Developing a UBC Strategic Transportation Plan (STP)

The UBC TREK Program: Discussion Paper #3

Process Design: How to Get There from Here

The Next Trek Begins!

Prepared by the "G-7" Subcommittee of the

UBC Transportation Advisory Committee

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July 1998

Purpose of This Document

To recommend the process for developing and implementing a Strategic Transportation Plan (STP) for the University of British Columbia.

To address transportation planning issues, the University of British Columbia has:

- established a UBC Transportation Advisory Committee (TAC)
- hired a UBC Director of Transportation Planning
- committed (under the GVRD Official Community Plan Bylaw for UBC) to development and implementation of a Strategic Transportation Plan (STP) for the University of British Columbia.

The TAC has been charged with advising the Director on matters relating to STP development and implementation. A critical factor to the success of the UBC STP will be a **credible process**, one that promotes participation, buy-in, endorsement and informed consent (ideally consensus) of as many stakeholders (i.e. TAC and others) as possible. To date in the STP process, Discussion Paper #1: Issues & Opportunities, and Discussion Paper #2: Options & Priorities have been released, and were intended to raise awareness and promote discussion of issues and process. Discussion Paper #3: An Initial Draft STP was to have been released in early March 1998, but feedback received from TAC and other stakeholders indicated insufficient stakeholder representation in and buy-in to the process to date. As a result, a 90-day intensive process review and design exercise was undertaken from March to and May 1998 by the Director and several TAC members, nicknamed the G-7 or Group of Seven.

The 90-day G-7 members met bi-weekly - notes of each meeting are available from the Director on request. Initial meetings focused on a review of past processes, both at UBC and in other jurisdictions, to identify successful strategies. Subsequent meetings focused on existing UBC policies and processes which need to be considered as part of the STP process. This document was then drafted and refined over the latter few meetings for presentation to and endorsement by the entire TAC. It will then be presented to the UBC Board of Governors for formal endorsement by senior UBC Administration and implementation.

The Recommended Planning Process

1.   Rationale

At the outset, G-7 identified several process-goals that the process should be designed
to achieve. These goals are related to process, structural, liaison, and buy-in
shortcomings of the process to date. The goals are:

- Provide for a credible process that listens and responds to advice given and input received.
- Have committed, legitimate, knowledgeable, effective representation from stakeholders. Who? How?
- Determine how to feed into and relate to senior UBC Administration.
- Ask the stakeholders what they think they can do (e.g. Raising parking rates).
- Develop a marketing/communication plan as part of the whole process.
- Determine the relationship of the Director's role and not the inherited assumption; the role of the TAC; the nature of the representatives of TAC (i.e. now just a group of interested people, who do they represent?); and perhaps restructure the TAC.
- Put together a small working group to design the Strategic Planning Process.
- Identify resources that will be needed.
- Decide whether the working group should be solely UBC or UBC together with other stakeholders.

The Official Community Plan sets out the main objectives for the STP under "Access"
and defines ninety percent of the 'what' equation for TAC. It was then the Group of
Seven's responsibility to solidify the 'what' and clarify the 'how'. Major parts of the
'how' include:

- Having strategies to meet targets.
- Developing a process-monitoring system - adaptive management strategy.
- Developing timelines.
- Developing the Strategic Transportation Plan (STP)
- Developing an accompanying Implementation Plan.

The UBC STP process will necessarily involve extensive, complex matters and
consultation. It would be impractical for all thirty members of TAC to create the
complete STP document in the classic sense. A more modern planning method was
elected, involving the development of a simpler, yet more effective STP document.
This method develops the STP document in two parts: first, a strategic context/direction
section which involves a S.W.O.T. analysis, setting overall objectives, and process-
monitoring targets; and second, a suite of supporting Action Plans which would lead
naturally to an Implementation Plan via Action Teams.

For example, Improving Transit would be a short term "Action Plan". The Improving Transit Action Team would define the transit problem, decide what options are available and develop a Plan to achieve them within a specified period. It could be as simple as having the key players, UBC, GVRD and BC Transit in a room to create the groundwork by defining how transit supply could be increased over the next five years.

