Strategies for Implementing Transit-Oriented Development

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City & County of Honolulu
Oahu
603 square miles
953,207 population
.25 % developable land area
80% of population location in the primary urban corridor
Spatial political economy
Urban space, place, and the production of form – how and why land and fixed capital in the form of the built environment are located, regulated, exchanged, transformed, and reproduced.
Community economic development strategy has a three-pronged mission.

1. Improve the economy of a community by increasing the income and wealth of the residents and stimulating private investments. There is significant emphasis on placing the assets and the economic fate of the community within the control of the residents.

2. Enhance the physical nature of the neighborhood, from its housing to its shopping areas, transportation, public spaces, and environment.

3. Strengthen the social bonds among the people in the neighborhood – their neighborliness; their readiness to collaborate; their willingness to support initiatives that would increase job opportunities; and to socialize with one another.
Development Relationships

Physical
- Development
- Regulations

Project Costs

Financial
- Project Feasibility

Political

Market
A key reason complex programs are so difficult to evaluate is that the assumptions that inspire them are poorly articulated.

Stakeholders of complex community initiatives typically are unclear about how the change process will unfold and therefore place little attention to the early and mid-term changes that need to happen in order for a longer term goal to be reached.

The lack of clarity about the “mini-steps” that must be taken to reach a long term outcome not only makes the task of evaluating a complex initiative challenging, but reduces the likelihood that all of the important factors related to the long term goal will be addressed.

A “Theory of Change” is a way to describe the set of assumptions that explain both the mini-steps that lead to the long term goal of interest and the connections between program activities and outcomes that occur at each step of the way.

Designers of complex community-based initiatives need to be specific about the theories of change guiding their work and in doing so it will improve the overall evaluation plans and strengthen the ability to claim credit for outcomes that were predicted in their theory.
Long-term Outcome

Intermediate outcomes or preconditions

Preconditions

Preconditions
• Is this theory TESTABLE? Have we specified how success will be measured clearly enough that we can recognize progress toward our goal when we see it? Have we defined indicators for each outcome in clear terms? • Is this theory of change PLAUSIBLE? Have we created a compelling story about the pathway of change that would lead to the long-term goal in this community? • Is this theory of change FEASIBLE? Do we have the capacities and resources to implement the strategies that would be required to produce the outcomes in the pathway of change?
The Planning Process

1. Identify Problem or Environmental Deficiency
2. Develop Goals & Objectives
3. Collect Data
4. Develop Alternative Solutions
5. Test & Evaluate Alternatives
6. Select Preferred Alternative or Synthesis of Alternative Solutions
7. Implement

Feedback
Urban Catalysts

Most existing urban planning/design theories are based upon European design theories and seem to assume a central government (European model), with the political and economic power to implement the developments envisioned using American political and financing tools. Urban plans, instead of being conceived as the process of implementing one or another ideal of the city using variable tools, is more appropriately thought of as a process of arranging catalytic reactions – there should be no ultimate vision.

Rather a sequence of limited, achievable visions, each with the power to kindle and condition other achievable visions.
**SYSTEMIC**
Develop the road and communication systems as the urban infrastructure. (Motorways as a unifying force.) And realize the implication of flow and movement in the architecture itself.— *Forum (Holland)* 7

It is the basic theme of present-day urban design to think of the spatial organization as a network of communication and as a living body with growth and change. This is the process I call "structuring." We need a process of coupling the functional units.— *Kenzo Tange*

**FUNCTIONALIST**
Once the city is defined as a functional unit, it should grow harmoniously in each of its parts, having at hand spaces and intercommunications within which the stages of its development may be inscribed with equilibrium. The city will take on the character of an enterprise that has been carefully studied in advance and subjected to the rigor of an overall plan. Intelligent forecasts will have sketched its character, foreseen the extent of its expansions, and limited their excesses in advance.— *Athens Charter, Part 84*

The street. The square. There are almost no other discoveries to be made in architecture.— *Rob Krier*

**HUMANIST**
It's getting cold again over here—and always when it does I start thinking about how to warm up architecture, how to make it lodge around us. After all, people buy clothes and shoes the right size and know when the fit feels good. It's time we invented the built thing that fits them—us.— *Aldo van Eyck*

The more somebody is personally able to influence his surroundings, the more involved and attentive he becomes, and also the more likely he will be to give them his love and care.— *Herman Hertzberger*

**FORMALIST**
We don't have knowledge of everyone's personal images and associations with forms, but we assume that they can be seen as individual interpretations of a collective pattern.— *Herman Hertzberger*

One is struck by the multiplicity of functions that a building of this type [Palazzo della Ragione in Padua] can contain over time and how these functions are entirely independent of the form. At the same time, it is precisely the form that impresses us; we live it and experience it, and in turn it structures the city.— *Aldo Rossi*
Instead of following one of the several countervailing approaches of European planning theory, it's better to take some of each of the realm of overlapping, reinforcing values. The values that are chosen are not ends but qualifiers that condition the catalytic process.
Catalytic reactions can take several forms: nuclear (top), multi-nucleated, serial and “necklace” (lower left).
The Catalytic process: Actions, whether developments, restorations, reports, or whatever, catalyze other actions, which in turn lend impetus to others. Each action is constrained too, so that the reaction does not destroy the city. The moderating aspect of the process is represented by the broken lines around the hatching.
75. Diagrammatic representation (read left to right) of preserving, reinforcing, repairing, and creating urban fabric.
76. Downtown Portland: the ingredients that support and reinforce one another.
TOD Coordination between the public agency and private development is difficult because of the differing timeframes.
Real Estate Market Conditions & TOD Investment Needs

