



**IT'S TIME FOR  
REALISTIC TOD PLANS:  
AVOIDING THE ASPIRATIONAL  
DESIGN TRAP**





**AUDRA ROJEK**  
SENIOR LEAD  
TRANSPORTATION PLANNER



**JOSH TURNER**  
SOUTHEAST URBAN DESIGN  
PRACTICE LEADER



**NILESH DESHPANDE**  
SENIOR TRANSPORTATION  
PLANNER





# • ***THIS MORNING'S SESSION***



- *TOD Planning & Visioning: Avoid the Aspirational Design Trap*
- *Crafting a Reality-Based Vision: How we Get There*
- *Planning for the Unknown: Alternate / Plausible Futures Scenario*
- *Planning & TOD: Making the Case in Jacksonville*
- *Scenario Planning & TOD: US 52 & the Charleston Region*
- *Conclusions & Discussion*



**TOD PLANNING & VISIONING**  
***AVOID THE ASPIRATIONAL DESIGN TRAP***





**A PLACE FOR INSPIRING & ASPIRATIONAL TOD VISIONING**



An aerial, semi-transparent architectural rendering of a city. The scene shows a mix of modern high-rise buildings and older, lower-rise structures. A prominent feature is a large, colorful hot air balloon floating in the upper right quadrant. The city is surrounded by green spaces and trees. The overall tone is bright and optimistic, though the text overlay suggests a critical perspective on certain urban planning trends.

*It is a resistance to TOD planning based on a misunderstanding of its nature and strengths, such as:*

- TOD is only appropriate for urban areas with existing or upcoming premium transit investments*
- All TOD is high-rise, ultra dense development*
- The ‘pretty pictures’ take the place of strategy*
- TOD sets economically-unrealistic development goals*

*Avoid these misconceptions, and avoid the trap!*

**WHAT IS THE “ASPIRATIONAL DESIGN TRAP”**



**CRAFTING A REALITY-BASED TOD VISION**  
*HOW WE GET THERE*



# EXISTING CONDITIONS



# TOD GOALS, TYPOLOGIES & FRAMEWORKS



# STATION AREA PLANNING



# IMPLEMENTATION

**Phase 1 Virtual Workshops**  
- Highlight Existing Condition  
- Station Area Ratings  
- Market Analysis  
- Introduce Typologies  
- Station Prioritization

**Phase 1 Follow Up Survey Results and Public Feedback**

**Phase 2 Virtual Design Charrette Workshops**

**Station Typologies & TOD Desirability & Readiness Ratings**

**Station Area Frameworks**

**Station Area Planning & Visualization for JRTC, Rosa Parks, Springfield, Brooklyn, Shipyards & Kings Avenue/The District**

**TOD Regulatory Framework**  
**TOD Financing**  
**Equity**  
**Implementation Strategies**

**Virtual Open House**

**Final Report**

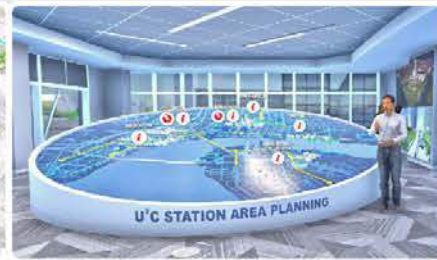
FEB MAR APR MAY JUN JUL AUG SEP OCT NOV DEC JAN FEB MAR APR MAY

**DISCOVERY: WHERE ARE WE TODAY**

**DISCUSSION: WHERE DO WE WANT TO GO**

**DEFINE: HOW DO WE GET THERE**

**DEVELOP: IMPLEMENTING THE VISION**



# TRADITIONAL APPROACH TO TOD PLANNING

- Corridor & station area analysis
- Regional growth & travel demand forecasts
- Socio-economic data assessment
- Multimodal connectivity
- Real estate market demand analysis
- Community & stakeholder engagement & input
- Funding mechanisms assessment

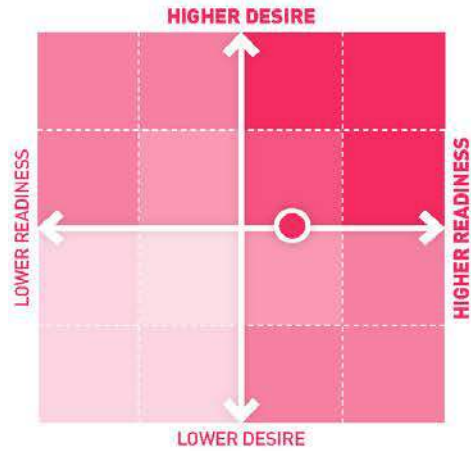
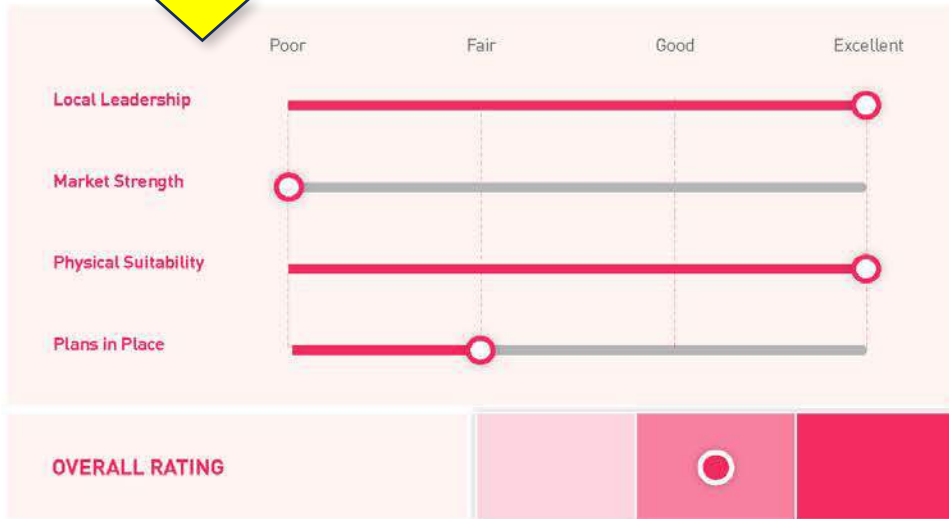


Table 4-28: Rosa Parks U2C Station TOD Desirability and Readiness Matrix



	STRENGTHS & OPPORTUNITIES	WEAKNESSES & CHALLENGES
<b>LOCAL LEADERSHIP</b>	<ul style="list-style-type: none"> <li>Station falls within the DIA's Northbank Downtown CRA boundary. The DIA provides strong leadership and influence with the revitalization of downtown and supports the foundational principles of TOD.</li> <li>JTA-owned assets emphasizes JTA's role as a key stakeholder within the station area.</li> </ul>	
<b>MARKET STRENGTH</b>	<ul style="list-style-type: none"> <li>First Baptist Church parcels arriving on the market might signal increased interest in the station area.</li> </ul>	<ul style="list-style-type: none"> <li>Market is untested in station area. Perceptions must be overcome to encourage development.</li> <li>Florida State College at Jacksonville constrains catchment area of the station. Most TOD opportunity northwest lies in partnership with the college.</li> </ul>
<b>PHYSICAL SUITABILITY</b>	<ul style="list-style-type: none"> <li>JTA-owned parcel at Rosa Park's Station can be redeveloped as a large-scale mixed-use development that can also serve as a catalyst for similar redevelopment throughout the station area, including the First Baptist Church parcels.</li> <li>There are abundant surface parking lots adjacent to JTA and First Baptist Church parcels. Including these can help create a clear and cohesive vision for TOD.</li> </ul>	<ul style="list-style-type: none"> <li>Should First Baptist Church be sold individually vs. as a single portfolio could complicate realizing a cohesive TOD vision for the station area.</li> </ul>
<b>PLANS IN PLACE</b>	<ul style="list-style-type: none"> <li>Capital Improvement Plans have been instituted to improve key intersections, sidewalks and streetscapes.</li> </ul>	<ul style="list-style-type: none"> <li>Availability of parking downtown makes it easy to drive.</li> </ul>



# ESTABLISH A STARTING POINT: SYNTHESIZE THE ANALYSIS





**URBAN CENTER**

**REGIONAL CENTER**

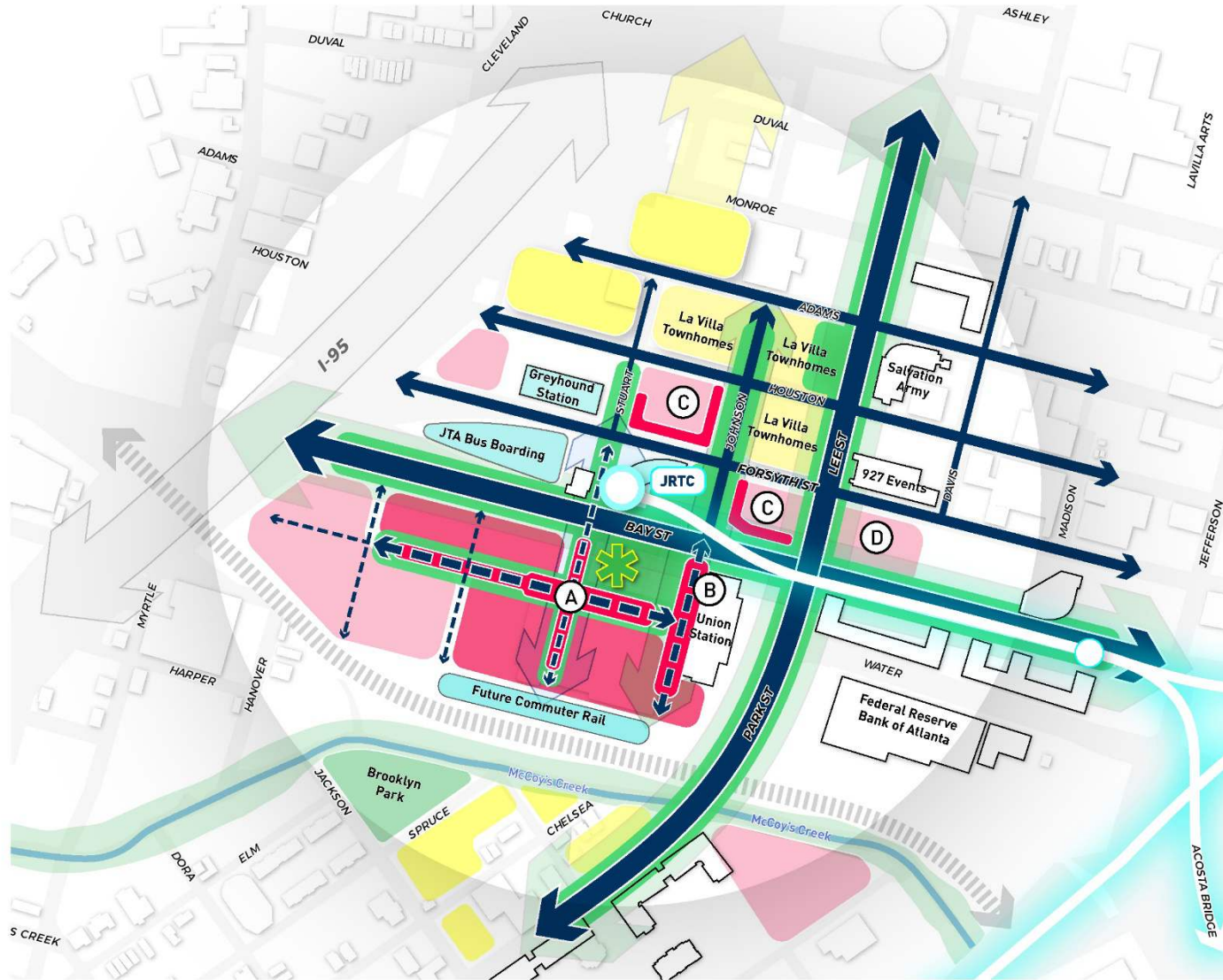
**CORE NEIGHBORHOOD**



**CORE NEIGHBORHOOD**

**A CONTEXTUAL VISION – DEFINE STATION AREA TYPOLOGIES**





A – Create new mixed-use center + multifamily residential neighborhood on Convention Center site

B – Reimagine Union Station as major regional destination anchor + JRTC compliment

C - Create new blocks of mixed-use residential development on JTA + other publicly-owned parcels

D – Include surface parking + undeveloped office parcels for future station area TOD

**LEGEND**

- |  |  |
|--|--|
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #e91e63; border: 1px solid black;"></span> Mixed-Use Center - Primary   | <span style="display: inline-block; width: 20px; height: 10px; background-color: #fff9c4; border: 1px solid black;"></span> Multifamily Residential - Townhomes                          |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #f06292; border: 1px solid black;"></span> Mixed-Use Center - Secondary | <span style="display: inline-block; width: 20px; height: 10px; background-color: #e91e63; border: 1px solid black;"></span> Key Frontages  |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #00bcd4; border: 1px solid black;"></span> Transportation               | <span style="display: inline-block; width: 0; height: 0; border-left: 5px solid transparent; border-right: 5px solid transparent; border-bottom: 8px solid #4caf50;"></span> Civic Plaza |
| <span style="display: inline-block; width: 20px; height: 10px; background-color: #fff9c4; border: 1px solid black;"></span> Multifamily Residential      |  |

# ESTABLISH THE TOD FRAMEWORK





0.25 Mile

GREYHOUND STATION

JTA BUS

JRTC U°C STATION

LAVILLA GREEN

UNION STATION MULTIUSE TRAIL

PLANNED FIRST COAST COMMUTER RAIL STATION

PLANNED LAVILLA TOWNHOMES

LIFT EV'RY VOICE & SING PARK

SALVATION ARMY

JTA PARCEL MIXED USE DEVELOPMENT

JRTC

JRTC PLAZA

UNION STATION FOOD HALL & MARKET

UNION STATION PARK

PLANNED LEE STREET VIADUCT CYCLE TRACK

# STATION AREA TOD PLANNING & VISIONING



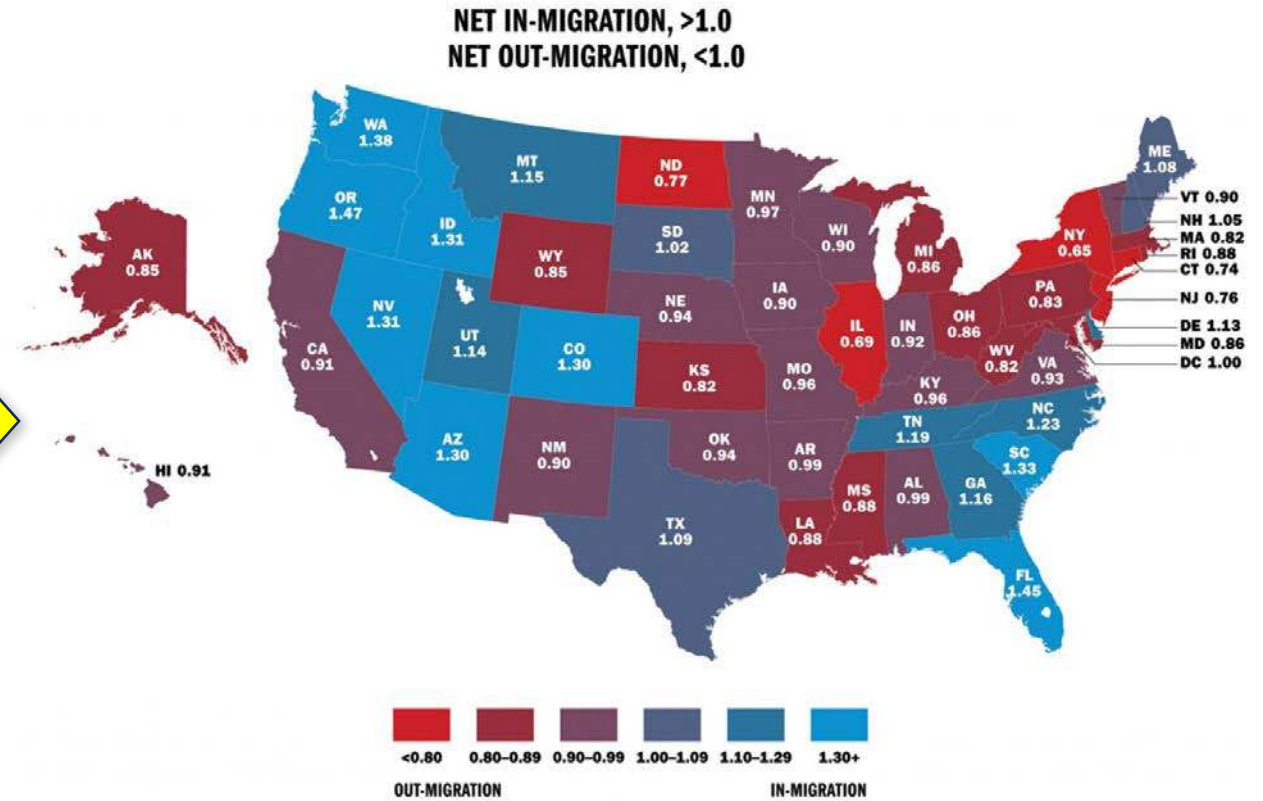
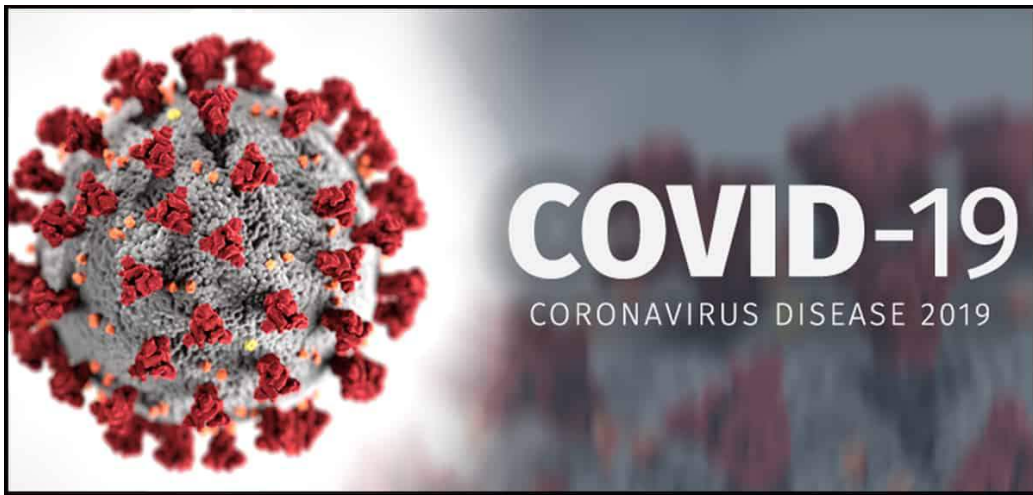
PLANNING FOR THE UNKNOWN  
*ALTERNATE / PLAUSIBLE FUTURES*



An aerial architectural rendering of a modern university campus. The scene features a variety of buildings, including a prominent classical-style building with a portico in the foreground. A large, colorful hot air balloon is floating in the sky on the right side. The campus is surrounded by greenery, trees, and a road with a blue tram. The overall style is clean and futuristic.