PHYSICAL PRODUCT OF THE OCP

**Vision / Overall Strategy
via OCP to set
Context / Direction**

⇓ Produces ⇓

♎❖✂□☜♱✂♱

**Action Plans
via Action Teams**
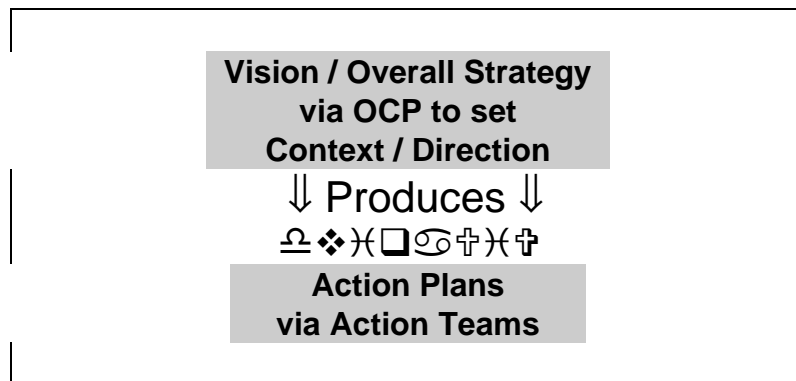
With this idea of the STP product, G-7 began development of the recommended STP outline and process design. (**The recommended outline for the UBC Strategic Transportation Plan document is given in Appendix A and discussed below.)** It is left to TAC and each Action Team to complete detailed Action Plan work programs/process designs as teams are formed and work proceeds over the coming months.

The expectations of G-7 in terms of a time-line are that once endorsed, TAC will work to having an STP document, including the elements above, for approval of the UBC Board of Governors by Spring 1999. It is also recognized and expected that various streams of the Action Plans are already underway by necessity (e.g. U-TREK Card, Transit, LRT) and will be dealt with/implemented simultaneously with STP development of necessity to meet OCP 5-Year trip reduction commitments.

2. STP Outline

I. Vision / Overall Strategy (1.1, 1.2)

This section of the document puts in place the planning context and control

mechanisms within which the Action Plans shall be completed.

A. A Shared Vision for UBC

Much of this chapter can be already gleamed and paraphrased from the UBC OCP, Discussion Papers 1 and 2, and related documents, but needs to be augmented /refined via stakeholder buy-in and participation. Based on this input and the previous reference materials, TAC will need to answer the following questions:

- What do we want to achieve over the next 25 years?
- What will UBC look (and feel) like as a result, in 5 years, in 15 years, in 25 years?
- What legislative / policy contexts set our mandate, and which do we need to be aware of and act within, setting out our broad Objectives
- From our broad Objectives, what then should be our Short and Long Term Goals? (Here's where the 20% definition will be set in concrete)

B. STP Development & Implementation Processes

This chapter will provide an overview of how the document itself has been put together, and expectations for overall coordination of the ongoing implementation process. It will answer the following questions:

- How were stakeholders involved and qualitative / quantitative assessments of the process' "success" at being credible?
- What do we already know about UBC commuters and commuting patterns? How will we be monitoring these trends? How do they compare with other programs and trends in the GVRD?
- Why are there Action Teams, and how will we ensure that there is good integration / communication between Teams and with others?
- What resources are being utilized and what methodology has been/is being followed? Relevant initial findings, graphs/charts will be presented here.
- What is the decision making process (e.g. primarily consensus), how are disputes being handled (e.g. special task forces), what formal reporting process is there (i.e. to the Board through AVP, Land & Building Services), and who makes the final decision (and how?) on recommendations from TAC/Action Teams?
- What sort of ballpark estimates / expectations do we have concerning what this is going to cost UBC (and other Regional partners), what the major tasks / actions are, and when we expect them completed?

- Who is going to be monitoring the overall process, with what measures of success/criteria? Based on feedback from this monitoring, what adaptive management techniques will be employed to keep the process "on track" to achieve STP objectives?

C.   Implementation / Action Plans

While the details of individual Action Plan/Team assignments are given in Section II, this chapter will explain how each Action Plan will be generally pursued within the context of pre-defined goals and scope. It is the critical part of the STP as it establishes the general "ground rules" for each team to follow, and will answer the following questions:

- How does this Action Plan relate to solving one (or more) of the OCP Objectives? What steps do Actions Teams have to review the OCP Objectives, identify other issues, and refine their goals? How much of the 20% trip reduction / transit increase targets is it likely that successfully completing this Action Plan and/or the assigned goals will achieve, and how will this success be measured/monitored/confirmed?
- What are the Strengths, Weaknesses, Opportunities and Threats facing the Team in achieving the assigned goals? What partnership opportunities / strategic alliances can be considered and how?
- Are all stakeholders identified and represented on the Team? What further steps need to be taken to maximize the potential for Participation. What will be the scope of responsibilities for each team and for each Team member?
- Is the assigned time reasonable? What can be done to meet or beat it, and time management pitfalls to avoid (e.g. sloppy meetings).
- What funding and resources are needed/available for the project overall and each team in particular?
- At what points and when is each Team to report to TAC and/or others?
- How to go about creating Marketing / Communication Plans.
- How to ensure pro-active education programs, including Go Green Coordinators.

