

Integrated Regional Transportation Master Plan

Project Charter

May 2019



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Section 1. Charter Introduction

1.1 Document Change Control

This section will record the history of the document from first approval. Only approved changes to scope, budget, resources or schedule will result in changes to the project charter. Changes to the project charter will be documented by adding addenda to the original project charter.

Revision Number	Date of Issue	Author(s)	Brief Description of Change

1.2 Executive Summary

The Edmonton Metropolitan Region Board (EMRB) adopted the inaugural Integrated Regional Transportation Master Plan (IRTMP) in 2011, which established a regional transportation network and defines key elements of the Region's future transportation system for 35 years. The IRTMP is based on, and is in policy alignment with, the growth and planning assumptions of the 2009 Capital Region Growth Plan (CRGP). To support the implementation of the IRTMP, the (former Capital Region Board and now the EMRB) supported the development of a shorter-term prioritization of the 10-year roadway and transit projects list starting in 2013, with the first report completed mid-year 2014.

In 2017, the Government of Alberta approved the Edmonton Metropolitan Region Growth Plan (Growth Plan), which charted a bold new direction for the Region including key strategies for planning and managing growth. The implementation of the Growth Plan identified the need to undertake an update of the IRTMP to align with the new direction of the Growth Plan and update the policies and maps from the inaugural IRTMP.

With the significant changes in policy direction and outcomes expected from the Growth Plan, the IRTMP update has been identified as a strategic priority in both the 2018-2023 Strategic Plan and 2018-2020 Business Plan to implement the Growth Plan.

The IRTMP project includes a comprehensive review and reconsideration of the existing transportation project prioritization system employed in developing the annual Regional Transportation Priorities Report. The project will also deliver the first Regional Transportation Priorities Report using the new ranking process in time to inform the 2021 Provincial Capital Budget Cycle.

The IRTMP project will be a collaborative effort involving member municipalities and Alberta Transportation (AT). Through a letter of agreement between the EMRB and AT, both parties recognize that all jurisdictions, including the Government of Alberta, EMRB and member municipalities, must work together to coordinate planning of the regional transportation system and road network.



1.3 Project Approval

This project charter formally authorizes the existence of the project, the IRTMP, and provides the project manager, appointed at the discretion of the Chief Executive Officer, with the authority to apply organizational resources to project activities described herein. If there is a change in the project scope, the project charter will be updated and submitted for re-approval.

Approving BodyEdmonton Metropolitan Region Board						
Approval Date	June 13, 2019					
Motion ID	B2019-26					
Project Sponsor	Karen Wichuk, CEO					
Project Manager	Debra Irving, Senior Project Manager					

Section 2. **Project Overview**

2.1 Project Summary

The inaugural Integrated Regional Transportation Master Plan (IRTMP) was developed in 2011, under the direction of the Capital Region Board, which established a regional transportation network to serve the Region for 35 years. The IRTMP policies and resulting transportation network aligned with growth forecasts and land use policies of the Capital Region Growth Plan (CRGP) adopted in 2010. The inaugural IRTMP was implemented through an annual ranking of regional transportation projects using methodology developed in 2013, which is referred to as the Regional Transportation Priorities report. This report has been prepared annually for the past five years with input from all member municipalities and submitted to the province for consideration in budgeting for capital projects.

In 2017, the Province approved the Edmonton Metropolitan Region Growth Plan (Growth Plan), which establishes a framework for responsible growth for the next 25 years to 2044. The Growth Plan included substantive policy updates including the identification of a Metropolitan Region Structure to 2044, six integrated policy areas, updated growth assumptions, and higher land use density targets for all urban municipalities, all of which are intended to influence future land development patterns and transportation infrastructure needs across the Region.

The Regional Transportation Priorities evaluation criteria and weighting were updated in 2018 to align with the Growth Plan. The Board approved Regional Transportation Priorities Evaluation Criteria Update and 2018 Regional Transportation Priorities reports in June 2018 with the understanding that a comprehensive update of the IRTMP would drive a thorough review and reconsideration of all aspects of the prioritization process.