*What can be gained by looking at outcomes other than those determined by the “trend line” when this relies on what’s being or been done?*





WHAT ABOUT PLANNING FOR A PANDEMIC?






HOW TO PLAN FOR DESIRED VS. REALITY

- The future poses some uncertainty and important changes will continue to occur
- Traditional planning and forecasting methods may not allow for the potential unknowns and variations



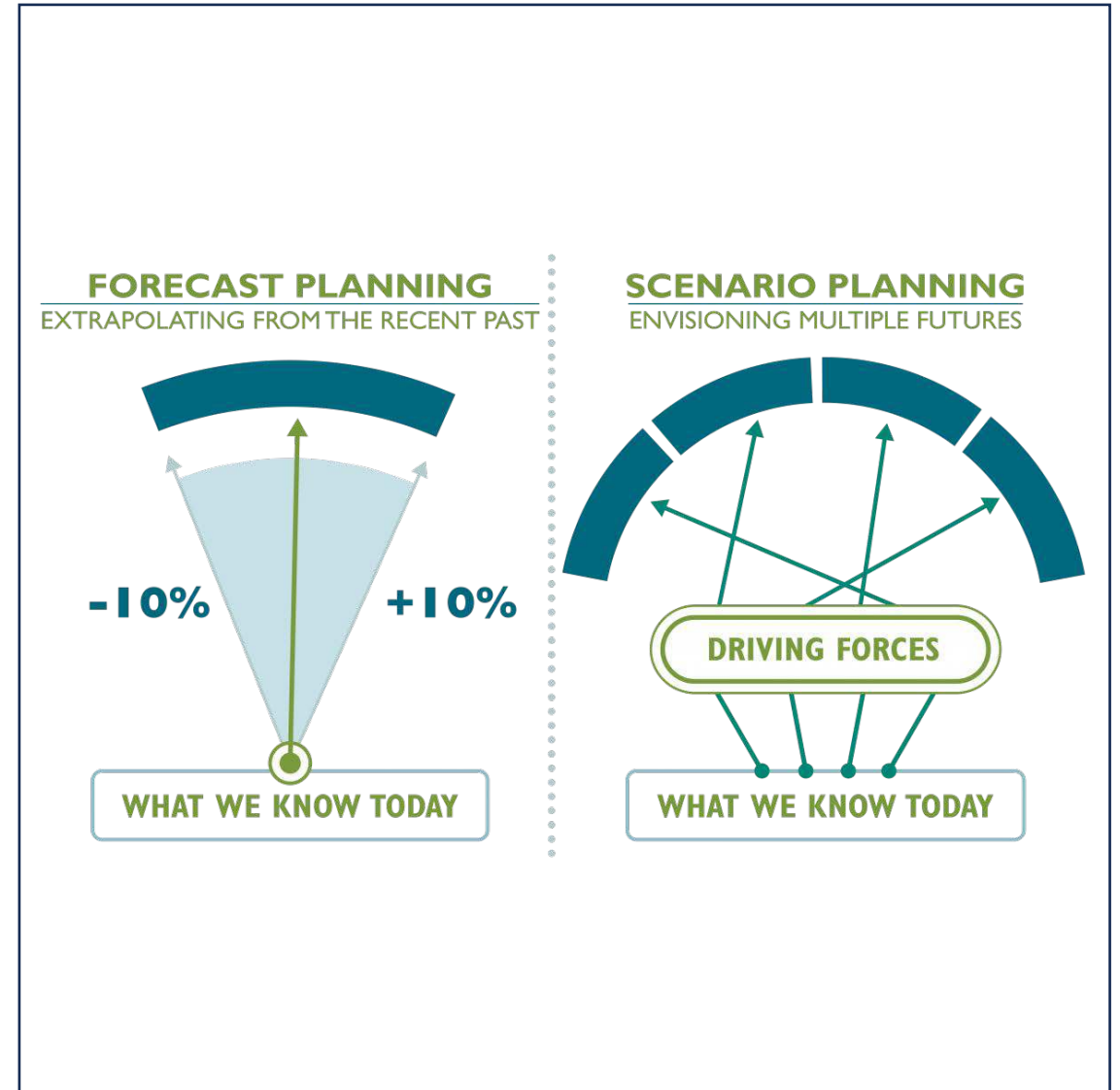
SCENARIO PLANNING V. TRADITIONAL PLANNING-FORECASTING



An aerial rendering of a modern city with various buildings, green spaces, and a hot air balloon in the sky. The text is overlaid on the center of the image.

*The distinct difference from traditional planning and forecasting is that Scenario Planning provides potential visions rather than accepts trend-line projections*

- **Scenario Planning**
  - *Tests multiple future possibilities using a set of variables*
  - *Establishes different pathways when we don't have solid data and trends to determine a direct course of action*
  - *Develops a range of short-, medium- and long-term visions that are not necessarily captured in traditional trend-line modeling*



## SCENARIO PLANNING V. TRADITIONAL PLANNING-FORECASTING



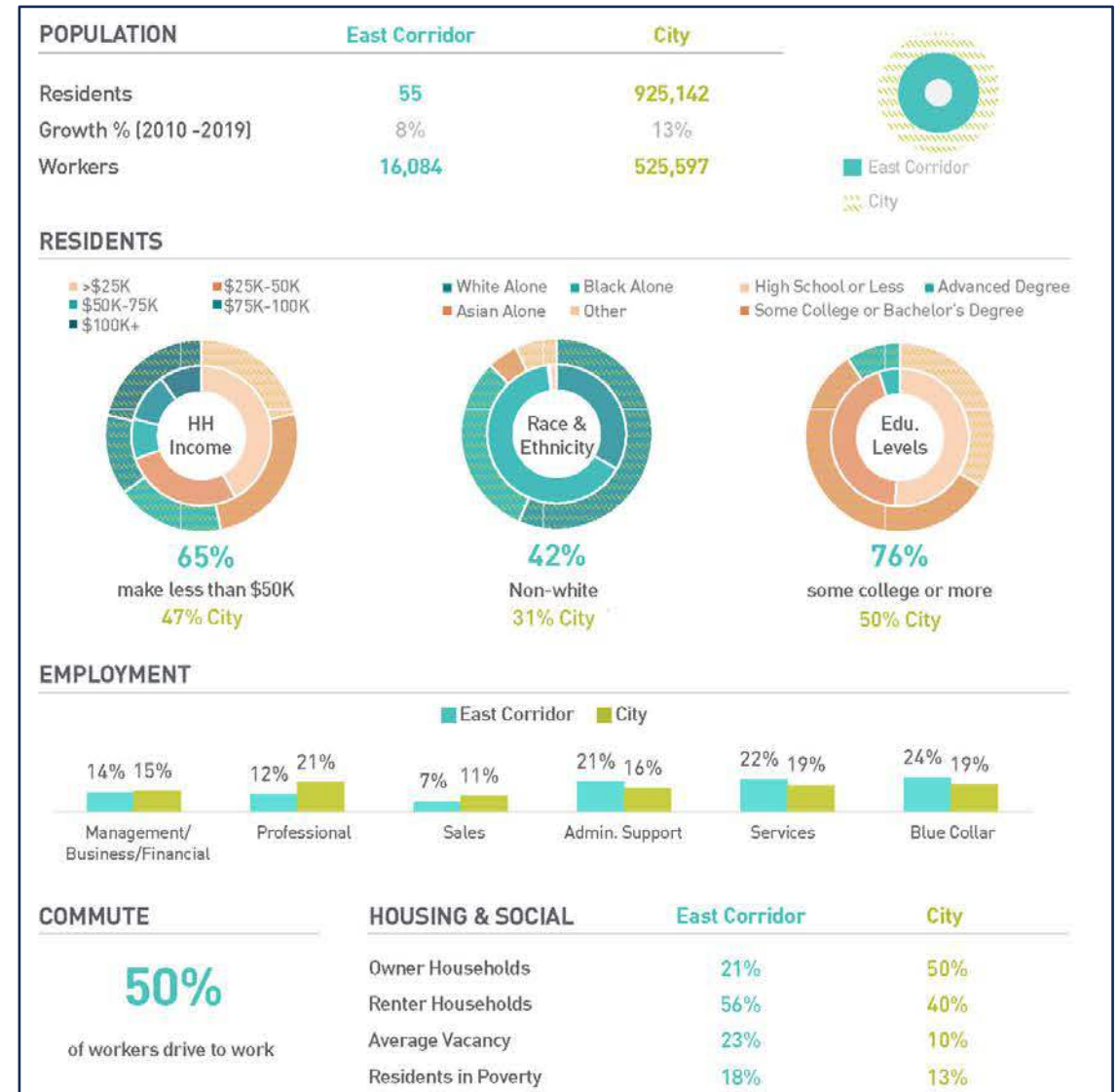
- Land use development patterns
  - *Growth or lack of growth*
  - *Sprawl or consolidation*
  - *Transit-oriented development*
  - *Regional population shifts*
  - *Residential market requirements*
  
- Economy
  - *Regional and local economy strength, weaknesses & opportunities*
  - *Infrastructure investment*
  - *Housing cost*
  - *Cost of services*



# SCENARIO PLANNING - POSSIBLE ASSUMPTIONS & VARIABLES



- **Social Characteristics & Demographics**
  - *In / out migration*
  - *Residential growth or decline*
  - *Income*
- **Environment, Energy & Technology**
  - *Green investments*
  - *Natural disasters*
  - *Carbon / energy constrained future*
  - *Telecommuting / hybrid working*



# SCENARIO PLANNING - POSSIBLE ASSUMPTIONS & VARIABLES



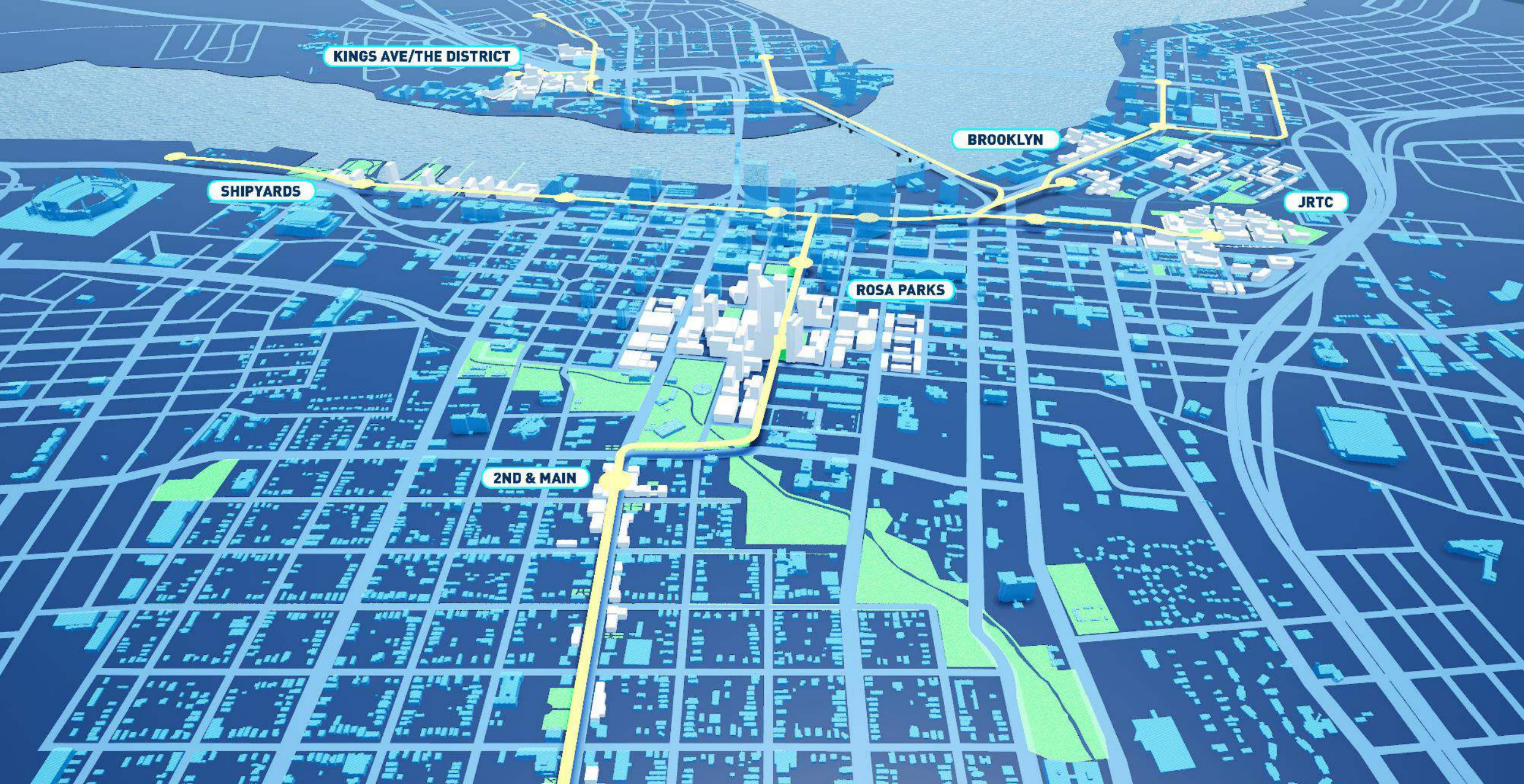
- *Complimentary to, and works with, traditional TOD planning as an overlay*
- *Both processes are critical to testing different aspects of the vision to guide planning and investment decisions*
- *Provides an understanding of the potential impact of different plausible outcomes, as well as desired futures*



## APPLYING A SCENARIO PLANNING OVERLAY TO TOD

**SCENARIO PLANNING & TOD**  
***MAKING THE CASE IN JACKSONVILLE***





KINGS AVE/THE DISTRICT

SHIPYARDS

BROOKLYN

JRTC

ROSA PARKS

2ND & MAIN

U<sup>2</sup>C AUTONOMOUS VEHICLE TOD PILOT STUDY



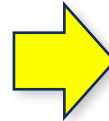
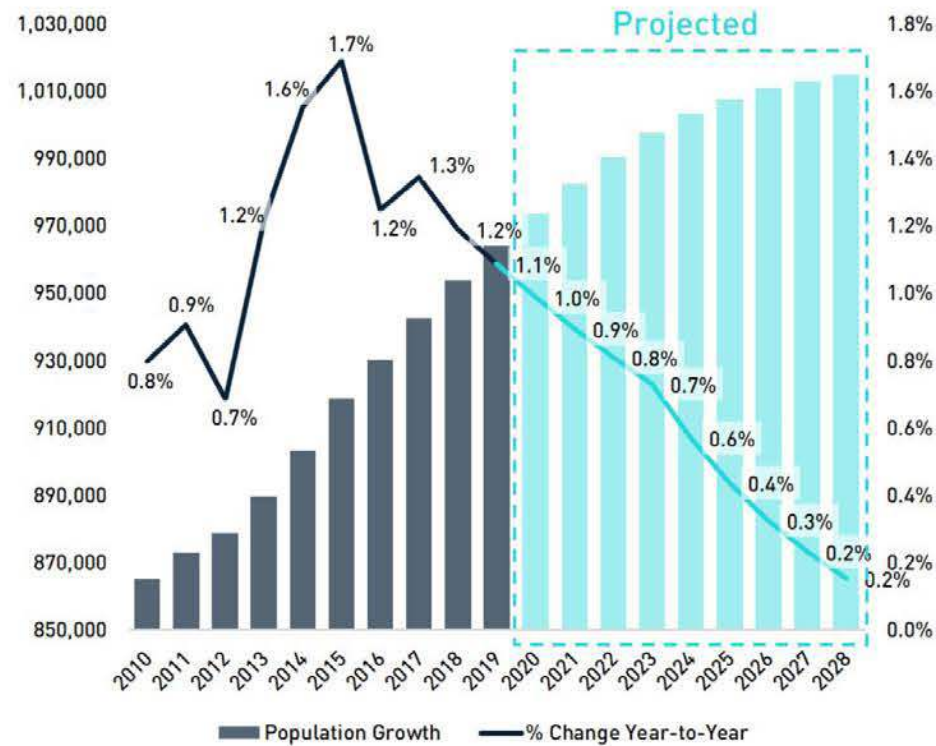
An aerial architectural rendering of a university campus. The scene features a variety of modern academic buildings with different architectural styles, including some with curved facades and others with more traditional rectangular forms. A prominent building in the foreground has a classical facade with columns. A large, colorful hot air balloon is floating in the sky on the right side. The campus is surrounded by green spaces, trees, and a road with a blue tram or train. The overall atmosphere is bright and clear.