II.   Critical Success Factors / Action Plans (1.1, 1.2)

This Section is where "the rubber hits the road", where the meat and work of the STP begins. Each of the following headings identifies an Action Plan that relates to a specific OCP Goal, and includes specific tasks. The numbers in brackets index each Goal/Task to a specific UBC commitment made in the July 25, 1997

Memorandum of Understanding (MoU) contained in the GVRD's UBC OCP Bylaw. **(The relevant sections of the OCP and MoU are attached for reference in Appendix B.)**

A.   Reduce Trucking (1.2a to 1.2e)

- Continue to develop measures under the University's Preferred Vendors Program to reduce truck volumes by 'grouping' certain goods and services. *(1.2.a)*

- Designate which goods and services will move along which truck routes. *(1.2.b)*

- Manage the implementation of truck volume and truck route programs by developing a $1,000 penalty enforcement clauses for UBC service and construction contracts. *(1.2.c)*

- Investigate methods for re-using fill materials and recycling waste. *(1.2.d)*

- Create recognition program for best new idea for reducing impact on neighbours from truck traffic. *(1.2.e)*

B.   Promote Bicycling / Walking (1.1g)

- Promote bicycle education & safety programs.

- Buy bicycles and make available at favourable prices. (1.1.g)

- Improve bicycle networks, paths & end-of-trip facilities. (1.1.g)

- Provide "campus bikes" for free on-campus use. (1.1.g)

- Coordinate existing pedestrian-related programs with TREK Program objectives.

C.   Improve UBC Transit in the Short Term (1.1k)

- Update previous UBC transit route and service evaluations.

- Pursue bicycle racks on all UBC bus routes.

- Determine on-campus transit needs, including for special events & **to/from** housing/conference areas.

- Establish benchmarks for goal of 20% increase in BCT ridership. *(1.1.k)*

D.   Pursue Long Term Opportunities to Improve UBC Transit Service (1.1k)

- Identify and facilitate strategic opportunities to encourage Light Rapid Transit (LRT) or Skytrain (ALRT) technologies to UBC

- Explore governance issues around GVTA and possible alternative service-models

E.   Use Parking Management for TDM (1.1a)

- Review on-campus parking fees, including market comparisons, price elasticity's of demand, and pricing structures. *(1.1.a)*

- Request MoTH remove all free parking along roads adjacent UBC. *(1.1.f)*

- Pursue systems to promote TREK objectives in mode choice flexibility.

- Pursue improved enforcement strategies.

F.   Introduce UBC TREK Card (1.1c)

- Identify and quantify travel requirements of students and personnel. *(1.1.a)*

- Share transportation databases with City, GVRD and BCT. *(1.1.b)*

- Work with BCT to design U-Pass system. *(1.1.c)*

- Develop a 5-Year Business Plan for a U-TREK (i.e. U-Pass) system. *(1.1.a)*

- Pursue additional funding resources. *(1.1.a)*

G.   Promote Other SOV Alternatives

- Investigate feasibility of changing class scheduling. *(1.1.e)*
- Investigate feasibility of using Cooperative Auto Network. *(1.1.h)*

- Continue to promote telecommuting by University personnel*(1.1.i)*, and explore tele-study programs for students.

- Continue to promote Ridesharing (i.e. van / car pooling) by students, staff and faculty

H.   Sustainable Transportation = Integrated Land Use & Transportation Planning

- Develop Transit/Ped/Bike Friendly Street & Development Planning/Design Guidelines
- Develop TDM Incentive Program Guidelines

- Develop Methodology and Undertake Ongoing Traffic Safety, Surveys & Other Monitoring Programs as needed to attain goals *(1.1.k)*

- Develop Traffic Management / Calming Guidelines

- Continue with UBC Transportation Advisory Committee. *(1.1.j)*

- Ensure Advisory Committee has representation from neighbouring communities. *(1.1.j)*

- Establish benchmarks for goal of 20% reduction in SOVs. *(1.1.k)*

3. The Plan / Process Design

Now that the "what" has been explained, the "how" is set out below, in general terms. It is expected as work proceeds and as the process is monitored, that adaptive management will be required and process specifics will be clarified. To begin the process, the following guidelines are given:

