, sustainability, transportation and job growth.

Advisory Services

ULI has a long history of providing unbiased, market-based solutions and best-practice advice on land use and building resilient and competitive communities through Advisory Services. At ULI MN, three advisory service options are offered to policy leaders. Each option, including the Technical Assistance Panel (TAP), engages ULI MN real estate professionals who volunteer their time and talent to contribute their wisdom and expertise. For more information visit minnesota.uli.org

“By bringing together a group of active developers, we were able to help the Metro Transit TOD Office and affected cities understand how the market will perceive development opportunities on publicly owned TOD sites. We helped them see these sites in a broader context – to think out of the box. Our TAP panel enjoyed collaborating with colleagues and competitors in a way that will make our communities stronger and more vibrant.

John Breitinger, Cushman & Wakefield