*How to work towards a desired outcome – even when conditions are not clear and the trend line is not obvious?*



## Where are people moving amid the pandemic?

States like Utah and Florida have been making gains in attracting net new residents since the onset of the pandemic last April.



### Biggest gains in net arrivals

1	Salt Lake City	12.3%
2	Jacksonville, FL	10.8%
3	Richmond, VA	6.1%
4	Sacramento, CA	6.1%
5	Cleveland	6%
6	Tampa, FL	5.7%
7	Milwaukee	5.1%
8	Kansas City, MO	4.8%
9	Miami-Fort Lauderdale	4.3%
10	Raleigh-Durham-Chapel Hill, NC	4%

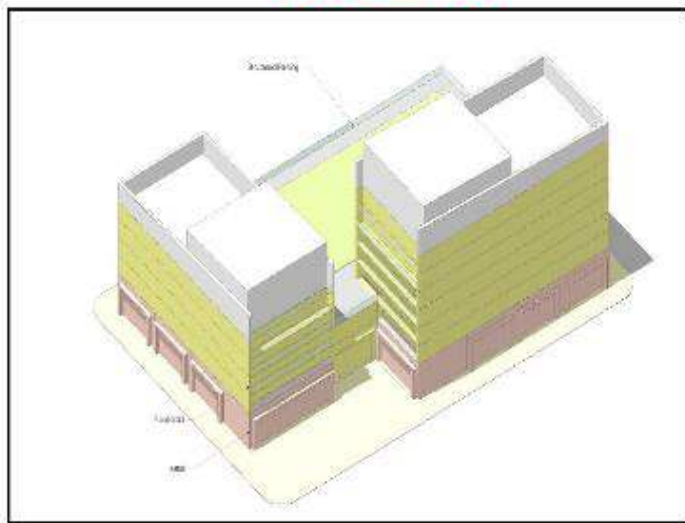
LinkedIn  
News

Source: LinkedIn Economic Graph

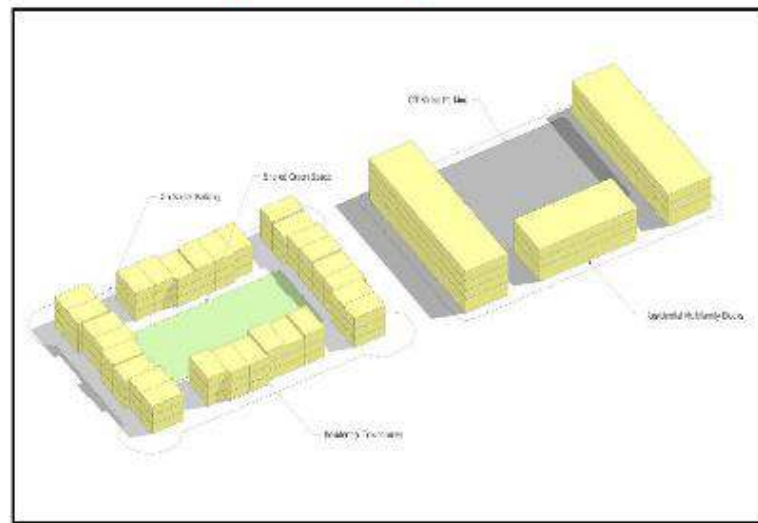
**Note:** This analysis calculates the inflow-outflow ratio (number of inflows to a market area for every outflow) year-over-year for 38 major U.S. metro areas from April 2020 to February 2021.

# MARKET & DEMOGRAPHIC FINDINGS VS. COVID-19

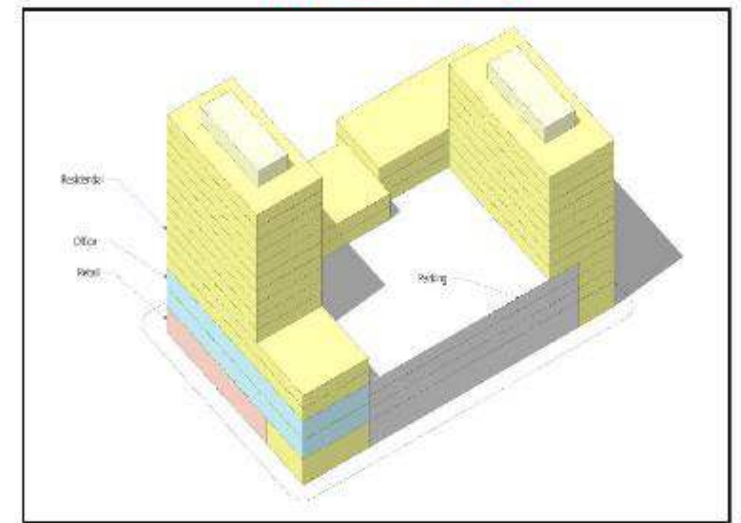
## NEW CONSTRUCTION GAP ANALYSIS



*NOT FEASIBLE*



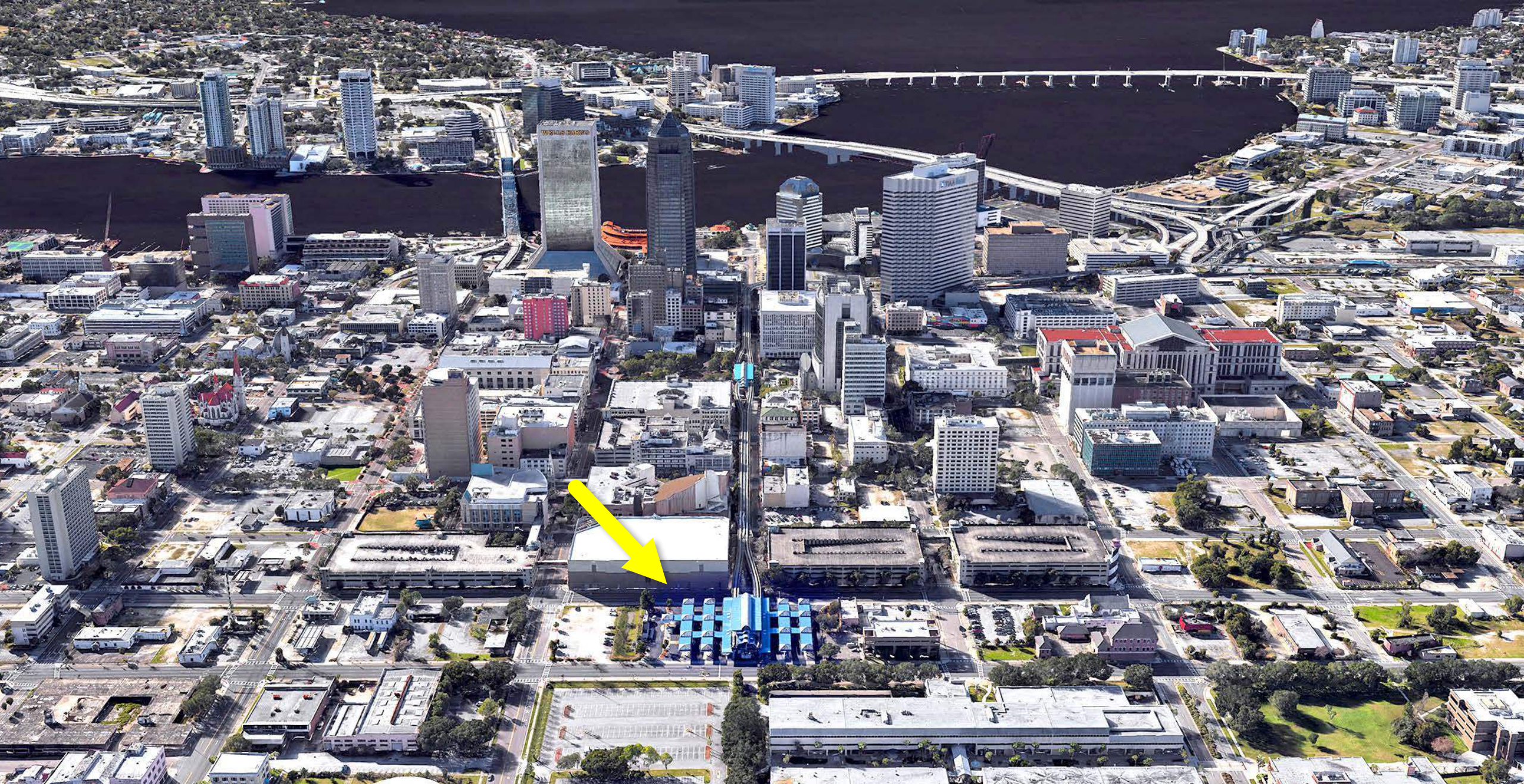
*FEASIBLE*



*SIGNIFICANTLY  
NOT FEASIBLE*

MARKET FINDINGS VS. ECONOMIC DEVELOPMENT





**A KEY ASSET IN THE CENTRAL BUSINESS DISTRICT**





*Scenario 1: Moderate-intensity Mixed-use*



*Scenario 2: High-intensity Mixed-use*

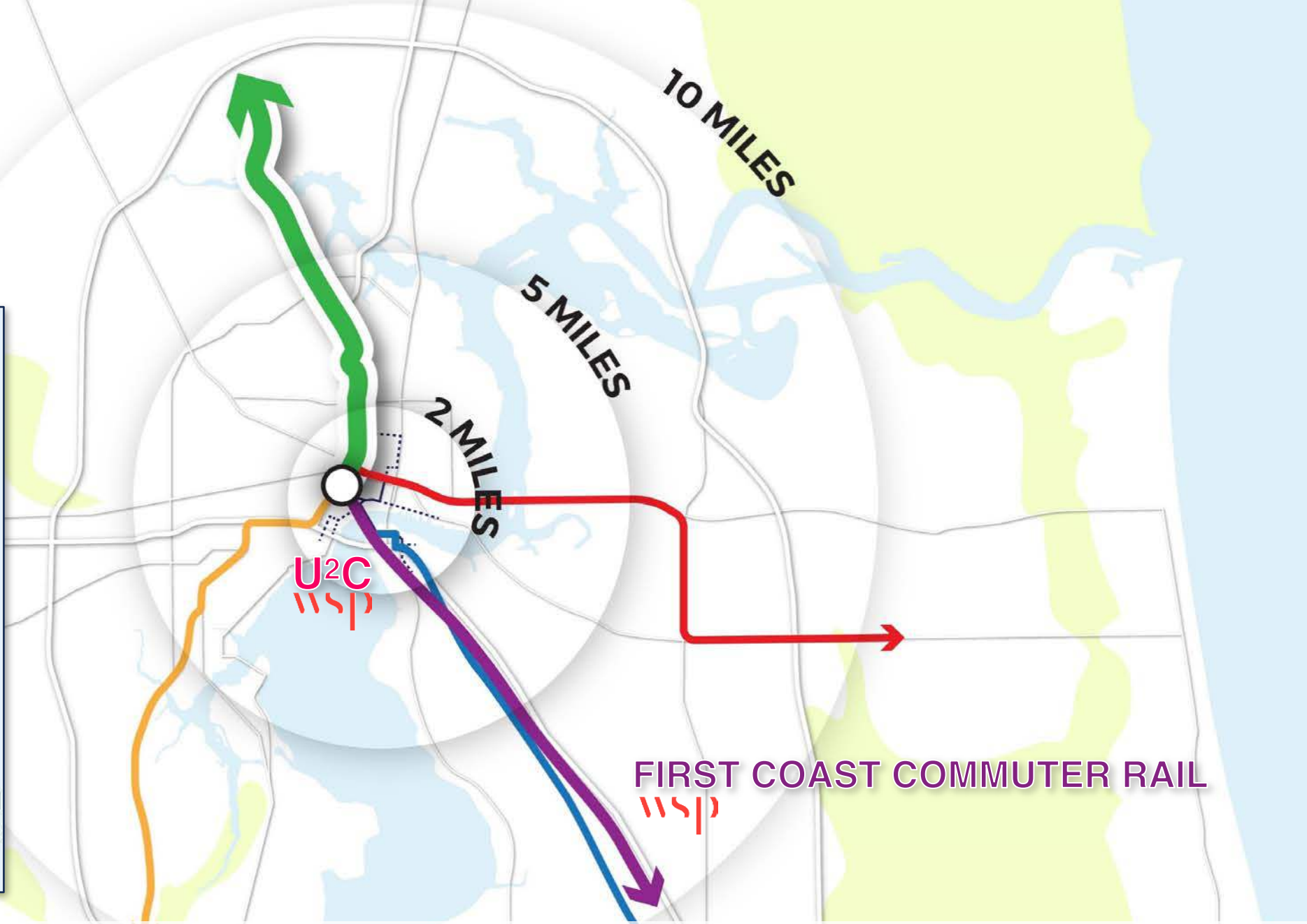
**PROMOTING ECONOMIC DEVELOPMENT: ALTERNATIVE FUTURES**





**WORKING BACKWARDS FROM A DESIRED OUTCOME**





CONTINUED TOD PLANNING & VISIONING FOR JTA



EXISTING  
CONDITIONS



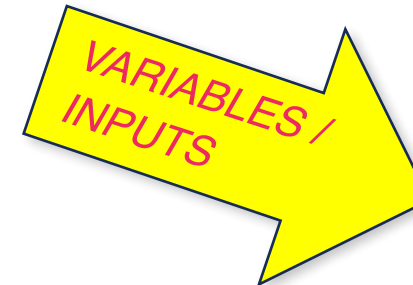
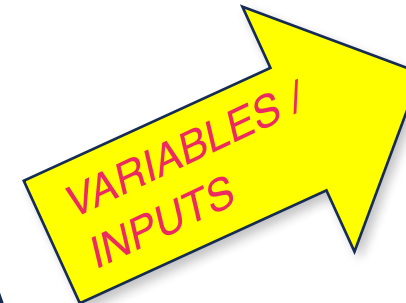
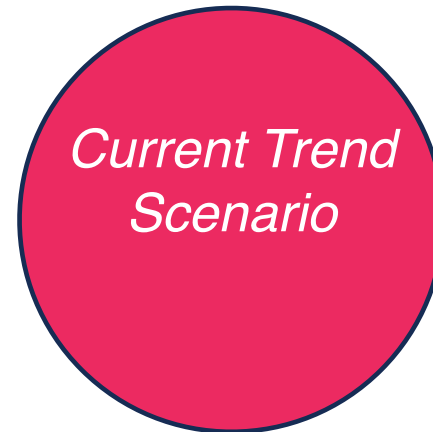
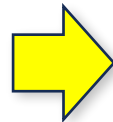
TOD GOALS,  
TYPOLOGIES &  
FRAMEWORKS



STATION  
AREA PLANNING



IMPLEMENTATION



INTEGRATING A SCENARIO PLANNING METHODOLOGY





**ASPIRATIONAL TOD VISIONING & SCENARIO PLANNING**



**SCENARIO PLANNING & TOD**  
***US 52 & CHARLESTON REGION***





CHARLESTON

GOOSE  
CREEK



MONCK'S  
CORNER

US 52 & CHARLESTON REGION STUDY





IF THIS IS WHAT YOU MEAN BY TRANSIT AND TOD...





Photo Credit: Brian Stansbury

THEN WHAT ARE YOU GOING TO DO HERE?