This project, therefore, includes two major deliverables:

- a thorough IRTMP update aligned with the Growth Plan; and
- a re-evaluation and re-tooling of the Regional Transportation Priorities Evaluation Process to support the implementation of the IRTMP.



Transportation policies in the CRGP focused on increasing transportation choices and ensuring support for transit. The updated Growth Plan, however, recognizes the need to broaden transportation policy for the success of the Region, including integrating land use and infrastructure as a key strategy. The expanded policy direction of the Growth Plan links infrastructure to economic development and diversification, by addressing not only the movement of people, but also goods, with supportive policies on rail facilities, over-dimensional corridors and airports. The Growth Plan also strengthened policies around supporting a shift from single-occupancy-vehicles to multi-modal transportation choices, which was broadened to include active modes of transportation.

The IRTMP update is included in both the 2018-2023 Strategic Plan and 2018-2020 Business Plan as a two-year project commencing in 2019.

2.1.1 Project Objectives and Outcomes

No.	Objectives	Outcomes
1	 Update IRTMP to implement policy direction and growth assumptions of Growth Plan. 	An integrated, multi-modal transportation system to serve the Region until 2044.
2	 Research and compile transportation plans from member municipalities and stakeholder organizations and collaboratively identify regionally significant transportation infrastructure. 	Shared understanding of Regional transportation infrastructure.
3	 Research and address the implications of emerging and/or disruptive technologies, transportation services and infrastructure. 	A Region positioned to address transportation change.
4	Develop a preferred transportation system for the Region in collaboration with member municipalities and Alberta Transportation.	Harmonized transportation modelling for the Region.
5	Evaluate and update annual Regional Transportation Priorities criteria, methodology and process.	A transparent, efficient process for developing the annual Regional Transportation Priorities report that meets the needs of member municipalities.
6	 Identify data sets and mapping products of importance to the Region and recommend a process for updating and reporting. 	A clear picture of the evolution of the Region's transportation infrastructure and progress in implementing the IRTMP.

2.1.2 Project Scope

The IRTMP builds upon the policy direction and growth assumptions of the Growth Plan. The project scope includes activities in support of the update, as well as the development of an evaluation and prioritization process to be used annually to update the Regional Transportation Priorities report. An interim version of the evaluation and prioritization process will be run in 2020, while the 2021 Regional Transportation Priorities report will be delivered as part of the project using the finalized evaluation process.

Activities In Scope	Activities Out of Scope
Conduct research on transportation plans, programs, activities, and funding program requirements; identify best practices, emerging technologies; research transportation funding sources and requirements.	Preparation of Regional Transportation Priorities Report for 2019.
2. Develop an updated IRTMP to include principles, objectives, strategies and policies in alignment with Growth Plan.	2. Funding models or strategies.
3. Develop and model future transportation system scenarios.	
4. Review existing transportation project evaluation process, criteria, and methodology to understand where improvements can be made; develop new prioritization system (methodology, criteria, reporting structure).	
5. Preparation of 2020 Regional Transportation Priorities report using interim criteria and 2021 Regional Transportation Priorities report using finalized Priorities Evaluation Process.	

As noted in the above table, preparation of a Regional Transportation Priorities report in 2019 is not within the scope of the Project as it is expected that the IRTMP will drive major changes to the prioritization criteria and methodology of establishing transportation priorities. The 2018 Regional Transportation Priorities report will be revisited and updated internally for submission to the Province in September 2019.

2.2 Deliverables

The project includes the deliverables outlined in the following table.