- Table 1 presents for each Action Plan a suggested Stakeholder list from which to form each Action Team
- To be most effective, an Action Team should be no more than 6 to 8 people, with the Director on all Teams
- The Director initially will chair each Action Team, subject discussion with each Team
- Teams will set their own meeting times, frequency, locations, etc.
- Each identified stakeholder group invited to be represented on the Transportation Advisory Committee and/or Action Team(s) will be requested to provide a person that:
  - is formally endorsed and qualified to represent the stakeholder
  - provides 2-way liaison between the stakeholder group and TAC
  - provides input on all TAC/Action Team decisions
- **(It is recognized that this is an advisory process and as such, ultimate responsibility for all UBC transportation planning decisions rests with the Director)**
- To ensure continued integration and communication between Action Teams, the Director will plus one other member from each Team will comprise a "Steering Committee"
- Each Team and the Steering Committee must include at least one person with planning expertise to monitor the process
- The Steering Committee must include at least one representative from students, staff, faculty, transit, and residential community stakeholder groups.
- While all Action Plans will proceed simultaneously, the U-TREK Action Plan spans almost all Teams and therefore will be undertaken by the Steering Committee.
- All Team (and Steering Committee) members shall be part of the TAC
- While TAC shall meet on a regular basis quarterly, the Steering Committee will need to meet more frequently, possibly bi-weekly initially.

- Resident members of TAC are encouraged to meet on their own as well throughout this process, to ensure consistent liaison/feedback to the Director and to each Community
- To ensure senior UBC Administrative support, the AVP, Land & Building Services will be invited to TAC and/or Steering Committee meetings at least once every three months
- Decisions of each Action Team should be made on a consensus basis where possible. Second preference is for majority position and informed consent where it appears a solution is not otherwise possible. Prior to using a vote, the dispute should be referred to the Steering Committee for further review.
- Action Teams should satisfy themselves that a full evaluation of alternatives has been made, and document a rationale for all major decisions and recommendations.

4.   Next Steps in the Process

- Action Team and Steering Committee nominations at June 10th TAC Mtg.

- Structure a process for ensuring ultimate decision-makers on $ or regs (i.e. UBC BofG, GVTA, City of Van, MoTH,) are buying in to the process and to the evolving plan. We all have said many times that this whole process will be a waste of time if we don't do this.   Revisions and submission for July Board of Governors as part of OCP Status Report; all Strategic Planning initiatives are required to go through a Senior Administrative Executive Committee review process prior to review by the Board
- Initiate Action Teams

- Once formed, each Action Team's initial business will be to answer the following questions:

  - ensure there is appropriate representation to perform the assigned tasks;

  - how to ensure there is planning process sensitivity within the group (e.g., by providing a process person for each group);

  - how to ensure the group reaches out to the wider constituencies (the pyramid base) that the stakeholder representatives represent (i.e. marketing & communication plan!).

Decisions:
Board of Governors
UBC Executive Committee
Director & AVP
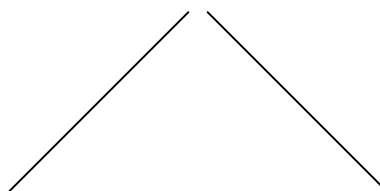
TAC
Action Teams

Stakeholder Group Executives

On/Off Campus Communities/Agencies

Pyramid of Participation/Consultation

- Recommend, within broad guidelines from the Steering Committee, major Action Team milestones and Timelines - (e.g. statements of the problem/issue each group sees itself as tackling, statements of each group's working procedures such as sub-committees and processes for consultation with wider constituencies, presentations of each group's substantive proposed and options for action by various key parties such as UBC's BoG, assessment of and responses to other task groups' proposals and options);

- a process for monitoring the groups' progresses (e.g. regular reports by each chair to the steering cttee perhaps sufficing).

- review existing policies/processes (e.g. Green Vision Paper, Main Campus Plan), and prioritize in relation to TREK objectives

- Develop detailed (i.e. S.M.A.R.T.) objectives and report back to the Steering Committee and/or TAC.