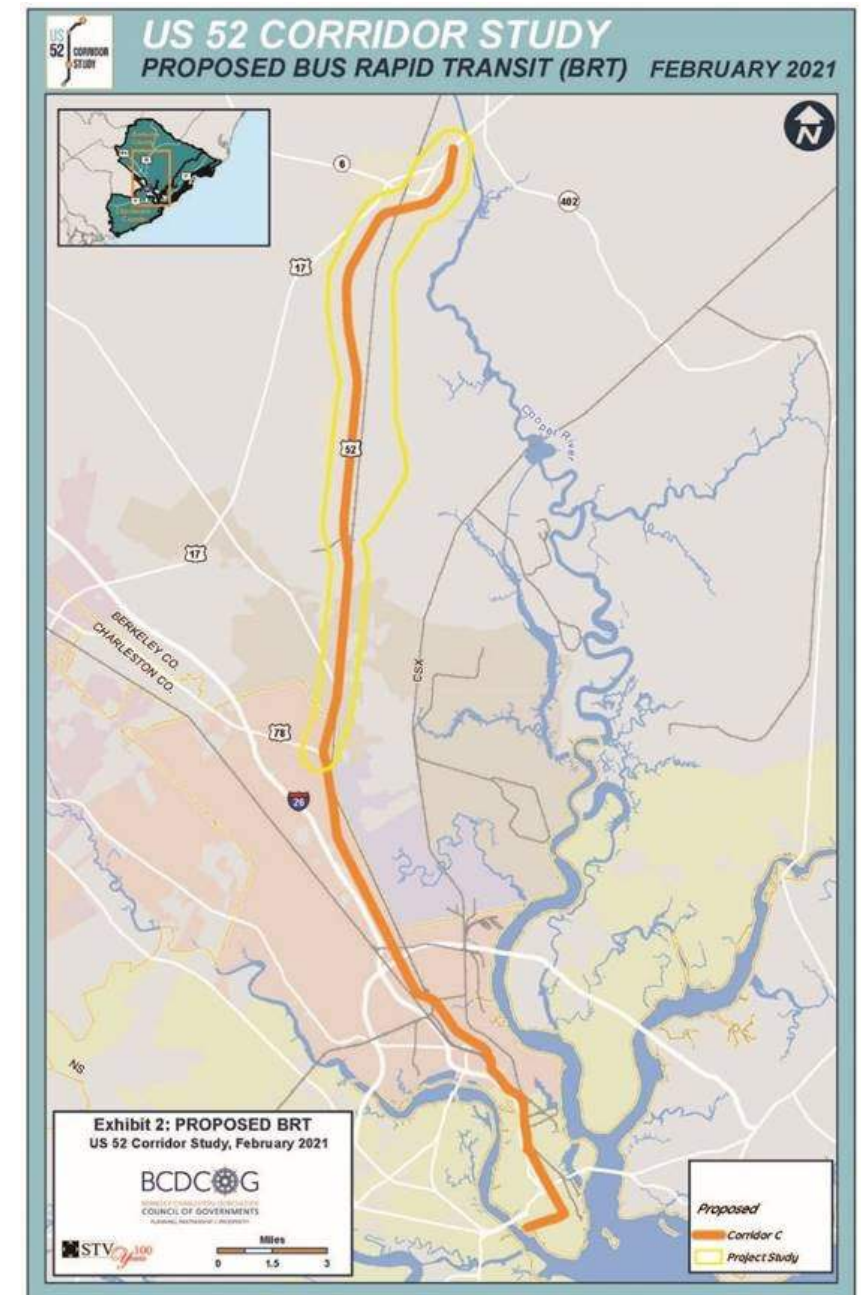


An aerial architectural rendering of a modern urban development. The scene features a mix of building styles, including multi-story office buildings, residential structures, and a prominent classical-style building with a portico. A colorful hot air balloon is visible in the upper right. A blue train is on a track in the lower left. The overall atmosphere is bright and clear.

*Why do communities resist TOD or urban design-forward planning?*

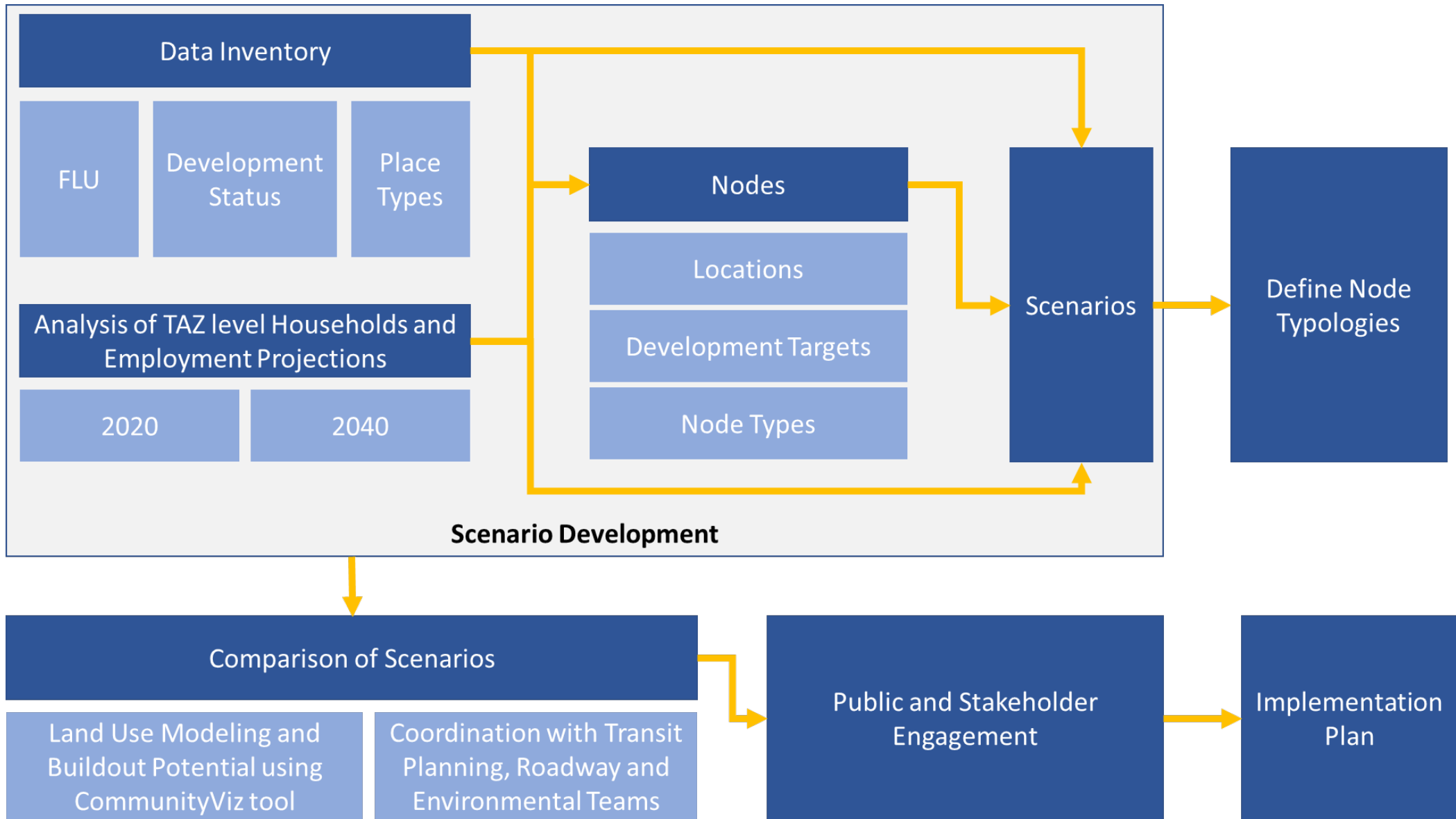


- **Goals:**
  - *Support planned transit investment in the US 52 corridor with land use planning*
  - *Tie TOD and potential transit to on-the-ground conditions*
  - *Allow the municipalities to see impacts of today's choices*
  - *Create a positive environment for choosing among potential futures*
  - *Explore unexpected transit-based futures*



## STUDY PURPOSE AND CONTEXT



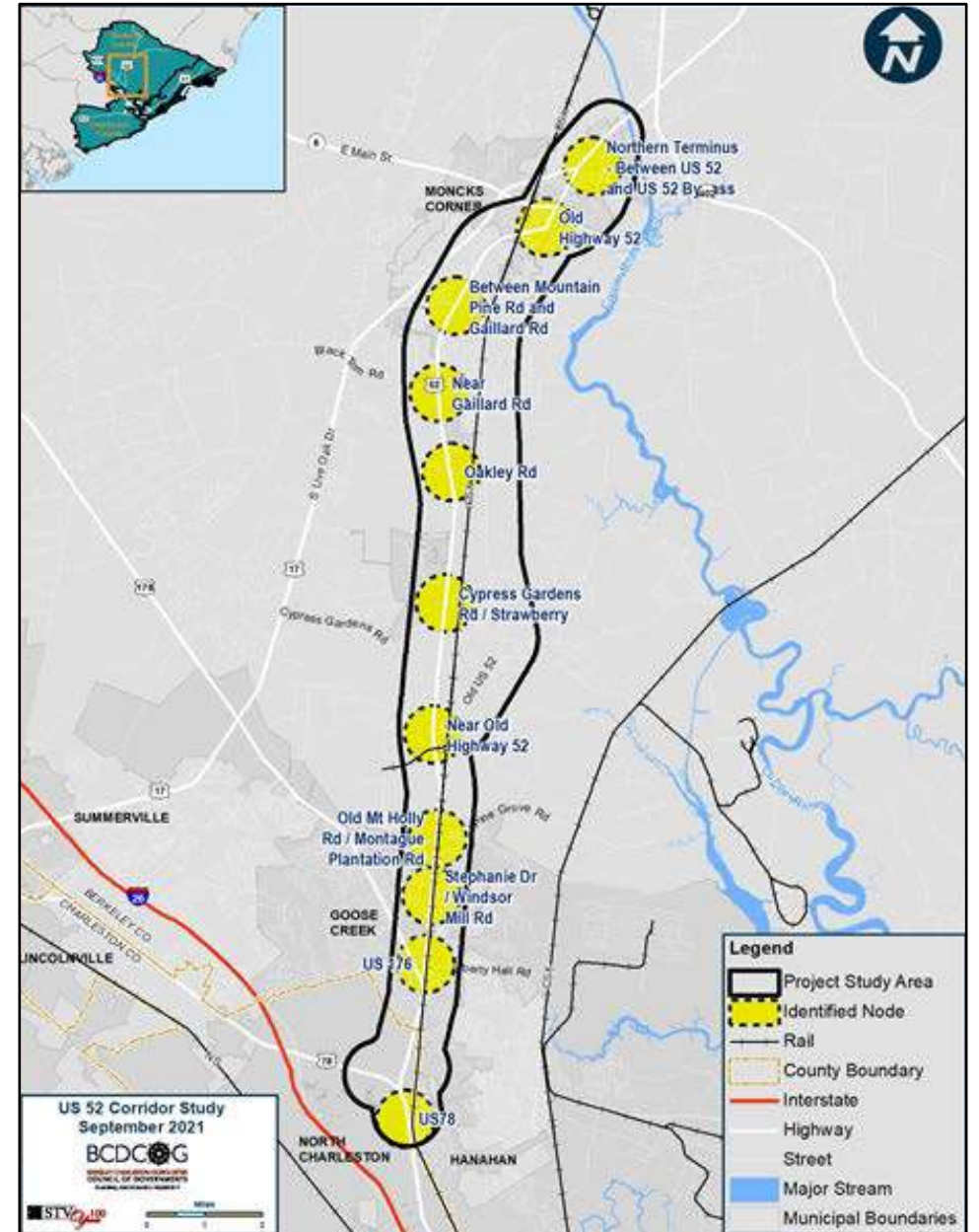


# PROCESS

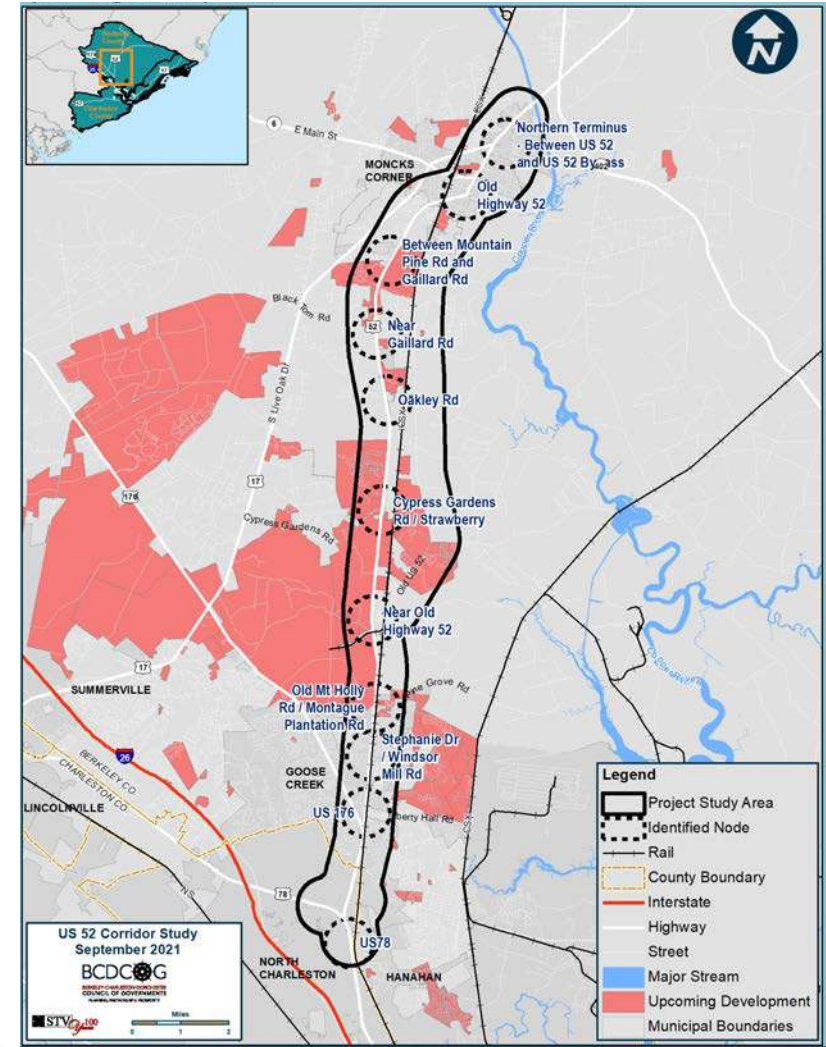
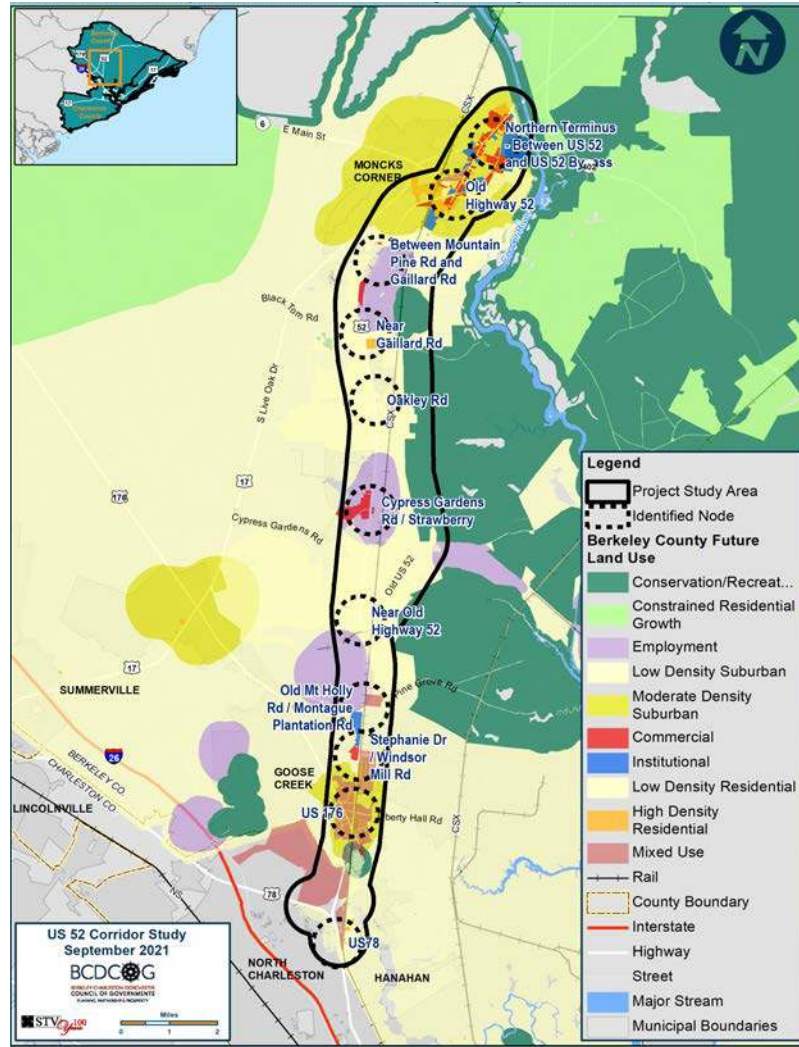
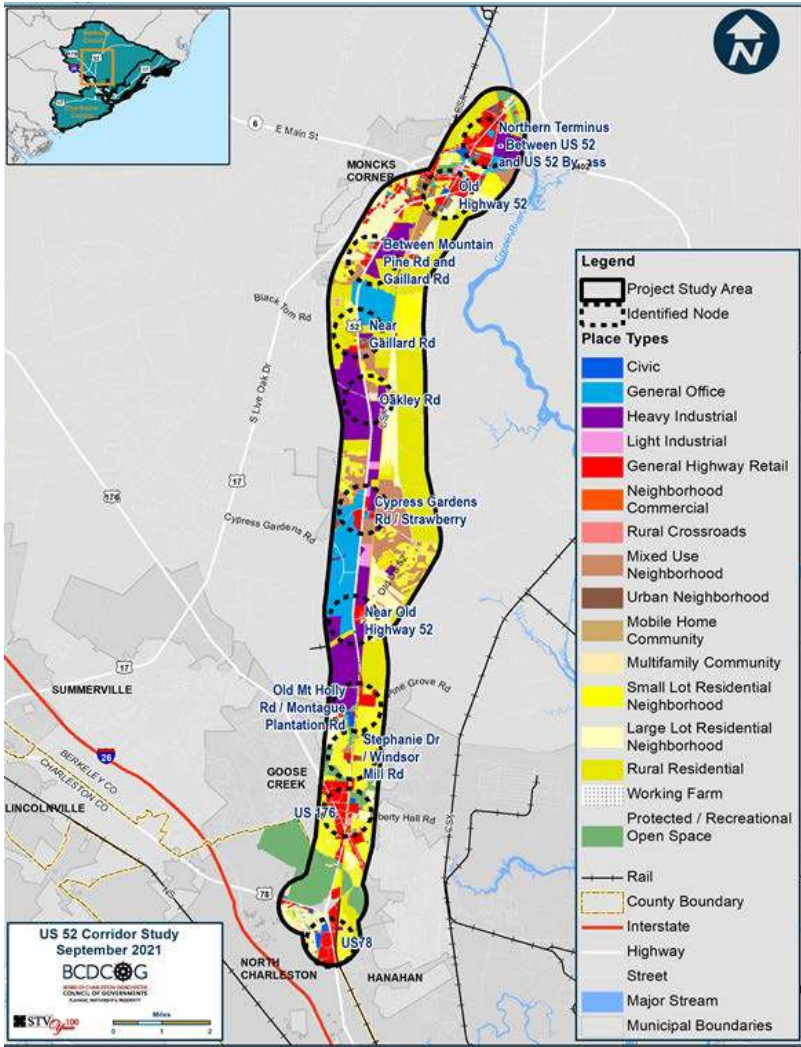