Project Deliverable 1: Communication Plan								
Stakeholders:	EMRB Administration, Working Group, Task Force, Board							
Description:	The Communication Plan establishes a communication framework to ensure consistent messaging and to establish expectations of when and how project updates will be received by various stakeholders. The Communication Plan will be developed in accordance with Advocacy & Communications Policy A008.							
Acceptance Criteria:	Communication Plan provides adequate detail to ensure compliance with Policy A008 to the satisfaction of the Task Force.							
Due Date:	July 2019							



Project Delivera	able 2: Engagement Plan								
Stakeholders:	EMRB Administration, Working Group, Task Force, Board								
Description:	The Engagement Plan will describe the project engagement strategy by identifying appropriate engagement styles and involvement expectations with identified stakeholders throughout the project. The Engagement Plan will be in conformance with Public Engagement Policy G022.								
Acceptance Criteria:	The Engagement Plan identifies all known stakeholders and details appropriate engagement to ensure compliance with Policy A008 to the satisfaction of the Task Force.								
Due Date:	July 2019								
Project Delivera	able 3: Environmental Scan								
Stakeholders:	Consultant, Working Group, Task Force, Board								
Description:	The environmental scan compiles and reviews information from member municipalities and identified stakeholders, including but not limited to: adopted plans, policy documents, growth and transportation models, commissions, initiatives and studies relating to strategies and plans for all transportation modes. The environmental scan will also identify and present information on: emerging issues and technologies; existing and emerging funding program requirements; and, transportation best practices. Part of the risk and opportunity review will include a lessons learned exercise of the annual transportation priorities ranking process, evaluation criteria and methodology to identify opportunities for improvement. The environmental scan will be delivered as a standalone report.								
Acceptance Criteria:	Working Group validates findings of environmental scan to be correct, and report is detailed enough to inform update of IRTMP and Evaluation Process to the satisfaction of the Task Force and Board.								
Due Date:	December 2019								
Project Delivera	able 4: Regional Transportation Scenarios and Technical Report								
Stakeholders:	Consultant, Working Group, Task Force, Board								
Description:	Building upon accepted findings from the Environmental Scan, the consultant will identify different growth scenarios using Alberta Transportation's model. Alternative scenarios and methodology will be presented, and assumptions will be agreed upon for modelling. The model would be developed for interim use to inform policy discussion and development and may need adjustment upon drafting of the IRTMP.								
Acceptance Criteria:	Scenarios represent different outcomes and incorporates growth assumptions to the satisfaction of the Task Force.								
Due Date:	June 2020								

Project Delivera	able 5: Policy Framework						
Stakeholders:	Consultant, Work Group, Task Force, Board						
Description: The Policy Framework will guide the development of the IRTMP principle strategies and policies by establishing a common understanding and approject, as well as how to achieve consensus on policy direction and Wooutputs. The Policy Framework document will also identify an approach f the Regional Transportation Priorities Evaluation Process, to ensure und policy tiebacks prior to IRTMP development.							
Acceptance Criteria:	The Policy Framework clearly outlines the IRTMP policy development and Evaluation Process approach to the satisfaction of the Task Force.						
Due Date:	March 2020						
Project Delivera	able 6: 2020 Regional Transportation Priorities Report						
Stakeholders:	Consultant, Work Group, Task Force, Board						
Description:	Based upon the lessons learned exercise identified in the Environmental Scan and reflecting the preliminary approach identified in the Policy Framework, a revised Regional Transportation Priorities Process will be developed and used on an interim basis to complete the 2020 Regional Transportation Priorities evaluation. This interim exercise will inform necessary process or methodology changes for the final Regional Transportation Priorities Evaluation Process deliverable. The Integrated Regional Transportation Master Plan may result in necessary amendments to the interim process, methodology or criteria used in developing the 2020 report.						
Acceptance Criteria:	The 2020 Regional Transportation Priorities Report demonstrates the policy shifts within the Growth Plan to the satisfaction of the Task Force and Board. Any concerns or shortcomings in process or methodology are clearly documented for further exploration and refinement in the final Regional Transportation Evaluation Process deliverable.						
Due Date:	June 2020						
Project Delivera	able 7: Integrated Regional Transportation Master Plan						
Stakeholders:	Consultant, Work Group, Task Force, Board						
Description:	The IRTMP is a long-term strategic plan building upon the objectives and strategies of the Growth Plan. The IRTMP helps guide transportation decisions and public investment by developing a master plan of regionally significant transportation infrastructure and identifying strategies and targets to implement the objectives of the Growth Plan. The IRTMP will identify appropriate data sets for monitoring and reporting to ensure a clear understanding of the Region's progress in implementing the plan over time.						
Acceptance Criteria:	The IRTMP reflects the policy direction and supports the implementation of the Growth Plan to the satisfaction of the Board.						
Due Date:	December 2020						

