

EN-H01

HOW TO BUILD INSTITUTIONS AND ENABLE INTERGOVERNMENTAL COORDINATION



A step-by-step guide to identify project champions that can make TOD happen and ensure road safety within existing planning and development framework.

Type: Step-by-Step Guide



INTRODUCTION

The success of TOD depends entirely on the abilities of the agency involved to create change. To enable these agencies to work towards TOD goals, it is imperative to consider defining a complete framework that will support their work and enable greater coordination and more effective TOD interventions. This tool will help define the key requirements for an enabling framework, largely from the point of view on institutions and how they can work together for better results. The TOD Corridor Course (WB/WRI 2015) and Transforming Cities with Transit (Suzuki, Cervero, Iuchi 2013) formed the basis for identification of the key enabling factors that are covered in the tool:

- **Influencing Leaders** - This involves educating leaders about the benefits of TOD to ensure political support
- **Build an Effective TOD Organization** - This may be at the scale of a city or a station area. An organization with a well-defined structure will allow better coordination and buy-in for TOD goals across all city departments and the public.
- **Aligning the Vision across scales** - This is needed to ensure that TOD plans at one scale are not hindered by policy barriers at other scales. The planning process must allow for TOD to be possible at any scale.

Disclaimer: *The Transit-Orientated Development Implementation Resources & Tools knowledge product is designed to provide a high-level framework for the implementation of TOD and offer direction to cities in addressing barriers at all stages. As the context in low and middle-income cities varies, the application of the knowledge product must be adapted to local needs and priorities, and customized on a case-by-case basis.*

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REFERENCES:

- MOUD (Ministry of Urban Development, India). 2016. Transit Oriented Development Guidance Document. Consultant Report, IBI Group, New Delhi: Global Environment Facility, UNDP and World Bank.
- Suzuki, Hiroaki; Cervero, Robert; and Iuchi, Kanako. 2013. Transforming Cities with Transit: Transit and Land Use Integration for Sustainable Urban Development. Washington DC:World Bank.
- World Bank; WRI (World Resource Institute). 2015. Transit-Oriented Development at a Corridor Scale Course. Washington, DC.

INFLUENCING LEADERS WITH THE BENEFITS OF TOD

Successful TOD relies heavily on the political capital of the city or jurisdiction's leadership. Irrespective of the type of leadership structure within a city, it is evident now that a well-informed and committed leader can help push the concept of TOD in order to improve the everyday lives and experiences of citizens, while also building resilience. For a TOD planner, the very first step to building an enabling environment is to convince the leadership of the benefits TOD can bring to the citizenry, environment, and public sector finances.

Ultimately, TOD can be contextualized to focus more on the specific needs of a city. For example, for a city with a flooding problem, TOD benefits may be focused more towards creating climate resilience through the strategic distribution of density and transport investments, such that least possible number of people are at risk during flood events. As a starting point, some benefits are listed here, adapted from the TOD Guidance Document (MOUD, India 2016).

SOCIAL BENEFITS

Increased mobility choices for all: Compact, walkable communities linked by transit. TOD provides much-needed mobility options, including options for young people, the elderly, the poor, and people who do not own cars or prefer not to use a car;

Improved economic accessibility: Increasing the reach of transit systems through TOD will enable more people to access economic opportunities that were inaccessible before;

Increased disposable household income: TOD can effectively increase disposable income by reducing the need for one or more car and reducing commuting costs;

Increased health benefits: TOD promotes a healthy lifestyle by making it convenient to walk and by providing the infrastructure that supports walking and bicycling;

Increased road safety for all: TOD promotes walking and bicycling; hence road safety measures are essential for a safe and secure user experience;

Increased public safety and security: TOD encourages "24-hour" activity in a mixed-use environment and provides "eyes-on-the-street" that increases one's overall sense of security and safety in an area; and

Increased housing choices for all: Encouraging high-quality diverse housing products (mixed income, owner-occupied, rental and workforce housing) within TODs is an important goal. TOD can contribute to the affordable housing supply by offering incentives to the private sector such as density bonuses and location efficient loans in transit-served sites in exchange for lower cost housing products.