- Identify nodes based on:
  - *Land uses*
  - *2020 and 2040 population density*
  - *Development patterns*
  - *Place types*

*Transit will be an outcome of land uses for each scenario – stops, stations, bus or BRT lite being determined by transit planners now*

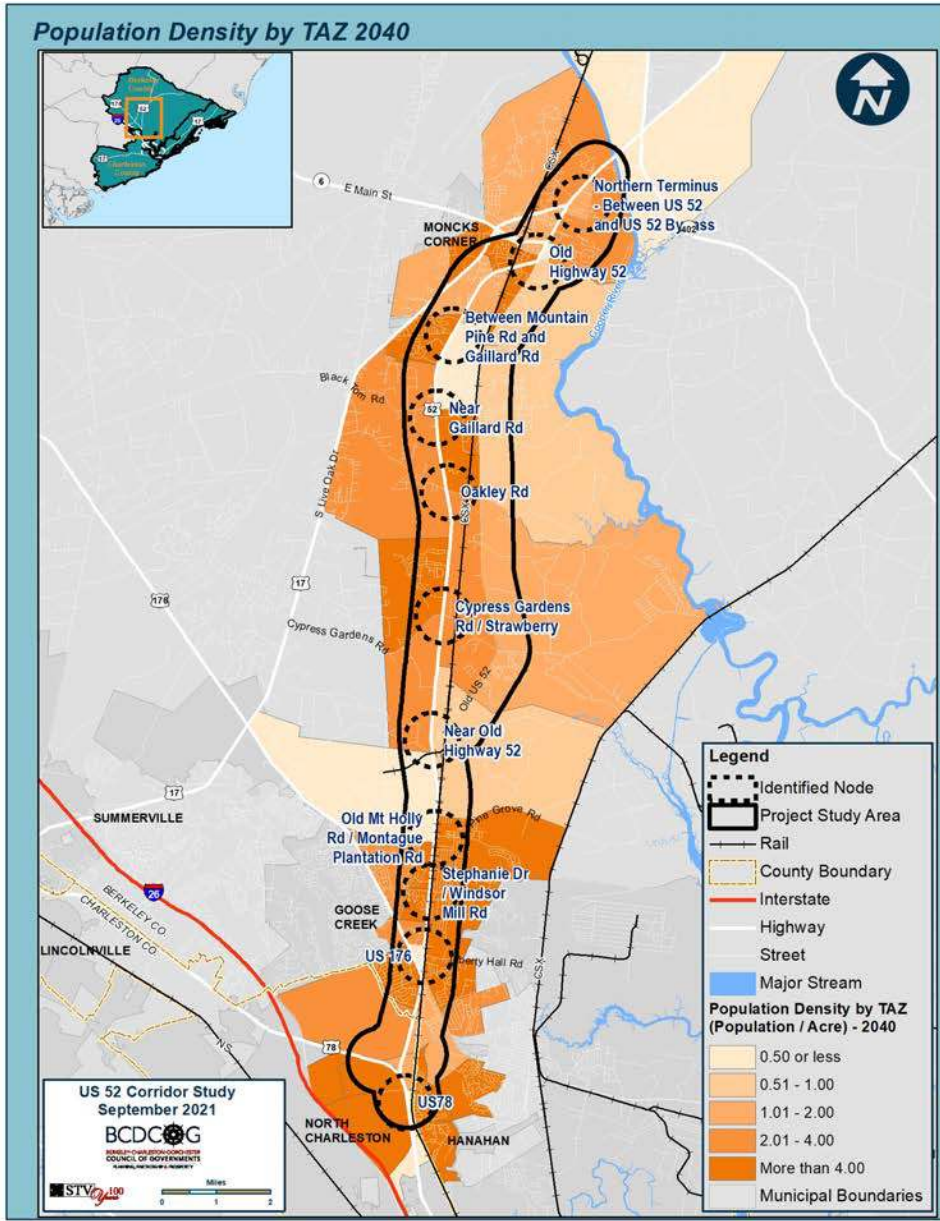
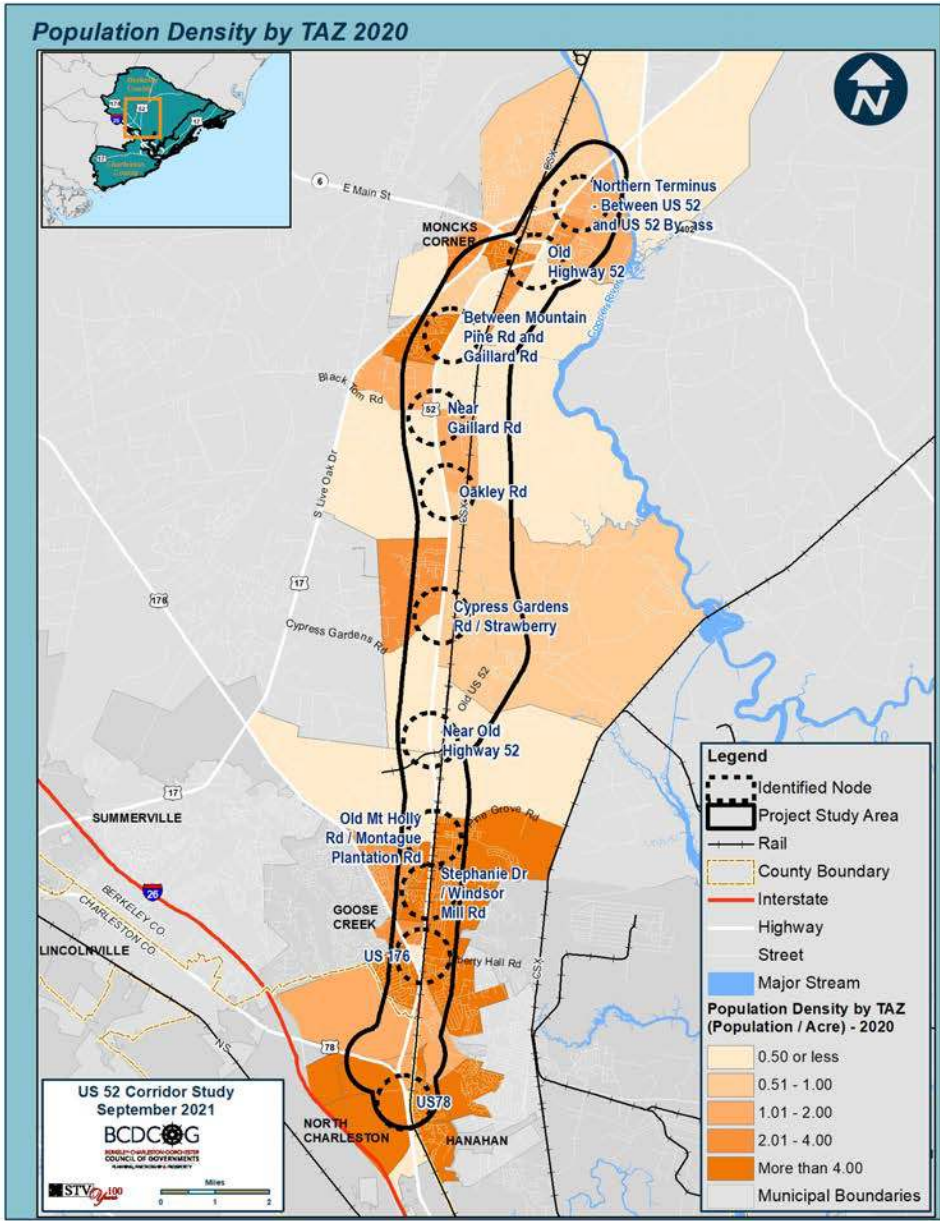






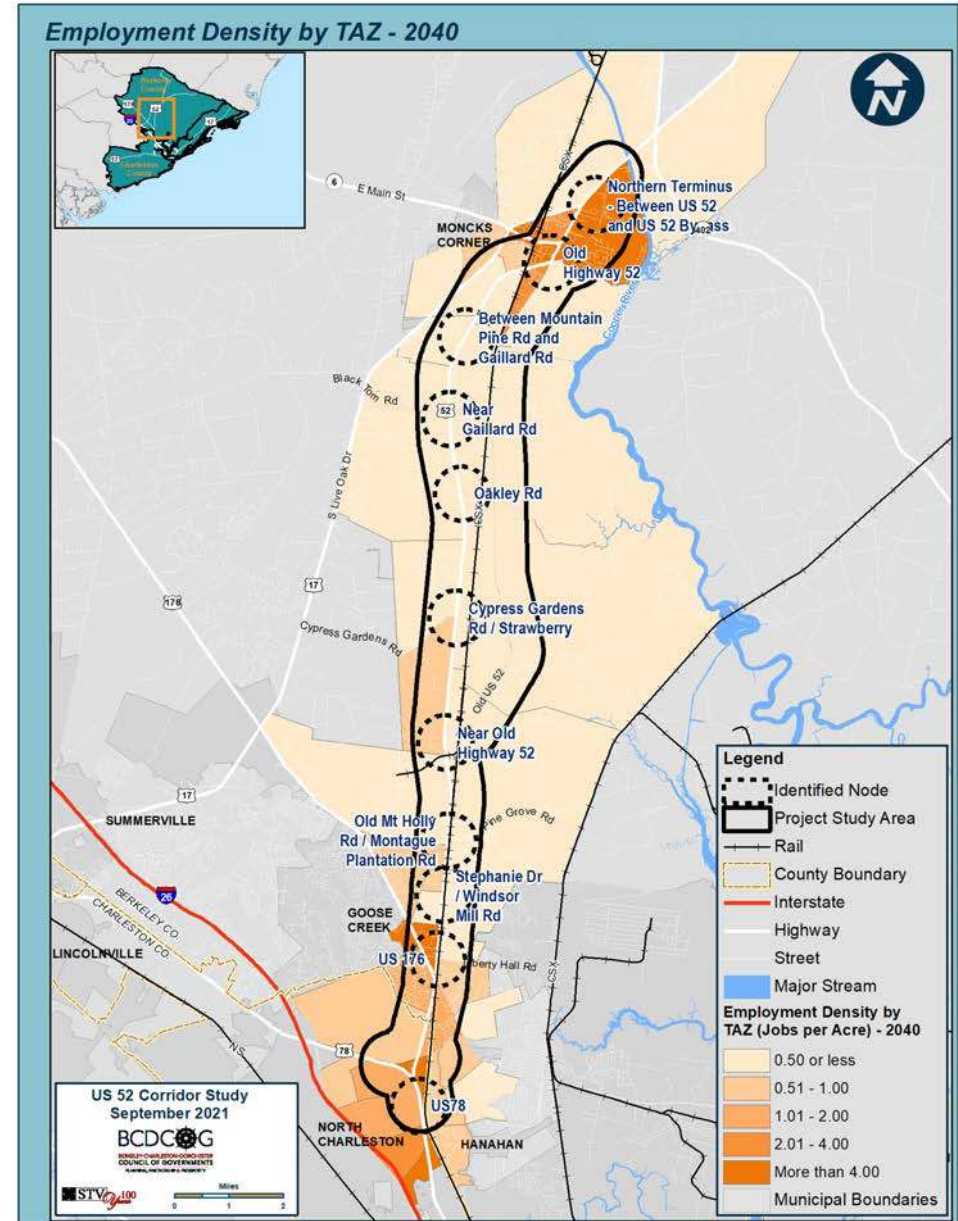
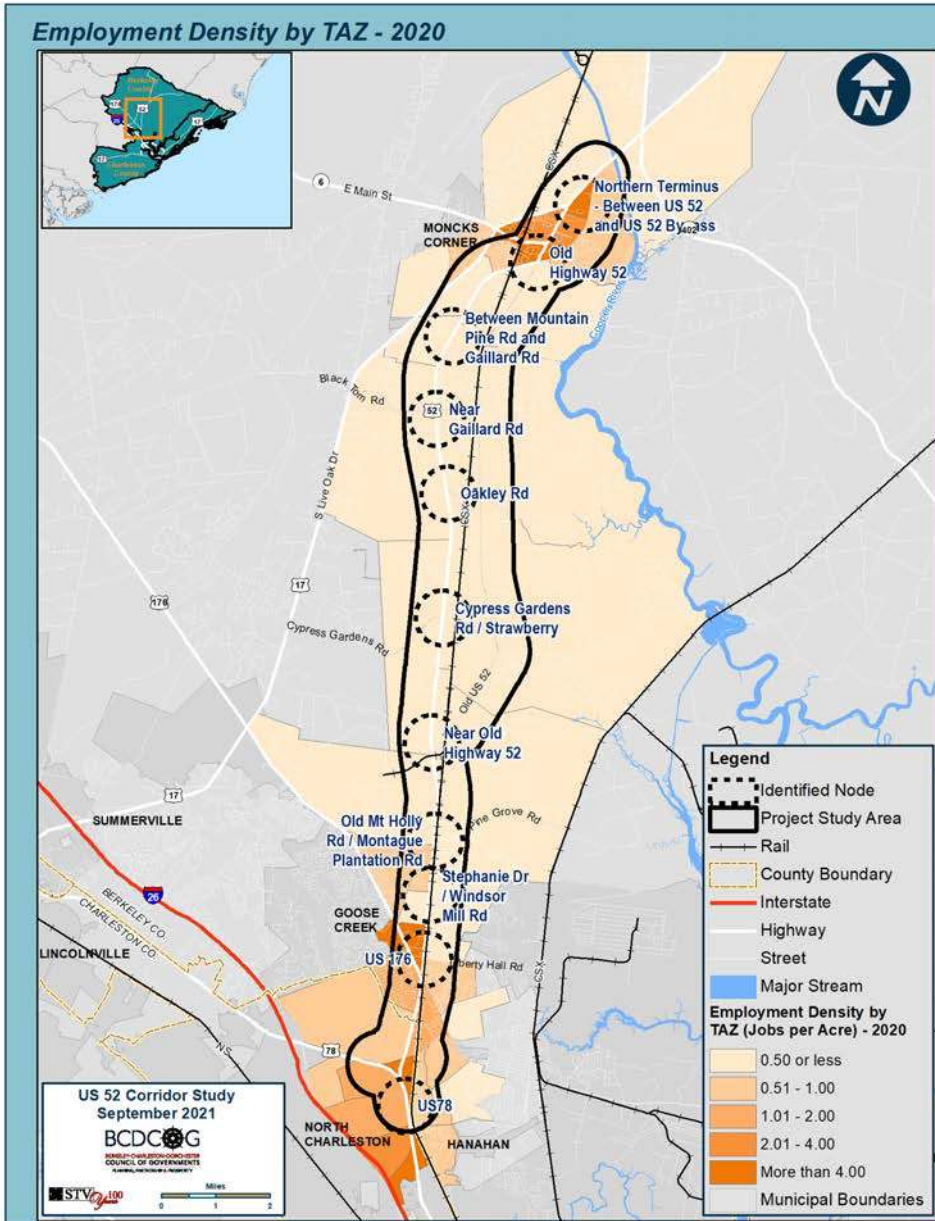
# LAND USE AND UPCOMING DEVELOPMENT





