

## **Implementation Plan**

# **Reducing the cost of transport infrastructure**

**June 2014**

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## 1 Background

The Department of Transport and Main Roads' role is to provide safe and cost effective, functional transport infrastructure that meets current and future needs. This will be done in part by delivering long-term innovative infrastructure solutions which will deliver value for money. Our department's vision is Connecting Queensland – delivering transport for prosperity.

In 2013 the Infrastructure Management Division of the department compiled its initial *Strategy for Reducing the Cost of Infrastructure* (The *Strategy*) (available on the departmental website).

The department recognised:

- claims that infrastructure costs are higher in Queensland
- the need to watch every dollar – do more for no more
- Government as an enabler rather than a doer
- the role of innovation for economic success.

The department has identified principles that will assist in meeting our objectives of safe, functional transport infrastructure that is 'value for money'. Specifically:

- determining the scope of projects to ensure functionality is addressed on a 'what is needed' basis
- encouraging and using innovative products and processes that provide the required functionality for a safety, cost or durability benefit.

Simply, the department is focused upon reducing the cost of transport infrastructure by:

- making sure the department is open for business
- listening to industry (inviting feedback on improvements)
- encouraging the implementation of innovation that demonstrably helps us achieve our objective
- asking our suppliers and staff 'can it be done better/smarter'
- using Austroads and Australian Standards to deliver context sensitive solutions wherever feasible
- implementing cost efficient and competitive processes that are consistent with community and industry expectations
- compromising in a responsible manner, prioritising safety and reducing long term costs.

The *Strategy* outlined initiatives that the department had completed and those in progress at the time.

On 15 November 2013, the department held a workshop with representatives from contractors, industry representative organisations and consultants.

Before lunch departmental officers from Infrastructure Management Division presented to attendees information about current and completed initiatives.

After lunch attendees formed eight groups to address the content areas of:

- Best value procurement and contracting (two groups)
- Innovation
- Pavements, Quarries and Materials
- Structures, Piles and Concrete
- Traffic and Lighting
- Road design and scope (two groups).

And answered the following questions:

- What is working well?
- What can be improved?
- What can Transport and Main Roads do?
- What can industry do?
- What one thing would make the biggest difference?

The workshop was videoed and is available by emailing [mr.techdocs@tmr.qld.gov.au](mailto:mr.techdocs@tmr.qld.gov.au).

A summary of the feedback received is included in the Action Plan (Table1) of this document.

The department emailed attendees in November, provided a copy of feedback received and advised that an implementation plan that incorporated industry feedback would be forwarded to attendees in the beginning of 2014.

## **2 Original strategy**

The objective, background and principles set out in the *Strategy for Reducing the Cost of Infrastructure (2013)* are still robust.

Suites of initiatives were presented in the Strategy under six headings:

- Project Scope
- Research, Development and Innovation
- Improved technical and project delivery skills (internally focused)
- Procurement and packaging of projects (includes form of contract and selection etc)
- Review specifications
- Optimise asset management practices and decision making.

This plan provides details on the initiatives identified in the *Strategy* and implementation progress. It includes feedback obtained from stakeholders in November 2013.

## **3 Implementation plan**

Workshop participants were presented with information within the following content area themes:

- Procurement and Contracting
- Innovation and its assessment

- Changes to systems and specifications in pavements, quarries and materials
- Structures, Piles and Concrete
- Traffic and Lighting
- Road design and scope.

As feedback was received from participants in these content areas, this implementation plan is presented under these content areas headings.

### **3.1 Procurement and contracting**

The initiatives to reduce the costs of infrastructure in the Strategy include:

- contract administration practices
- compiling a guide on cost effective risk based audit and surveillance
- packaging of infrastructure projects and maintenance
- infrastructure procurement methods appropriate for the situation.

Following industry feedback from the workshop, the Action Plan, Table 1 in column 1 (1.1 to 1.18) shows the department's proposed actions that respond to substantive feedback (that the department has control or influence over). These actions address some but not all initiatives in the strategy. Column 2 shows a status update on the actions (if appropriate) at this time.

### **3.2 Innovation and its assessment**

The initiatives to reduce the costs of infrastructure in the Strategy include:

- continue to evaluate and develop use of new technologies for efficiency and improved safety (mobile laser scanning, Building Information Modelling (BIM) for design, bluetooth monitoring of traffic)
- assess innovation as proposed by industry
- compile a guide on engineering risk, innovation and decision making to focus on skills of those in the department involved in decisions.

Following industry feedback from the workshop, the Action Plan, Table 1 in column 1 (2.1 to 2.6) shows the department's proposed actions that respond to substantive feedback (that the department has control or influence over). Column 2 shows a status update on the actions (if appropriate) at this time.