ECONOMIC AND FISCAL BENEFITS

Improve economic efficiency: A city developed based on TOD principles enhances interactions between people and firms leading to agglomeration benefits.

Increased land values and property tax revenues: Access to transit results in a significant increase in the property values of nearby properties, provided the transit system has good regional connectivity and frequency of service;

Increased transit ridership: Placement of more people close to transit and providing mixed-use amenities and safe access to transit justifies higher service frequencies and promotes high ridership levels (including attracting new riders that may otherwise choose to drive), enabling transit to be more competitive with the automobile;

Increased opportunities to cross-subsidize transit: Monetization of land parcels in close proximity to transit for income-earning activities such as real estate development, retail lease, and/or paid parking, can create an additional revenue stream for transit operators;

Reduced costs on road infrastructure: TOD can effectively reduce the need for major road projects such as flyovers and expressways, which have low person/road km usage but very high construction and maintenance costs; and

Reduced costs on municipal infrastructure: TOD can help reduce the need for new infrastructure costs (such as water, sanitary, sewer and roads) for local governments and property owners by limiting the extent of sprawl that needs to be serviced. While initial infrastructure improvements may be necessary to support additional density and ensure road safety in resource-constrained locations, utilizing decentralized infrastructure services in higher density areas will lead to self-sufficiency in the long term.

ENVIRONMENTAL BENEFITS

Conservation of resource lands and reduced urban sprawl: Provision of more compact patterns of growth at urban infill sites conserves agricultural and natural lands that would otherwise be consumed by sprawling development;

Climate Resilience: Compact development patterns will allow the city to avoid developments in climate-affected areas and enable the city to concentrate on climate mitigation measures within a smaller area;

Reduced rates of vehicle kilometers traveled (VKT): Savings in travel times and unit vehicular operating and maintenance costs;

Space efficiency: Less land is required to move a small number of transit vehicles relative to a large number of automobiles carrying the same number of people;

Energy efficiency: Less energy is needed to move one person by transit than by automobile, assuming normal transit vehicle loading conditions; and

Better air quality: Since less energy is required to move people, fossil fuel-based transit vehicles emit smaller amounts of smog-forming and climate change-inducing pollutants, thereby reducing air pollution rates.

Safe urban environments: TOD projects encourage implementation of complete streets and universally accessible public spaces leading to creation of green networks and safe spaces for all users.

HOW TO STRUCTURE A TOD ORGANIZATION

Cities that decide to commit to large TOD projects should enact, through law or other appropriate official decision, the creation of a special body (task force, committee or agency) that, from inception, has deep ties to the TOD Plan. This organization must be held accountable to the public and operate with a very clear transparency and mission. The organization will promote the development of planning research, design master plans and regulations, oversee implementation and continued adaption of systems and coordinate with planning guidelines and professionals from different levels of government and the private sector. It is crucial that this agency exists outside of the political sphere to ensure long-term ownership, management, and security of singular vision. To further ensure legitimacy, the organization should receive its budget from a percentage of the revenue garnered from the TOD. This motivates continued dedication to creating and maintaining the effectiveness of the system. A funding mechanism built into the TOD revenue streams will also ensure its exemption from political budgetary issues and protect the government from further economic stress.

PURPOSE

Establish clear roles and responsibilities for the TOD Organization to facilitate partnerships and coordinate implementation activities in a structured manner. This tool provides a step-by-step guide for identifying project champions at the individual and organizational levels, preferably city staff, representatives from NGOs or local advocacy groups, that will remain engaged throughout the planning process.