# POPULATION DENSITY IN STUDY AREA





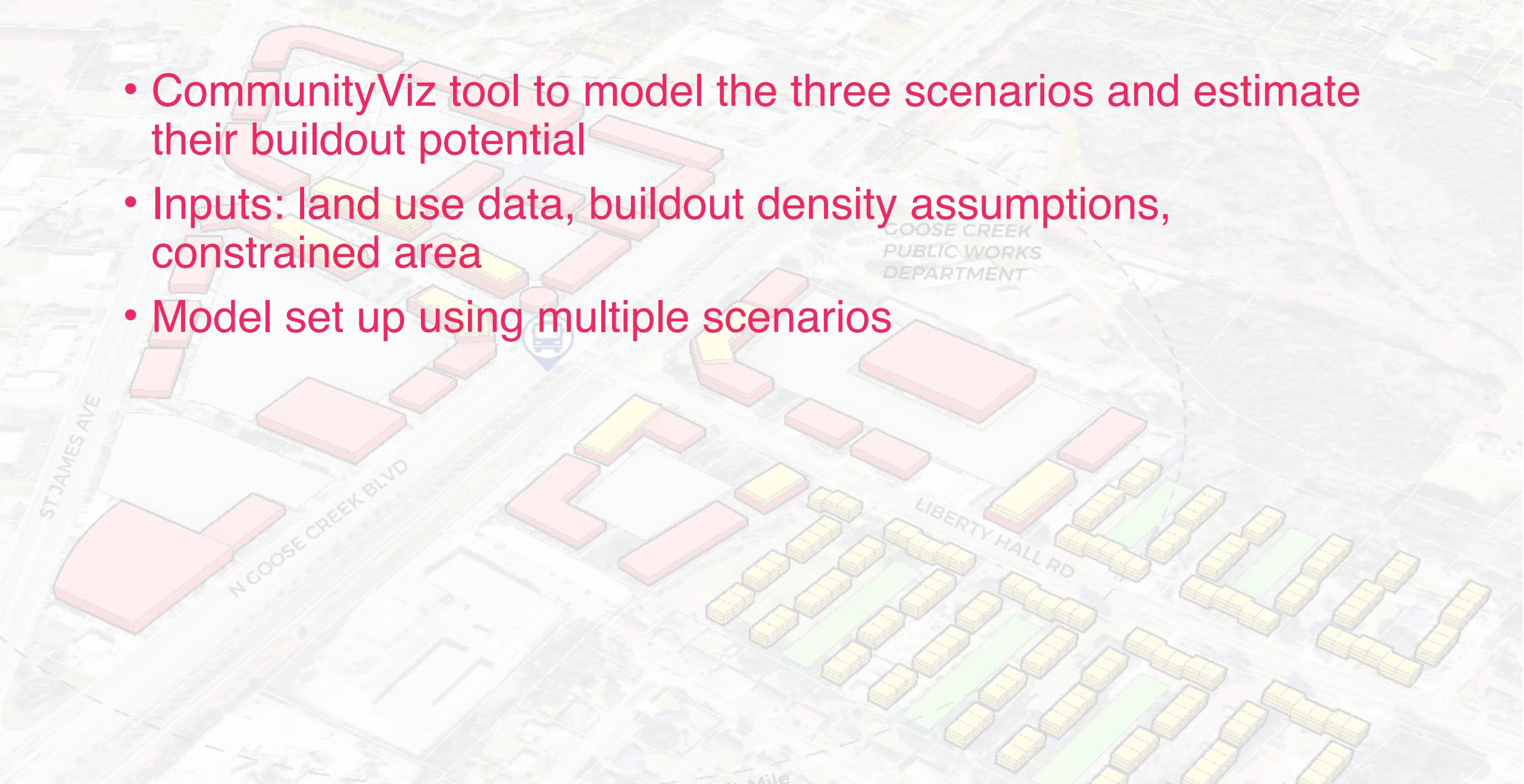
# EMPLOYMENT DENSITY IN STUDY AREA



- 
- Building up from existing conditions based on:
    - Future Land Use
    - Density assumptions for existing / future land use
    - Socioeconomic data from the regional travel demand model
  - Modeling scenarios based on:
    - Future land use assumptions for each scenario
    - Land use density assumptions
    - Calibration using sample scenarios



- CommunityViz tool to model the three scenarios and estimate their buildout potential
- Inputs: land use data, buildout density assumptions, constrained area
- Model set up using multiple scenarios

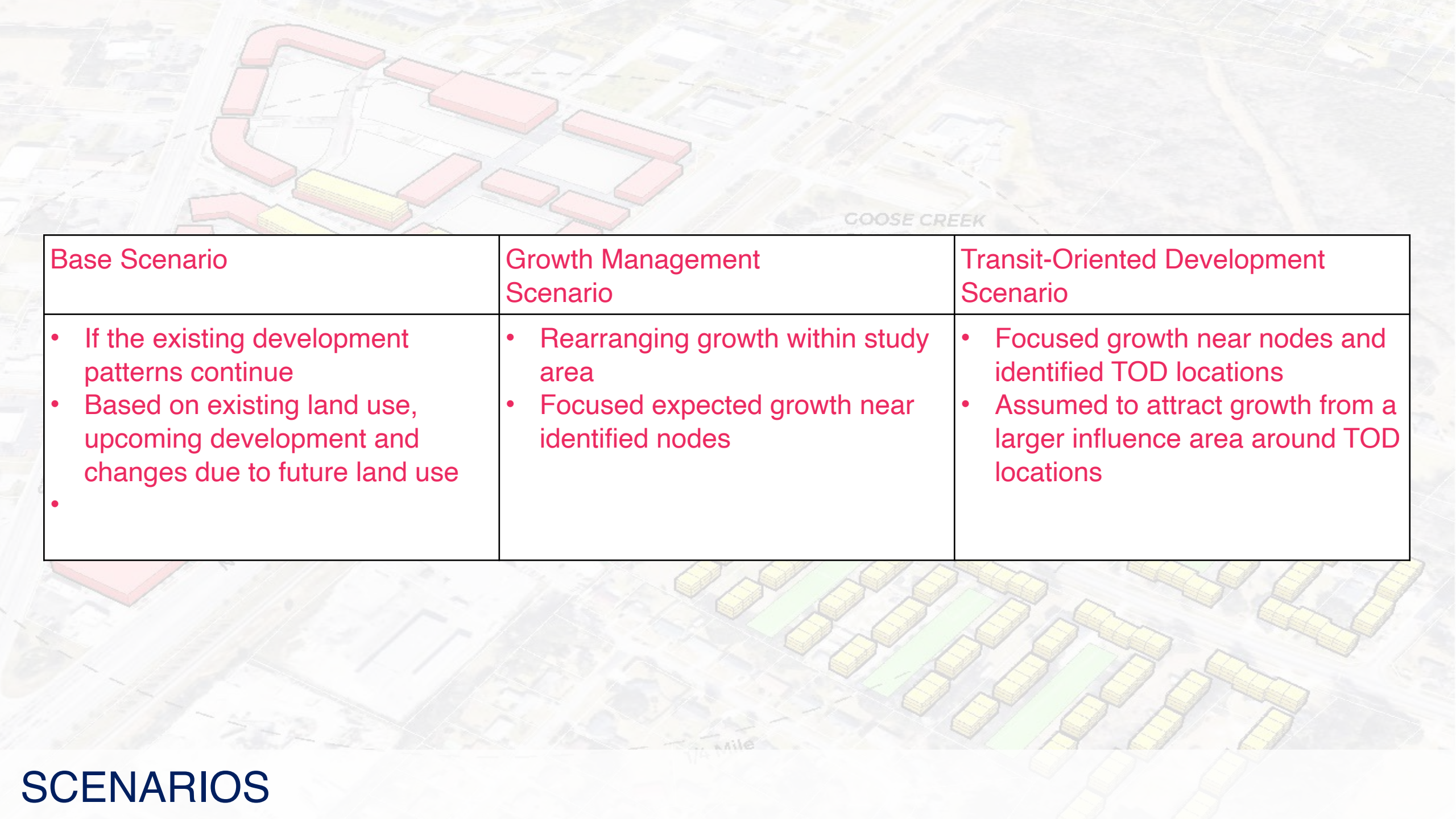




An aerial photograph of a city block with 3D architectural models of buildings overlaid. The buildings are color-coded: red for larger structures, yellow for mid-rise buildings, and green for smaller, more uniform structures. A red text box is centered over the image. The text reads: "What can be gained by looking at outcomes other than those determined by the 'trend line' when this relies on what's being or been done?". The background shows a street grid with labels for "ST JAMES AVE", "N GOOSE CREEK BL", "LIBERTY HALL RD", and "GOOSE CREEK PUBLIC WORKS DEPARTMENT". A scale bar at the bottom indicates "1/4 Mile".

*What can be gained by looking at outcomes other than those determined by the “trend line” when this relies on what’s being or been done?*



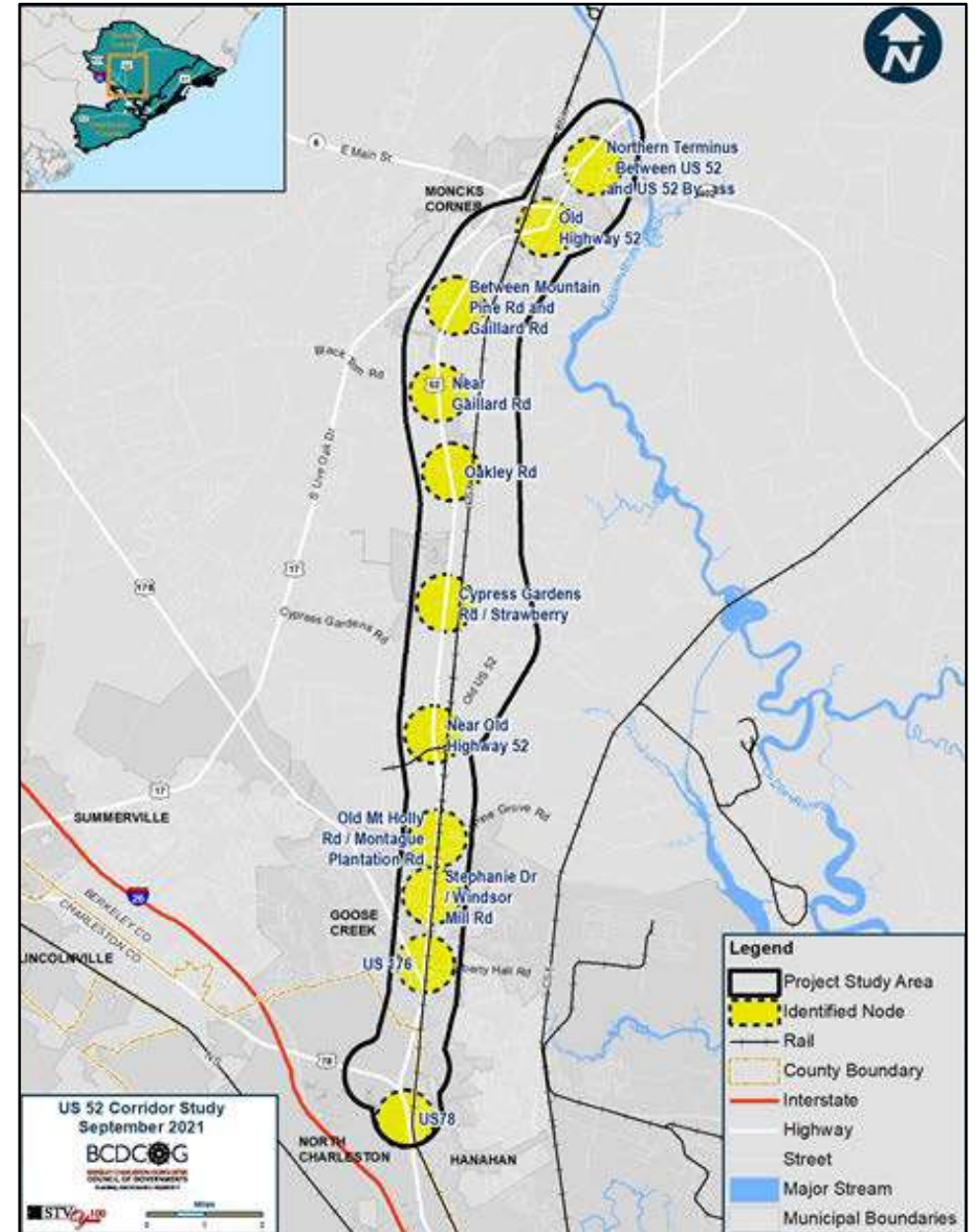


Base Scenario	Growth Management Scenario	Transit-Oriented Development Scenario
<ul style="list-style-type: none"><li>• If the existing development patterns continue</li><li>• Based on existing land use, upcoming development and changes due to future land use</li><li>• </li></ul>	<ul style="list-style-type: none"><li>• Rearranging growth within study area</li><li>• Focused expected growth near identified nodes</li></ul>	<ul style="list-style-type: none"><li>• Focused growth near nodes and identified TOD locations</li><li>• Assumed to attract growth from a larger influence area around TOD locations</li></ul>

# SCENARIOS



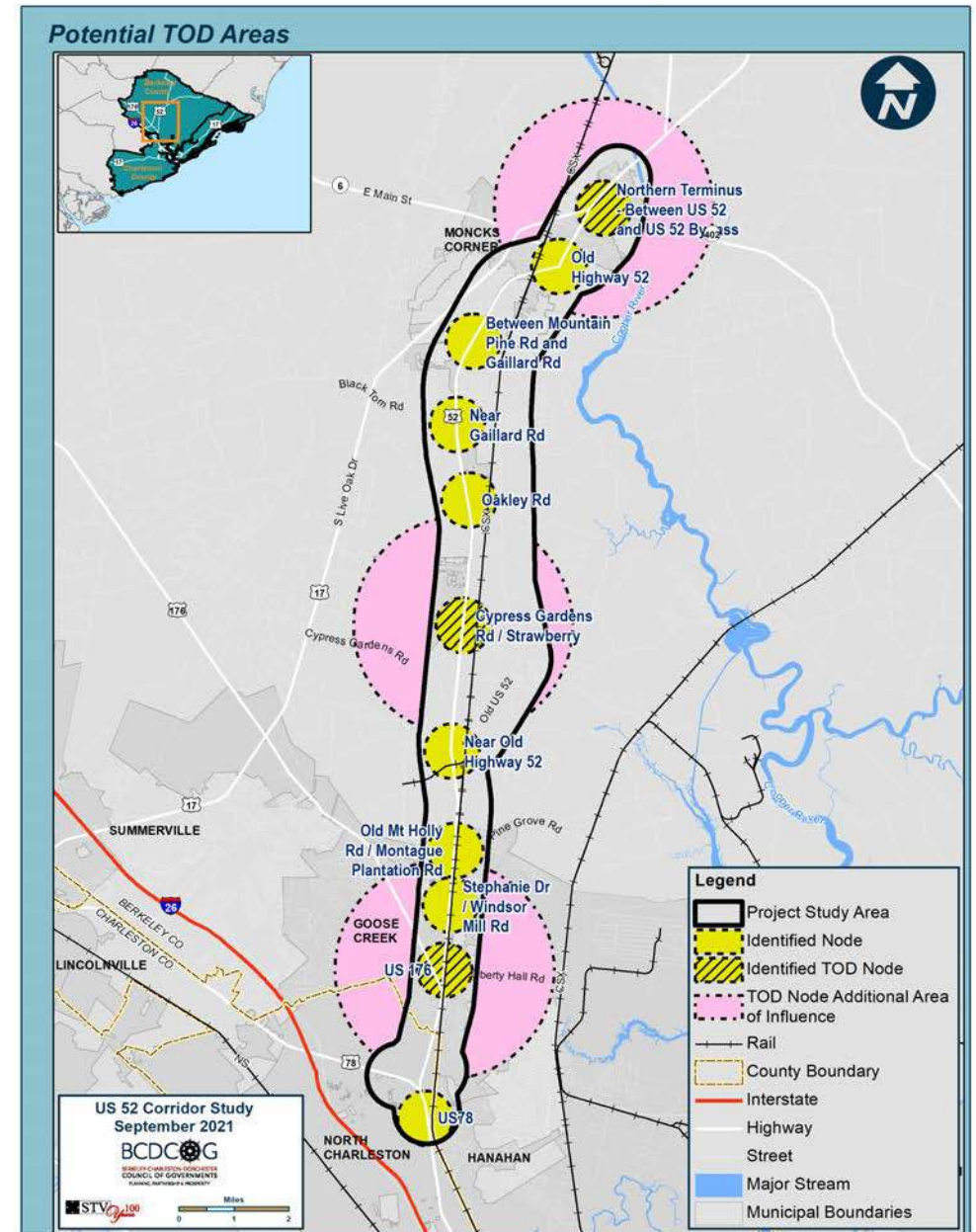
- Focused growth at identified nodes
- 50% of expected growth in the study area outside the nodes redirected to the nodes