### **3.3 Changes to systems and specifications in Pavements, Quarries and Materials**

The initiatives to reduce the costs of infrastructure in the Strategy include:

- progressing harmonising our asphalt specifications and procurement with New South Wales' Roads and Maritime Services
- reviewing our Pavement Design Manual to become a Pavement Design Supplement to Part 2 of the Austroads Guide to Pavement Technology
- reviewing how quarry approval and quality is managed
- registering construction materials laboratories

- pavement, rehabilitation and spray seal design and construction practices include commentary in specifications so that users can understand the intent of the specification and increase our ability to accept something innovative that will meet the intent in a different way.

Following industry feedback from the workshop the Action Plan, Table 1 in column 1 (3.1 to 3.6) shows the department's proposed actions that respond to substantive feedback (that the department has control or influence over). Column 2 shows a status update on the actions (if appropriate) at this time.

### **3.4 Structures, Piles and Concrete**

The initiatives to reduce the costs of infrastructure in the strategy include:

- compile specifications and standard drawings for Fibre Composite Girders
- revising our specifications on concrete, landscaping, road furniture and pre-stressed concrete products
- bridge construction and maintenance.

Following industry feedback from the workshop, the Action Plan, Table 1 in column 1 (4.1 to 4.10) shows the department's proposed actions that respond to substantive feedback (that the department has control or influence over). These actions address some but not all initiatives in the strategy. Column 2 shows a status update on the actions (if appropriate) at this time.

### **3.5 Traffic and Lighting**

The initiatives to reduce the costs of infrastructure in the strategy include:

- extensively reviewing our specifications and processes regarding traffic management at roadworks to reduce cost but not safety
- rationalising new gantries for Variable Speed Limit and Lane Use Management System
- investigating alternative lower energy solutions in operations.

Following industry feedback from the workshop, the Action Plan, Table 1 in column 1 (5.1 to 5.16) shows the department's proposed actions that respond to substantive feedback (that the department has control or influence over). These actions address some but not all initiatives in the strategy. Column 2 shows a status update on the actions if appropriate at this time.

### **3.6 Road Design and Scope**

The initiatives to reduce the costs of infrastructure in the strategy include:

- publishing Project Scoping Guidelines
- amending our policy on help phones
- releasing a Brownfields Design Manual and reviewed the design philosophy chapter of the Road Planning and Design Manual to address conservative design practice and provide a better understanding of application of design exceptions
- revising our specifications on concrete, landscaping, road furniture and pre-stressed concrete products.

Following industry feedback from the workshop, the Action Plan, Table 1 in column 1 (6.1 to 6.14) shows TMR's proposed actions that respond to substantive feedback (that the department has control

or influence over). These actions address some but not all initiatives in the strategy. Column 2 shows a status update on the actions if appropriate at this time.

### **3.7 Overarching actions**

Communicating the outcomes of the workshop and progress to broader Transport and Main Roads and attendee organisations represented at the workshop was identified as very important.

## **4 Conclusion**

This Implementation Plan will be monitored for progress.

The department's *Strategy for Reducing the Cost of Infrastructure* will be amended to include the initiatives above.

The department's Engineering & Technology Forum is being held in Brisbane from 9 to 11 September 2014. It is proposed the first day (before the official opening) be utilised to get the group of representatives from industry back together to be informed of progress made and discuss emerging issues.

**Table 1 – Action Plan**

<b>Action</b>		<b>Response</b>	<b>Status as at 28 February</b>	<b>Update – 31 March</b>
<b>1</b>	<b>Contracts</b>			
1.1	Develop process for short-listed, guided alternative tender procurement mechanism. Fewer criterion, more transparency on non-cost, reasonable criteria and assessment material - project specific and not the same as prequalification categories.	TL	Documentation development underway – to be piloted on Townsville Ring Road 4 and GUN Contract 3.	
1.2	Develop early design consultant involvement procurement process.	TL	Documentation development underway – to be piloted on GUN Contract 3.	
1.3	MRPDS update.	TL	Documentation development underway – to be piloted on GUN Contract 3.	
1.4	Newly released Austroads Infrastructure Procurement Guidelines.	TL	To be reviewed – may be a MRPDS replacement.	
1.5	Contract Forms Modularisation/Alignment Project.	TL	Framework developed – Lawyers being engaged.	
1.6	Contractor performance reporting and intelligence dissemination to selection panels.	TL	Making performance reports a condition of contract for construction contracts and contract administrators.	
1.7	New TICC Contract to replace RCC form of contract supplementary conditions.	TL	Draft developed with lawyers for review.	
1.8	Realistic tender periods.	TL	Being filtered by State Program Office.	
1.9	Realistic tender validity periods.	TL	Advice note released to regions and defaulted to 90 days in Conditions of Tendering.	
1.10	Encourage alternative/innovative tenders and thoroughly assess same.	TL	See action 1.1.	
1.11	Proper feedback after selection processes complete.	TL	Advice issued to Regions.	
1.12	More use of short and long lists.	TL	See action 1.1 and included in action 1.3.	