01

IDENTIFY MANDATE OF TOD ORGANIZATION DEPENDING ON SCALE

MANDATE AT DIFFERENT SCALES

CITY/ REGIONAL SCALE TOD	CORRIDOR/ STATION AREA SCALE
POLICY AND REGULATORY ORGANIZATIONS <ul style="list-style-type: none"> Engage with political leaders and other decision-makers in goal setting and vision building for establishing transit supportive development policies Collaborate with other agencies to take an active role in addressing policy-level barriers to TOD 	TECHNICAL PROJECT-SPECIFIC ORGANIZATION <ul style="list-style-type: none"> Define project-specific planning processes and mechanisms that can make TOD happen within the existing planning and development framework Provide both technical and financial assistance, as well as oversee implementation to evaluate progress and quality of work

02

IDENTIFY KEY PARTICIPANTS

CITY/ REGIONAL SCALE TOD	CORRIDOR/ STATION AREA SCALE
PRIMARY PUBLIC SECTOR PARTICIPANTS <ul style="list-style-type: none"> <input type="checkbox"/> Who owns and operates city/regional transit services? Include ALL agencies AND <input type="checkbox"/> Who creates regional growth/economic strategy? Include ALL agencies/departments AND <input type="checkbox"/> Who creates and enforces development control regulations? Include ALL agencies from all local jurisdictions AND <input type="checkbox"/> Government organization(s) involved in affordable housing/ heritage preservation/ environmental protection/ road safety. SUPPORTING PARTICIPANTS/ COMMITTEES <ul style="list-style-type: none"> <input type="checkbox"/> Non-profits involved in affordable housing/ social safeguards/ heritage preservation/ environmental protection. AND <input type="checkbox"/> Private sector associations/ trusts involved in real-estate development/ business and commerce. 	PRIMARY PARTICIPANTS <ul style="list-style-type: none"> <input type="checkbox"/> Who owns and operates transit services? Include primary corridor transit agency AND <input type="checkbox"/> Who owns majority land around stations? <ul style="list-style-type: none"> Private individual landowners Private large landowners Public large landowners Include: <ul style="list-style-type: none"> Non-Profit representing landowners Private landowner Public landowner AND <input type="checkbox"/> Who creates and enforces development control regulations? Include specific agencies AND <input type="checkbox"/> Who provides infrastructure services? Include all agencies, including water, energy, drainage, road safety SUPPORTING PARTICIPANTS/ COMMITTEES <ul style="list-style-type: none"> <input type="checkbox"/> Real estate developers (3-4 may be invited through tendering) AND <input type="checkbox"/> Transit feeder service operators (including ride-sharing services if applicable) AND <input type="checkbox"/> Experts in affordable housing/ heritage preservation/ environmental protection as needed.

03

DEFINE TYPE OF INSTITUTIONAL STRUCTURE

TYPES OF STRUCTURES

CITY/ REGIONAL SCALE TOD

- Regional/Metropolitan Policy Committee - to review and formulate policy changes
- Metropolitan/City Regulations Formulation Committee - to formulate transit-supportive regulations
- Public + Non-Profit Coalition - to lobby for TOD supportive policies in legal framework

CORRIDOR/ STATION AREA SCALE

- Technical TOD Task Force - to conceptualize TOD Plan with road safety provisions, seek funds, and implement the proposals
- Public + Non-Profit Coalition - to oversee TOD planning and implementation against goals and targets
- Public-Private Partnership - to finance and implement TOD projects

04

DEFINE COORDINATION MECHANISM

- Decide frequency of meetings with primary participants and with supporting participants and committees.
- Define mode of documenting and recording meeting minutes and medium of communicating them to the public
- Decide timelines/ frequency of public meetings or workshops to ensure continuous communication with the public
- Define coordination needs with other agencies not participating in the TOD organization at federal or other jurisdictional scales or from other planning sectors

05

NOTIFY THE APPOINTMENT OF THE ORGANIZATION

- Follow the city's existing protocol for notifying the organization.
- Notify the mandate of the organization and the TOD-specific goals for the city or project as relevant.
- Notify the yearly budget needs of the organization and source of funding. As far as possible the source of funding should be continuous and reliable and not dependent on political factors.
- Notify the inter-agency coordination and assistance requirements from various inter-government agencies to achieve the specific goals of the organization.