## GROWTH MANAGEMENT SCENARIO

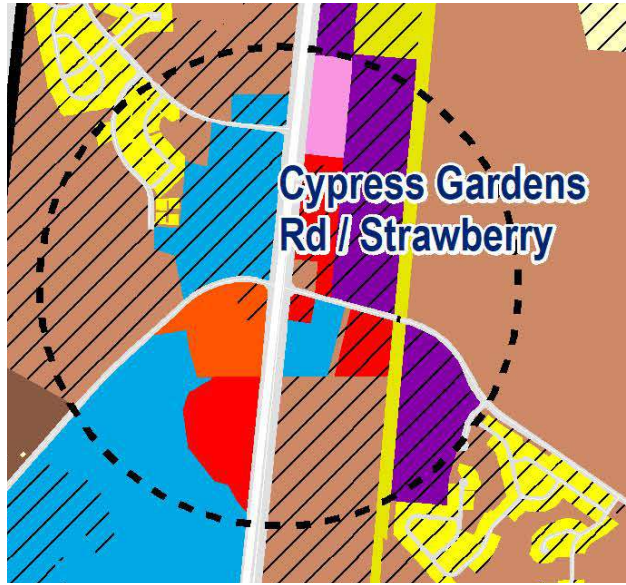


- Focused growth at identified nodes
- 50% of expected growth in the study area outside the nodes redirected to the nodes
- Additional growth at three TOD nodes
- Larger influence area for TOD
  - *25% expected household growth and 50% expected employment growth in the influence areas redirected to the TOD nodes.*