Project Deliver	able 8: Regional Transportation Priorities Evaluation Process							
Stakeholders:	Consultant, Work Group, Task Force, Board							
Description:	The Regional Transportation Priorities Evaluation Process is an annual review and ranking of regionally significant transportation projects identified by member municipalities, resulting in a collective list of ranked projects approved by the Board fo submission to the province for consideration in the Three-Year Capital Plan. The Process will need to be updated, including a review of criteria, methodology and weighting, to align with the updated IRTMP. A manual will be included for populating the proposed matrix or model to ensure consistent application of the Process going forward.							
Acceptance Criteria:	The Process meets requirements of approach identified in the Policy Framework deliverable; methodology is clearly understood; criteria and weighting reflect Growth Plan and IRTMP policies and objectives; instructions on how to use the Evaluation Process tool(s) are clear and easy to follow. The final report will be to the satisfaction of the Board.							
Due Date:	April 2021							
Project Deliver	able 9: 2021 Regional Transportation Priorities Report							
Stakeholders:	Consultant, Working Group, Task Force, Board							
Description:	Using the finalized Regional Transportation Priorities Evaluation Process, the first annual (2021) Regional Transportation Priorities Report will be developed and delivered as a standalone report.							
Acceptance Criteria:	The Regional Transportation Priorities Report provides transportation rankings with enough detail to support funding requests from the province or other sources, to the satisfaction of the Board.							
Due Date:	June 2021							
Project Deliver	able 10: Lessons Learned Register							
Stakeholder:	EMRB Administration							
Description:	The Lessons Learned Register will be created upon project kickoff and will be used for tracking successes and key learnings throughout the project, as well as the impacts to resources and how to influence positive results under similar conditions.							
Acceptance Criteria:	The Register reflects regular updates and details success, issues, solutions and general observations encountered throughout the project. The Register should be of sufficient detail to inform strategies to be used in subsequent projects.							
Due Date:	Within one month of project completion							

Major phases of the project are outlined below, with smaller deliverables noted with icons.



IRTMP				2	2019)					2020 2021																
	Α	M	J	J	Α	S	0	N	D	J	F	M	Α	M	J	J	Α	S	0	N	D	J	F	M	Α	M	J
Project Initiation																											
Environmental Scan																											
Scenario Modelling																											
IRTMP Development												#			•												
Evaluation Process																											
2021 Regional Transportation Priorities Report																											

- ▲ Communication Plan and Engagement Plans Due
- # Policy Framework Due
- ♦ 2020 Regional Transportation Priorities Report
- Lessons Learned Register

2.3 Project Cost Estimate and Source of Funding

2.3.1 Project Cost Estimate

The approved 2019/2020 EMRB budget includes \$135,290 for the IRTMP, followed by \$185,290 in 2020/2021. This budget is inclusive of professional consulting costs, as well as costs for communications, meetings, travel and honoraria.

2.3.2 Additional Sources of Funding

While additional sources of funding have not been identified as part of the initial project budget, EMRB will be reviewing additional funding opportunities.

2.4 Dependencies

A Letter of Agreement was executed between Alberta Transportation and the EMRB to ensure future transportation plans are informed by provincial transportation priorities through more active engagement at the senior executive level. Both organizations indicate a desire to work collaboratively to develop forecasts for travel demand and land use impacts within the Region, through access to the provincial transportation forecasting model.

The IRTMP will implement the transportation policies and objectives of the Edmonton Metropolitan Region Growth Plan. The Project Summary Section of this Charter, starting on page 4, details the policy shifts between the CRGP and the Growth Plan.



EMRB is unaware of other internal or external dependencies associated with the IRTMP. The IRTMP will drive changes to the Regional Transportation Priorities Evaluation Process, which is utilized for ranking transportation priorities on an annual basis for capital funding. The first Regional Transportation Priorities Report using the final Regional Transportation Priorities Evaluation Process will be developed as a deliverable and scheduled for completion in time to inform the 2021 provincial budget cycle.