- **Emerging TOD Market Areas**
  - 0%
  - 5%
  - 10%
  - 15%
  - 20%
  - 25%

- **Strong TOD Market Areas**
  - 0%
  - 5%
  - 10%
  - 15%
  - 20%
  - 25%

**Need for Catalytic Investments**

**Opportunity for Community Benefits**

**TOD/Infill Project Revenues**
New P/P/P Tools Needed in This Economy

P/P/P Tools & Resources in the Good ‘Ole’ Days

1. Private Developers & Retailers with Deep Pockets
   a) Abundant Debt & Equity
   b) Will Assemble Land
   c) Will be ‘First Movers’

2. Economy Supporting the Fast Life
   a) City Budgets Flush from Sales & Property Tax Revenues
   b) Small Businesses Expanding

3. Larger, Downtown Greenfield Sites (Easy to be Nimble)

State of those P/P/P Tools Today

1. Private Developers & Retailers With Holes in Their Pockets
   a) Can’t Obtain Debt & Equity
   b) Won’t Assemble Land
   c) Won’t be ‘First Movers’

2. Economy on Life Support
   a) City Budgets Cut Due to Loss of Sales & Property Tax Revenues
   b) Small Businesses Closing

3. Smaller, Non-Downtown Infill Sites with NIMBY’s
Reasons for TOD failure

• Lack of Political consensus
• Lack of adequate market demand
• Difficult to obtain financing – lenders don’t understand project requirements such as parking
• Undercapitalized developers
• Poor station location, design, and access
• Too much political risk present -
• Lack of community input increasing opposition
• Lack of proactive policies and processes supporting TOD
• Parking requirements too onerous
TOD Key Success Factors

- Create a long-term plan and site specific plans
- Incorporate transit oriented development planning at the right time
- Create the right organizational structures and processes
- Ensure design and engineering excellence are present
- Engage stakeholders early and often
- Partner with private industry
- Leverage the right TOD implementation tools
Collective, long-term, sustained, and strategic investments are needed in order to produce important community development outcomes. In addition to brokering a common agenda, these partnerships are building the capacity of community-based groups and other stakeholders to ensure strong local leadership. These coalitions help increase the flow of resources into neighborhoods, define and execute market-based strategies, and develop new approaches to creating and seizing neighborhood development opportunities.
Resolving Five Key Economic Land Use Issues

• Creating mechanism(s) to encourage cooperation among property owners & avoid having “the/a plan” predetermine the winners & losers.

• Developing strategies to direct & manage development - while recognizing the pressures of market forces & private interests.

• Identifying the successful mix of public policies, regulations & incentives which can direct development in the public interest.

• Developing strategies for phasing development that does not overwhelm an area’s infrastructure.

• Identifying densities and land values that support development costs & policy objectives.
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<thead>
<tr>
<th>Category</th>
<th>Weighting</th>
<th>Ho ‘opili</th>
<th>West Loch</th>
<th>Pearlridge</th>
<th>Kapalama</th>
<th>Iwilei</th>
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<td>Market Forces</td>
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<td>Singular Ownership</td>
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<td>Low Barriers to Entry</td>
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<td><strong>Strategic Score</strong></td>
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<td><strong>61%</strong></td>
<td><strong>57%</strong></td>
<td><strong>50%</strong></td>
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- Weak 🟼
- Strong ⬜
## Directing Neighborhood Change

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<th>Catalyze Market Driven TOD</th>
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- **Critical TOD Priority Stations**
- **TOD Stations of Regional Importance**
Value Capture District(s)
What Makes This Different?

What sets Market Creek Plaza apart from other developments is its network of teams, which bring out the natural creativity, problem-solving, and risk-taking of residents in their neighborhoods.

While each building block by itself may not be unique, together they are interwoven in such a way as to create an innovative foundation for community building. The five building blocks of that foundation are:
What Cities Can Do?

- Have a clear, common vision
- Know the market
- Do the hard work with the community *first*
- Have zoning *and* design guidelines in place
- Insist on quality
- Set density minimums
- Create value through a collaborative planning process
  - Collaborative land assembly
  - Assistance with project economics
    - Direct investment to create public benefits
    - Financing assistance tied to public benefits
  - Co-investment and co-development
What are we doing?

- Developing an understanding of market and development opportunities and constraints – regionally, at the neighborhood/station area and parcel level.
- Creating broad political consensus and support of the (fuzzy) vision, goals and objectives at the neighborhood level and within community-based institutions. Critical, given the short-term political life-cycle prevalent today.
- The City has to develop the skills and resources and processes to participate effectively as a development partner. Being opportunistic, flexible and entrepreneurial. It must still adhere to principles identifying and quantifying public benefits and costs, transparency and accountability.
- The community must have the capacity to act on its own behalf. We are actively engaged in building capacity within community-based organizations. Developing strategies to attract philanthropic entities.
Mahalo!

www.Honoluludpp.org