Table 1: UBC STP Action Plans - Suggested Stakeholder Groups

WHO	TRUCKING	BIKE/TRANSIT	TRANSIT	PARKING	U-TREK	OTHER ALTERNATIVES	DEVELOPMENT
1.	Residents	Students	BC Transit	Parking	Phase I	Registrar's Office	UBC Properties
2.	City	Staff	City	Housing	GVTA	UCS	CP&D
3.	Plant Ops/ CP&D	Faculty	GVTA/ GVRD	Private Colleges/ Theology	Transit?	Jack Bell Foundation/CAN	Transit
4.	UBC Properties/ Construction	Van. Bicycling A.C.	Student	Bookstore	Bookstore/ D. Harvie	Hospital	Faculty SCARP-Peter
5.	Purchasing	U.E.L.	Staff	Residents	Students	AMS	PPPAC/Moura?
6.	UEL	Min. of Trans. & Hwys. (MOTH)	Faculty	UEL	Staff	Deans	Frank Yatham Engineering Civil
7.		Housing	Residents	Continuing Education	Faculty	Housing & Conferences	ICBC
8.		CP&D		GVRD Parks	GVRD	Athletics	UEL
9.		Facility Mgrs./CP&D		Min. of Trans. & Hwys. (MOTH)	Ken Denike	Chan Centre	
10.				MTF			
11.				Student	Phase II		
12.				Staff	Invited Guests		
13.				Faculty	C.C.C.		
14.				Hospital	B.C.I.T.		
15.					Vaix		
16.					GVRD		
17.					Transit/GVTA		

Appendix A: STP Outline

**(Numbers in brackets refer to specific OCP commitments,
as per MoU dated July 25, 1997)**

I. Vision / Overall Strategy (1.1, 1.2)

A. Our Shared Vision for UBC
1. Global / Regional Mandate
2. UBC Official Community Plan / Other Policies / STP Objectives
3. UBC in Five Years / Short Term Goals
4. UBC in Twenty-Five Years / Long Term Goals

B. STP Development & Implementation Process - Overall Coordination
1. Consultation / Buy-in / Role of TAC & Others / Partnerships (1.1j)
2. Data Collection / Annual Traffic Monitoring (1.1a, 1.1b, 1.1k)
3. Integration / Differentiation of Action Teams (inside) & Others (outside)
4. Analysis / Development
5. Decisions / Accountability / Reporting Relationships
6. Implementation / 5 Year TREK Program Business Plan (1.1a, 1.1d)
7. Process Monitoring / Measures of Success / Adaptive Management

C. Implementation / Action Plans - How each will work
1. SMART Goals / Targets / Structural Accountability to Vision & Goals
2. SWOT Analysis / Environmental Scans / Partnership Opportunities
3. Identifying Teams / Participation Pyramid / Scope of Responsibilities
4. Time Lines / Expediting Success
5. Funding / Resources
6. Major Milestones / Reporting
7. Educational / Marketing / Communication Plans
8. Go Green Coordinators

II. Critical Success Factors / Action Plans (1.1, 1.2)

A. Reduce Trucking (1.2a to 1.2e)

1. Routes / Dispersal
2. Coordination / Reduction
3. Waste Management
4. Recognition Programs
5. Size/Weight/Fuel/Scheduling/Route Restrictions

B. Promote Bicycling / Walking (1.1g)

      1.   Paths & End-of-Trip Facilities
      2.   Public Bikes / On-campus Bike Shop
      3.   Other Service Improvements / Discount Bike Sales / Safety Courses
      4.   Ongoing User Liaison / UBC PBAC

C.   Improve UBC Transit in the Short Term (1.1k)

      1.   BC Transit Service to UBC
      2.   Local UBC Shuttles
      3.   Bus Loops
      4.   Ongoing User Liaison / UBC TUG
      5.   Other Services

D.   Pursue Opportunities to Improve UBC Transit Service in the Long Term

      1.   Light Rapid Transit (LRT)
      2.

E.   Use Parking Management for TDM (1.1a)

      1.   Housing, Institutional, Commercial, Research Parks
      2.   On-street Parking, Off-Campus Parking (1.1f)
      3.   Enforcement
      4.   5 Year Business Plan / Strategy

F.   Introduce UBC TREK Card (1.1c)

      1.   Administration / Programs
      2.   Regional Partnership Agreements
      3.   Product Design / Bundling
      4.   Roll-Out / Placement

G.   Promote Other SOV Alternatives

      1.   Class scheduling (1.1e)
      2.   Tele-commuting (1.1i)
      3.   Rideshare Telephone Hotlines / On-Street Programs
      4.   Hospital / Airport Shuttles
      5.   Cooperative Auto Network (1.1h)
      6.   Jack Bell Foundation Car/Van Pools

H.   Sustainability = Integrated Land Use & Transportation Planning

      1.   Transit/Ped/Bike Friendly Street & Development Planning/Design
      2.   TDM Incentive Programs

      3.   Traffic Safety Monitoring

      4.   Traffic Management / Calming

I.   Appendices

      1.   Technical References

      2.   UBC Transportation Advisory Committee Members

      3.   Other Acknowledgments

      4.   Process Design

      5.   Consultation Record/Work Program Summary

      6.   Discussion Papers (bound separately)

      7.   Comments Received (bound separately)

J.   Figures / Charts

1.   As needed