Many member municipalities have adopted Transportation Master Plans (TMPs), and some are in the process of amending those plans. While the IRTMP and member municipality TMPs are not interdependent, the plans do inform each other and there will be opportunities for alignment. The environmental scan will further elaborate on the current state of transportation planning in the Region.

2.5 Project Risks, Assumptions, and Constraints

2.5.1 Risks

No.	Risk Description	Probability (H/M/L)	Impact (H/M/L)	Risk Management Plan
1 Scoping	Project scope differs from Task Force expectations.	M	Н	Additional deliverables added to project (Policy Framework, prioritization evaluation lessons learned in Environmental Scan) to focus discussion and provide touchbacks for direction.
2 Political shifts	New provincial and federal governments may result in a shift in transportation priorities, policies, programs or funding.	Н	M	AT to participate as non- voting Task Force member; Government of Canada consultation to occur throughout process.
3 Lack of consensus	Work Groups may see delays in information outputs without clear understanding of decision-making and consensus building.	M	Н	Policy Framework deliverable includes clarity for decision-making during process.
4 Municipal capacity	Capacity of senior staff to inform modelling and planning recommendations may cause delays or result in inferior deliverables.	Н	Н	CAOs to assign appropriate Work Group representatives; continuous check-ins through CAO Committee



2.5.2 Assumptions

The following table lists the items that cannot be proven or demonstrated when this project charter was prepared, but they are taken into account to stabilize the project approach or planning. Changes in these assumptions have the potential to impact the success of the project.

No.	Assumptions	Potential Area(s) of Impact
1	Task Force to include seven municipal voting members	Budget/time implications for larger Task Force
2	Senior municipal transportation staff to represent municipalities in Working Group	Lack of expertise may affect plan quality and acceptance of deliverables; time/budget implications
3	Funding to EMRB will remain stable	Changes to EMRB budget may impact project completion

2.5.3 Constraints

The following table lists the conditional factors within which the project must operate or fit.

No.	Category	Constraints
1	Budget	Budget is pre-determined; changes to scope or timing may impact budget.
2	Resources	Municipal capacity is finite and scope changes may affect ability of municipalities to meet increased staff resource needs. May affect deliverable quality.
3	Time	Project plan reflects completion of project by June 2021, with final deliverable informing the 2021 provincial budget cycle.

Section 3. **Project Organization**

3.1 Project Governance

The Edmonton Metropolitan Region Board is the sponsor for the IRTMP Update Project and provides the authority and support for the project. Oversight for this project will come from a Task Force of elected officials appointed by the Board, which will include a non-voting member from Alberta Transportation. The Task Force will provide strategic direction and oversight on all aspects of the project on behalf of the Board.

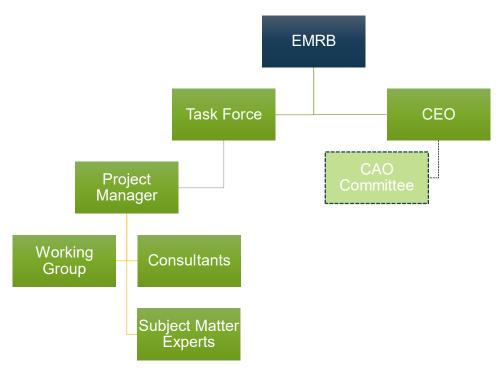
The Task Force will be supported by a Project Team consisting of a Project Manager, Working Group(s), and project consultant(s). A Project Manager from EMRB administration will be assigned to oversee the planning, execution and completion of the project. The Project Manager is responsible for project administration, including project resource management, schedule, budget management, and issues management.

The Working Group(s) of senior staff from the region will provide professional policy and technical advice and other related support. Sub-groups may be initiated, as needed, to provide clarity on functional areas.



Participation by member municipalities is essential to support the project. Therefore, Regional CAOs will be consulted throughout the project.

Consultant(s) will be contracted to assist in all phases of project as subject matter experts and prepare the final deliverables.