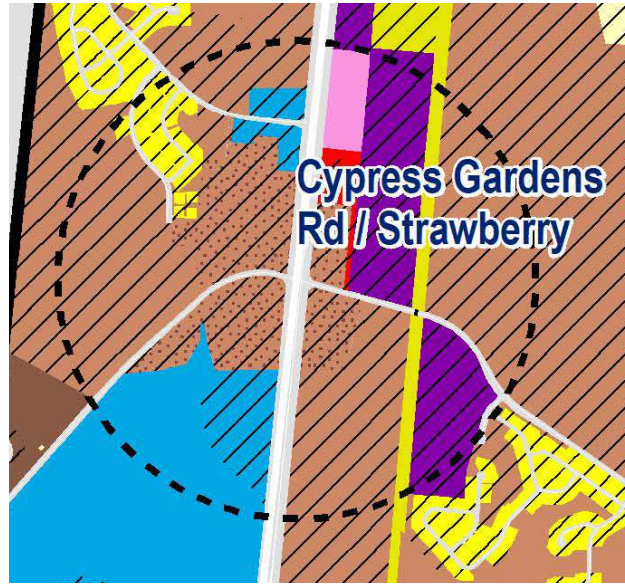


# TRANSIT ORIENTED DEVELOPMENT SCENARIO

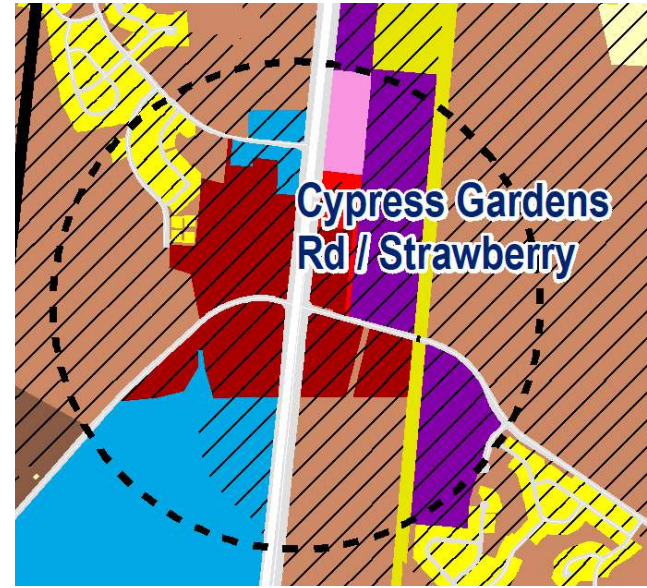




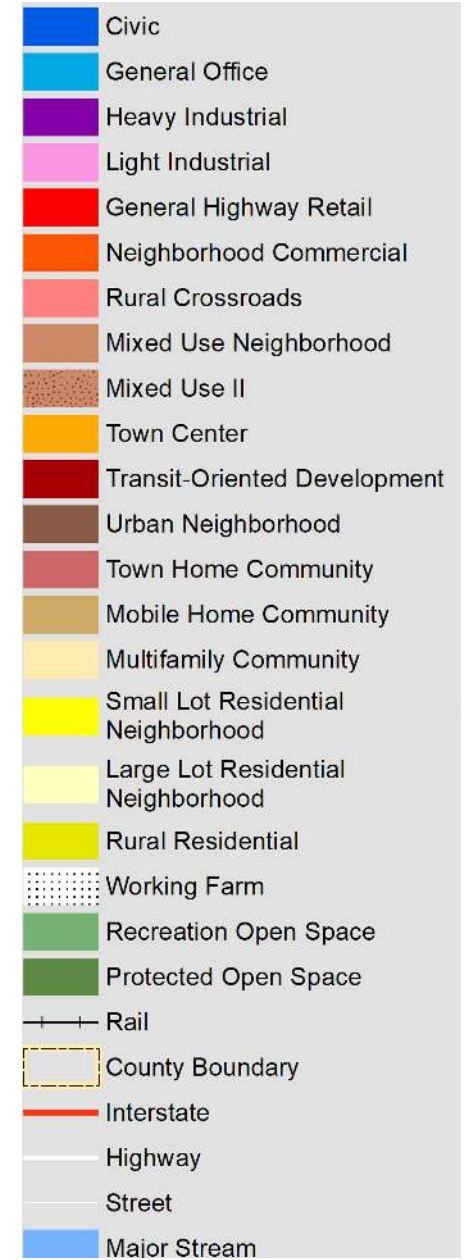
**Base**



**Growth Management**

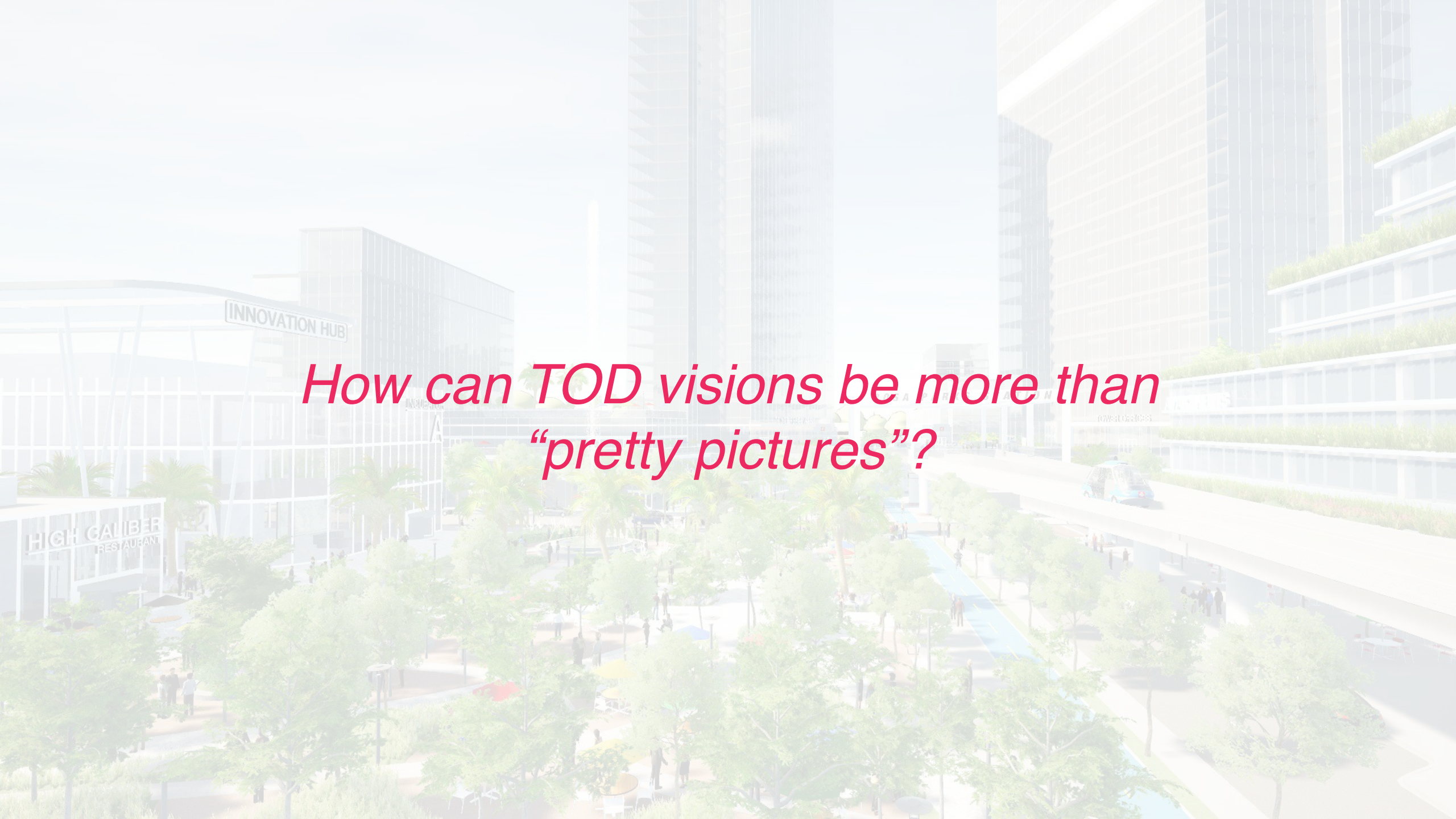


**TOD**



# LAND USES - SCENARIOS

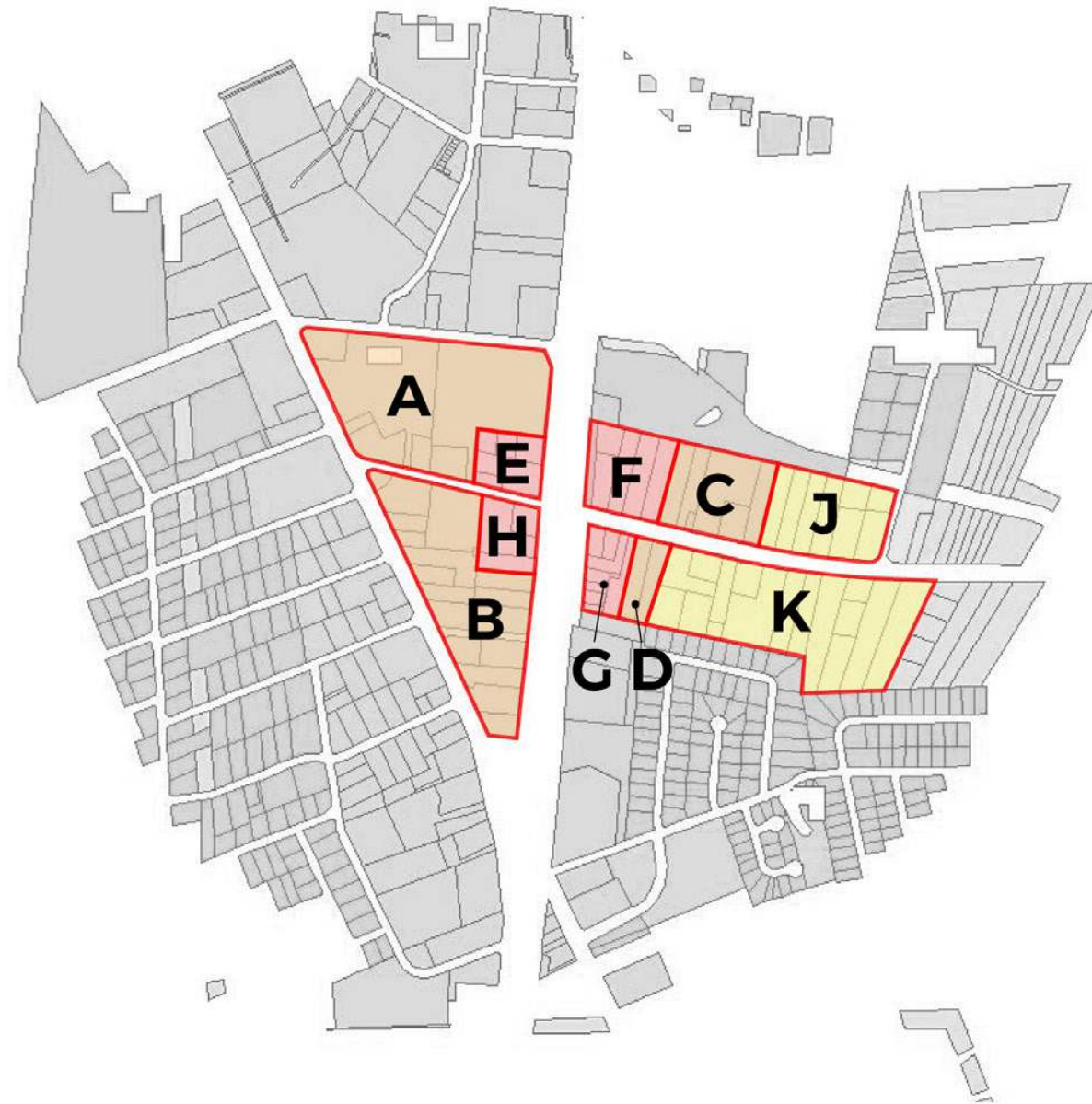




*How can TOD visions be more than “pretty pictures”?*

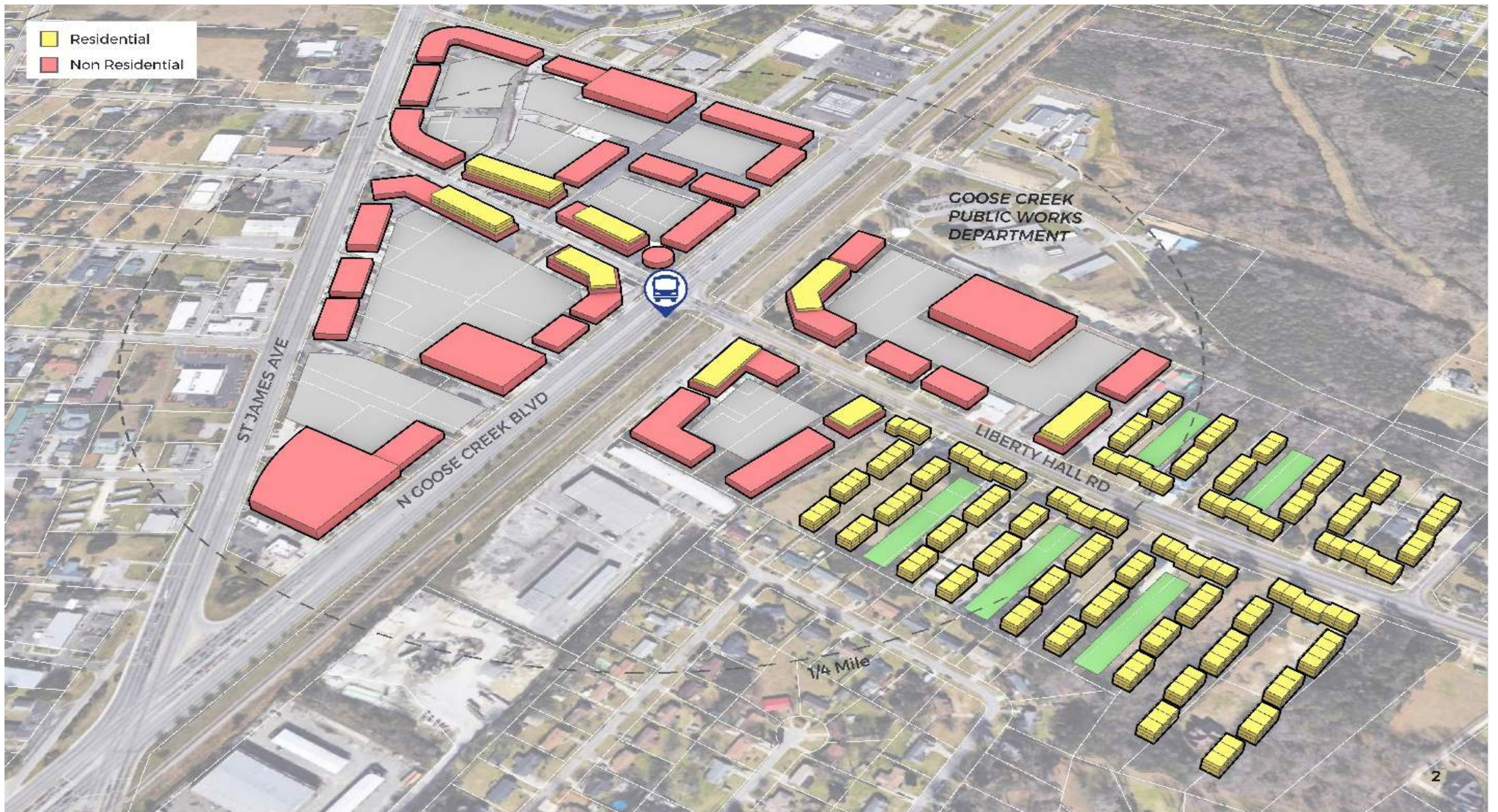


EXAMPLE NODE  
ASSEMBLAGE



GROWTH MANAGEMENT SCENARIO

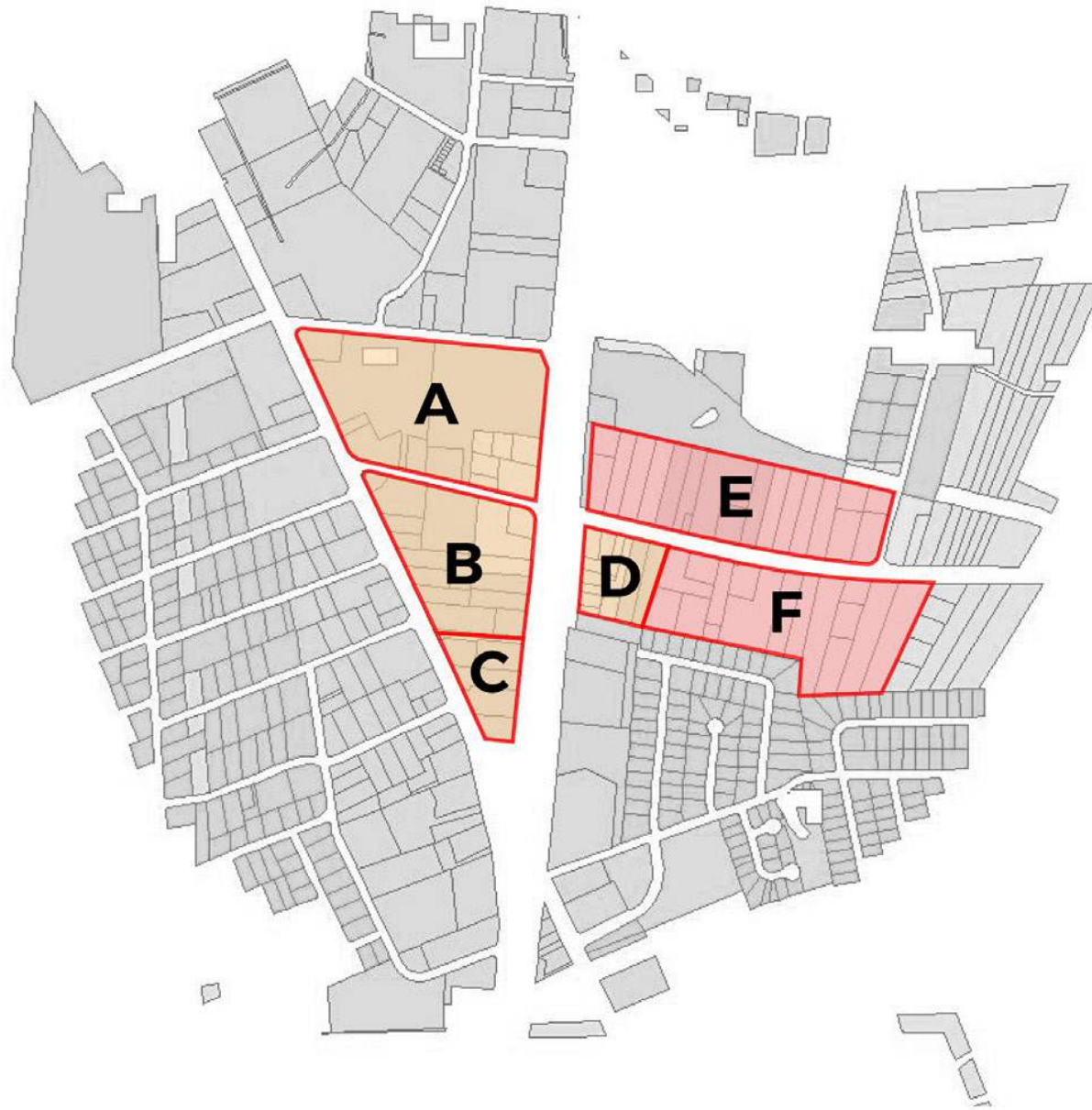




EXAMPLE NODE TYPOLOGY: GROWTH MANAGEMENT SCENARIO



EXAMPLE NODE  
ASSEMBLAGE



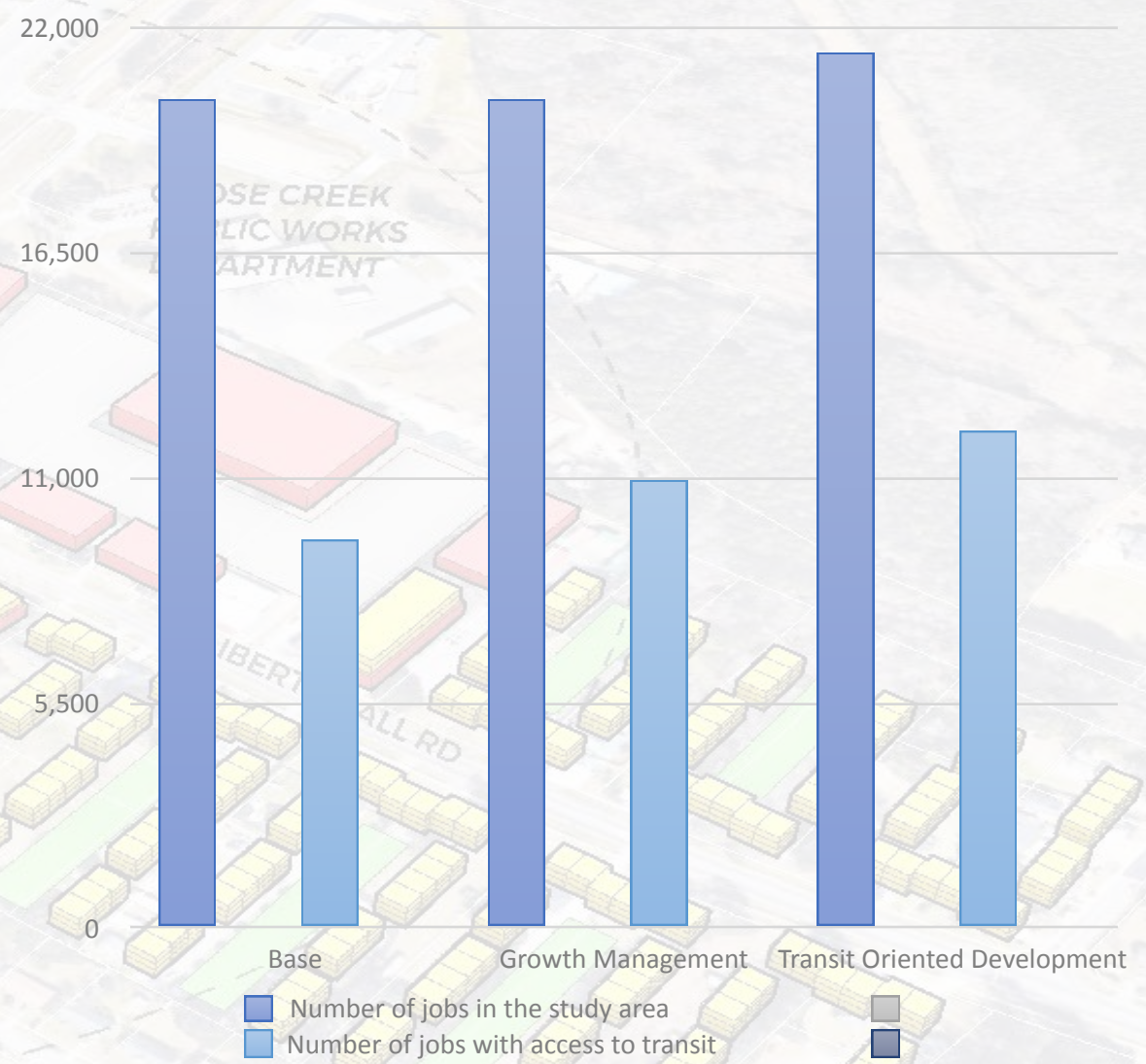
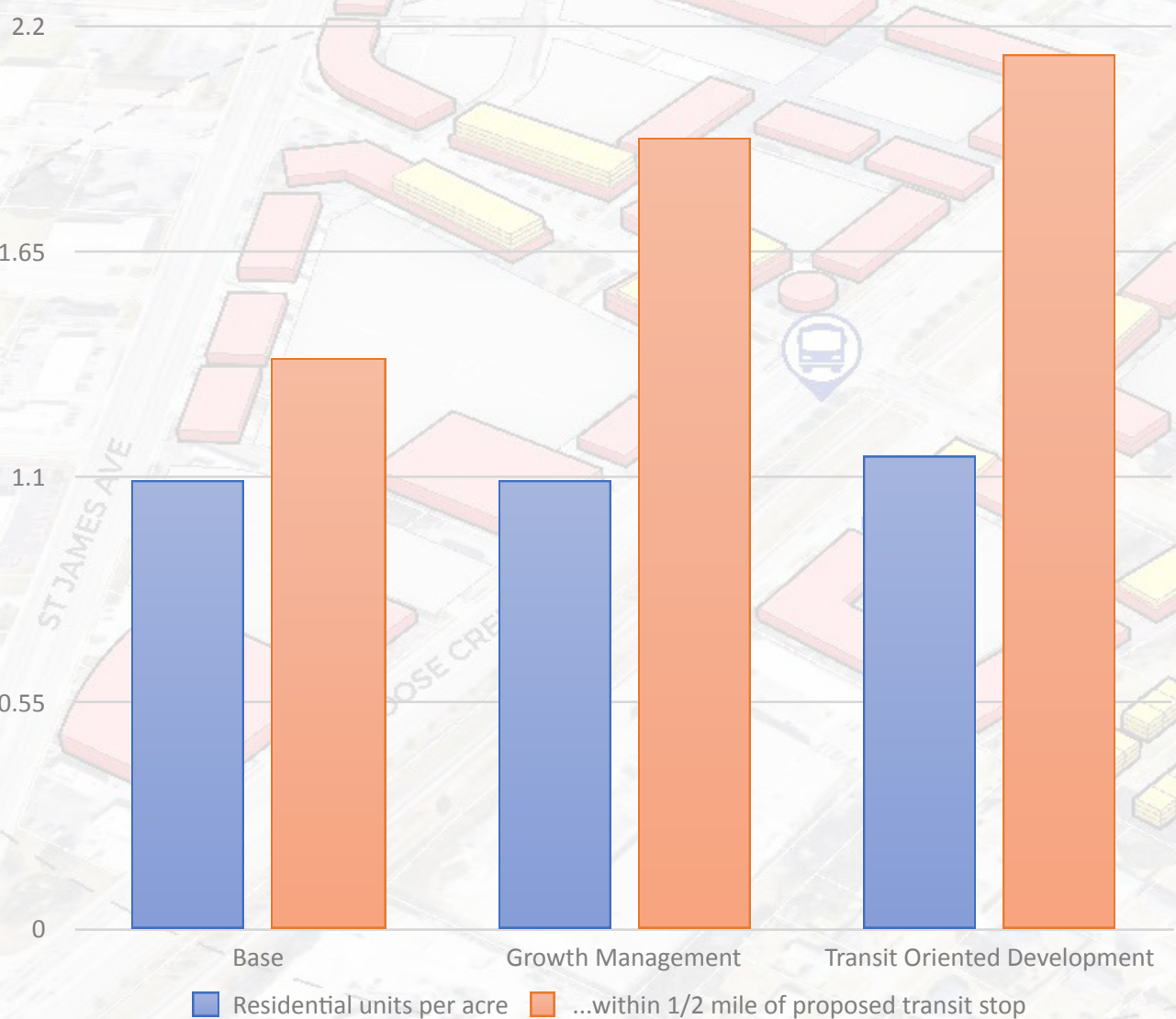
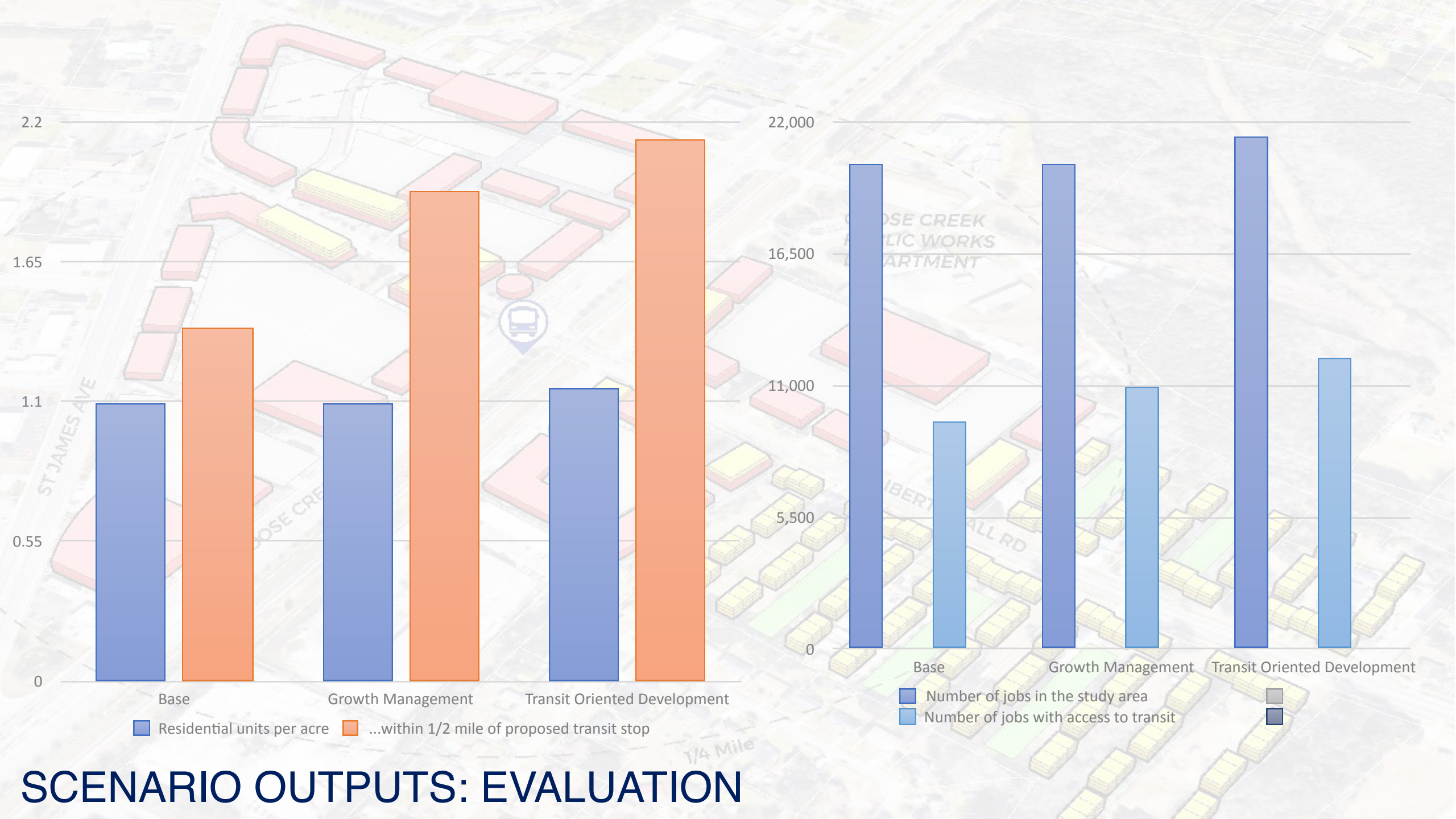
TOD SCENARIO





EXAMPLE NODE TYPOLOGY: TOD SCENARIO





# SCENARIO OUTPUTS: EVALUATION





Other Community Viz Outputs for Evaluation of Scenarios

*Number of residential units per acre*

*Increased unit density within ½ mile of proposed transit stop*

*Non-residential area*

*Number of commercial, office, and industrial uses per acre*

*Ratio of development nodes to preserved open space*

*Activity density within ½ mile of proposed transit stops*

*Number of jobs with access to transit*

Extended Evaluation

*Impacts on Traffic Congestion through 2040 – Delay, VMT, ADT*

*Conservation of Green Space*

*New sidewalk connections*

*Change in impervious surfaces*

# SCENARIO OUTPUTS: EVALUATION



An aerial architectural rendering of a modern university campus. The scene features a mix of traditional and contemporary buildings, including a large classical-style building with a portico in the foreground. A prominent hot air balloon with a colorful, multi-colored pattern is floating in the sky on the right side. The campus is surrounded by green spaces, trees, and a road with a blue tram or train. The overall atmosphere is bright and optimistic, suggesting a vision of a sustainable and modern educational environment.

*If we want a different future, what choices or investments do we need to make today?*



An aerial rendering of a city with various buildings, a hot air balloon, and a train. The text is overlaid in the center.

*If Scenario-Based TOD Planning can be used for large communities, and small ones too... what can each learn from the other?*





**THANK YOU!**