ALIGNING THE TOD VISION

A strong long-term vision must allow the flexibility of accommodating short-term goals, without compromising the values for a long-term transformation. As cities across the globe continue to grow and encounter new challenges, they are faced with the challenge of addressing local concerns within the legal and policy framework set by federal or state authorities. TOD, a new and innovative concept in many parts of the world, challenges the traditional planning paradigm of car-oriented cities, cemented during the early 70s and 80s. To enable a TOD-supportive environment, then one must identify and target larger legal and policy barriers that impede successful TOD.

Some of the typical legal and policy barriers that should be tackled include:

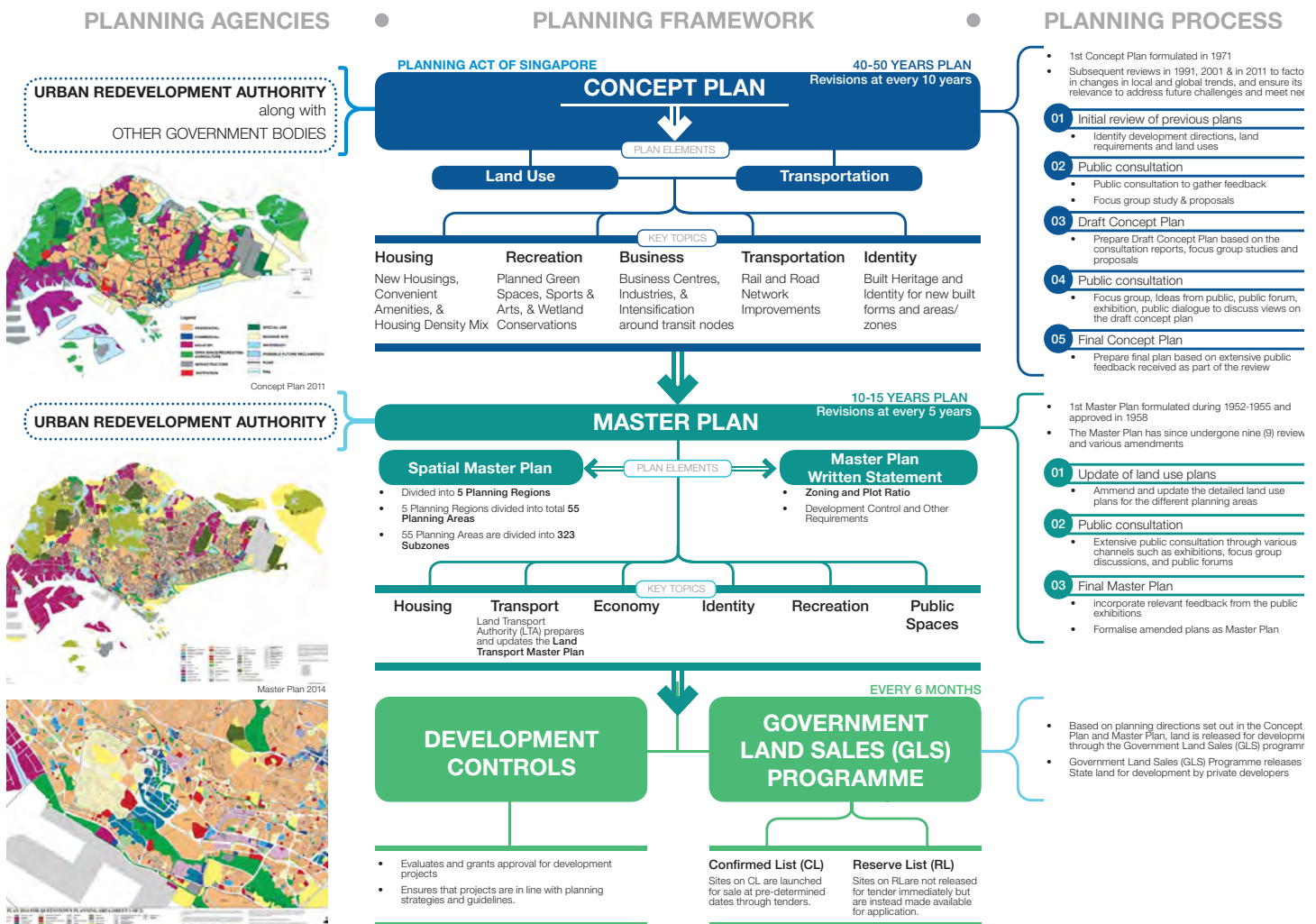
- **Policy encouraging car ownership** - This is true of countries on the high-income scale such as the US to low-income countries such as India. Car manufacturing and sales is a huge industry and many countries incentivize car sales for the sake of national profits. Fuel is also subsidized so that car ownership and driving is incentivized over public transport. There is a need for more awareness about the ill-effects of private automobiles and non-renewable fuel at the national level and local level lobbying must aim to contribute to such awareness campaigns. While this is a long-term process, many cities such as London and Singapore levy a congestion charge, to discourage car movement in dense city areas.
- **Parking is considered a free right** - Parking in many countries is considered a basic right and is also supported by legal precedents. In such cities, prohibiting parking or charging a price for parking generates public conflict. This, in turn, makes it difficult to get public buy-in for TOD projects. Parking prohibition must, therefore, be tackled in a context-sensitive and phased manner, so as to maintain public interest in TOD goals.
- **Land ownership and development rights are absolute** - In countries such as Brazil, India, Mexico, land ownership and development rights are absolute. This makes it very difficult for public agencies to acquire land for transit or TOD investments. Such rights would need to be looked at within the legal context to identify ways of making TOD
- **Public transport is not considered a public service** - In many cities the high cost of fuel and tolls, along with no provision of public subsidy, make it very difficult to maintain public transport operations. There is a need to educate leaders about the social and economic benefits of subsidizing public transport.