3.2 Roles and Responsibilities

The following table further clarifies the roles and responsibilities of the project team identified in the previous section.

Activity	Board	Task Force	Project Sponsor	Project Manager	Subject Matter Experts	Working Group	CAOs	Member Municip alities
Project Initiation	А	I	R	R	I	I	С	I
Define Requirements	I	A	R	R	I	С	I	I
Execute Project Work	I	R	Α	R	R	С	I	I
Engage Stakeholders	I	R	Α	R	R	С	С	I
Validate Deliverables	I	А	R	R	R	Α	I	I
Approve Major Deliverables	Α	R	R	R	R	I	I	I
R = Responsible, A = Accountable, C = Consulted, I = Informed								



3.3 Project Facilities and Resources

The project will require both internal EMRB staff resources as well as consultant services in order to complete project deliverables. EMRB staff contributing to the project will include a Project Manager, GIS Coordinator, Project Coordinator, and Administrative Assistant. The Director of Strategic Initiatives and Operations will also assist with the Engagement Plan and Communications Plan deliverables.

A consultant team will be required for completion of other deliverables, including the environmental scan, identification of transportation scenarios and analysis, IRTMP, Regional Transportation Priorities Evaluation Process and manual, and the 2021 Regional Transportation Priorities Report.

A Memorandum of Understanding will be developed to establish the resources needed for modelling exercises per the August 2018 Letter of Agreement between Alberta Transportation and the EMRB.

EMRB meeting spaces are considered adequate for work group sessions. Task Force sessions are anticipated to need additional seating capacity and the budget reflects associated meeting space costs.

3.4 Project Stakeholders

In addition to input from Working Groups and direction from the Task Force, as identified in Section 3.2, the IRTMP will include consultation with stakeholders throughout the Region. Stakeholders will include, but not be limited to:

- Government of Alberta (Alberta Transportation)
- Edmonton International Airport
- Alberta Industrial Heartland Association
- Edmonton Global
- Government of Canada
- Canadian National Railway
- Canadian Pacific Railway
- Regional Transit Services Commission (and transition team)

An Engagement Plan will be developed as a deliverable prior to completion of the project initiation phase.

Section 4. **Project References**

More information concerning this project can be found in the following documents:

Document Title	Date	Status	Body	Location
Edmonton Metropolitan Region Growth Plan	October 26, 2017	Approved	Government of Alberta	http://emrb.ca/Website/media/PDF/Publications/EMRGP-Interactive.pdf
Edmonton Metropolitan Region Board Regulation	October 26, 2017	Approved	Government of Alberta	http://www.qp.alberta.ca/documents/Regs/2017 189.pdf



Document Title	Date	Status	Body	Location
EMRB Strategic Plan	June 14, 2018	Approved	Edmonton Metropolitan Region Board	http://emrb.ca/Website/files/83/83fa4 92b-d3bd-43f4-b5f3- d417b025c8c0.pdf
IRTMP	September 2018	Approved	Edmonton Metropolitan Region Board	http://emrb.ca/Website/media/PDF/About%20Us/Growth%20Plan%202010/irtmp-approvedsept8-2011.pdf
2018 Regional Transportation Priorities Report	June 14, 2018	Approved	Edmonton Metropolitan Region Board	http://emrb.ca/Website/files/72/723dd bf6-67eb-4005-874e-4e90fc326fd8.pdf
2018 Evaluation Criteria Update	June 14, 2018	Approved	Edmonton Metropolitan Region Board	http://emrb.ca/Website/files/0c/0cb61 541-43f9-4c92-8710- 5f816a95940d.pdf

Several other reports regarding transit and transportation, including strategies and studies, remain in effect since the adoption of the inaugural IRTMP in 2011. These plans and reports are listed in Appendix E of the Growth Plan (page 121).

Section 5. Acronyms

Acronym	Name in Full
AT	Alberta Transportation
EMRB	Edmonton Metropolitan Region Board
GIS	Geographical Information Systems
IRTMP	Integrated Regional Transportation Master Plan
TMP	Transportation Master Plan