- **Road safety is not considered crucial in the planning and implementation process**: It is often believed that road safety is more a matter of human behavior than a matter of infrastructure. There is a need to encourage and consider road safety as an important component of TOD to ensure safe road environments are created for safe behaviors from all types of road users.
- **Urban Planning Standards at federal and state levels promote single-use sprawled planning conventions**- Many regional, state or federal planning guidelines promote sprawling planning standards in terms of minimum road widths and block sizes that discourage compact development plans. There is a need to improve standards to allow for high density, compact development patterns.
- **Rent Control or Land Ceiling Acts** - such acts, if not revised periodically based on city-specific conditions unfairly tweak the real estate market, causing major speculation and an unaffordable real estate market. Many dense cities such as Hong Kong SAR, China and Mumbai were not able to leverage real estate opportunities at the right time due to rent-control measures.
- **Planning Acts are not flexible** - This is one the biggest challenge in many cities. The process followed for statutory planning must adhere to the relevant acts, which in many cases does not allow for an integrated land use and transport planning approach. This discourages the probability of land use and transit planners working together and deriving the combined benefits of TOD.

The example of the Singapore Planning Model below illustrates a well-structured Planning Framework that allows for collaboration between different planning sectors and enables flexibility between long-term and short-term goals.

- The Concept Plan is a strategic land use and transportation plan that guides Singapore's development over the next 40-50 years. Reviewed every ten years, the Concept Plan outlines the strategies to provide the physical capacity to sustain a high-quality living environment
- The Master Plan is a statutory plan that guides the development over 10 to 15 years. It translates the broad, long-term strategies of the Concept Plan into detailed plans for implementation by specifying the permissible land uses and densities. It is reviewed once every five years. The

planning strategies to achieve the vision for Master Plan are presented through six key focuses: Housing, Transport, Economy, Recreation, Identity, and Public Spaces. The Land Transport Authority prepares and updates the Land Transport Master Plan, which informs the Master Plan.

- The release of State land for development is carried out through the Government Land Sales (GLS) programme which releases State land for development by private developers. To facilitate timely development of new, selected large-scale areas, Urban Redevelopment Authority (URA) also works with other government agencies to ensure that basic infrastructure and utilities are provided.





Sao Paulo, Brazil