Action		Response	Status as at 28 February	Update – 31 March
1.13	Utilisation of appropriate procurement process for each particular contract.	TL	Guidance being developed to supplement MRPDS.	
1.14	Use of appropriate form of contract for each particular project.	TL	Guidance included in MRPDS.	
1.15	Client capability and consistency State-wide.	TL	Regional Reform will provide a platform.	
1.16	Definition of alternatives v/s innovation.	TL	Agreed that innovations are a sub-set of alternatives tenders. Wording in documents being revised.	
1.17	TMR be clear up front in documents or industry briefings about alternatives that will not be accepted.	TL	Included as part of action 1.1.	
1.18	Investigate more appropriate risk sharing in contracts (time and costs) for PUP.	TL	Consultation with industry proposed as part of action 1.5.	

Action		Status as at 28 February
<b>2</b>	<b>Innovation</b>	
	<ul style="list-style-type: none"> <li>Broad Innovation Framework – TMR / industry, define IP, sharing of risk, innovation processes and practices with regard to industry.</li> </ul>	
2.1	Update innovation brochure to provide more information framework and processes. <ul style="list-style-type: none"> <li>How to grow an idea in broader TMR but keep the competitive advantage.</li> </ul>	Aim second quarter 2014.
2.2	Develop framework for developing innovation including explaining TIPES and R&D funding. Consider use of confidentiality agreements. <ul style="list-style-type: none"> <li>Clarity on innovation – that which have the capability of being accepted, up front list of what will not be accepted and why.</li> </ul>	Aim is end 2014.

<b>Action</b>	<b>Status as at 28 February</b>
2.3 All relevant areas to develop lists of what will not be acceptable and why (see 4.1, 4.2). <ul style="list-style-type: none"> <li>• Culture of innovation in TMR (cultural change program – consistent approach to innovation), more consistent, more supportive.</li> <li>• Dealing with issues out of the specification.</li> <li>• Engineering decisions by TMR and consultants rather than blindly applying the specifications.</li> </ul>	
2.4 Roll out of training on risk and innovation, RPEQ, engineering duties and messaging to IMD engineers. Adopting theme as part of Traffic Management at Road Works new direction, project reviews for street lighting, included in Brownfields Design Guideline. <ul style="list-style-type: none"> <li>• See how others are doing this (innovation management) successfully.</li> </ul>	Aim is recorded training available 2014 and live training in 2015.
2.5 ARRB project to explore BCC and other lead agencies processes and approach. <ul style="list-style-type: none"> <li>• Skilling of staff re specifications with regard to innovation.</li> </ul>	
2.6 Commentaries, video training on specification use, training courses.	Training planned as part of Traffic Management at Road Works and the remainder of TMR training (see also 6.1).
<b>3 Pavements, Quarries and Materials</b> <ul style="list-style-type: none"> <li>• Continue to deliver initiatives, continue to lead, maintain momentum.</li> </ul>	
<b>Major initiatives:</b>	
3.1 Registration of Laboratories.	Registration of laboratories effective from 1 January 2014.
3.2 Release of Pavement Design Supplement.	Released – with good feedback from industry.
3.3 Development of Quarry Specific Testing Frequencies	New frequencies agreed by working group (with CCAA). Consultant developing guidelines to include in revised Quarry Assessment Guidelines.

Action	Status as at 28 February
<p>3.4 Harmonisation of Asphalt Specification with RMS.</p> <ul style="list-style-type: none"> <li>• Commentaries on specifications.</li> </ul>	<ul style="list-style-type: none"> <li>• Technical Specification draft developed.</li> <li>• Development of Training material for TMR and AAPA staff commenced.</li> <li>• Development of contract documentation commenced with State Program Office. Developing mechanism for increased warranties and for inclusion of asphalt in TMR contractor registration scheme.</li> </ul>
<p>3.5 As new specifications are released or existing specifications are updated on rolling program.</p> <ul style="list-style-type: none"> <li>• Consultation with industry.</li> </ul>	Ongoing.
<p>3.6 Consult regularly with industry bodies relevant to processes, systems and specification.</p>	Regular meetings with CA, CCAA, AAPA. QMCA and CCF.
<p><b>4 Structures, Piles and Concrete</b></p> <ul style="list-style-type: none"> <li>• Compile information on long term maintenance concerns so contractors and consultants can understand TMR's position on some "innovative proposals" to better understand each party's main drivers.</li> </ul>	
<p>4.1 Compile one pager on "innovations" that are commonly proposed and not approved.</p>	Aim is end 2014.
<p>4.2 Compile case studies on LT maintenance issues.</p> <ul style="list-style-type: none"> <li>• Rewrite specifications that may prohibit better practices.</li> </ul>	Aim is end 2014.
<p>4.3 Review specifications over time to be more output focused and link to case studies.</p> <ul style="list-style-type: none"> <li>• Establish area of practitioner forums to discuss best practice e.g. piling.</li> </ul>	Ongoing.
<p>4.4 Practitioner forums to discuss case studies, raising performance and quality. Consult with the appropriate industry (see highlighted below).</p> <ul style="list-style-type: none"> <li>• Progress specification reviews.</li> </ul>	Aim is to utilise E&T Forum as an opportunity for break out.

<b>Action</b>	<b>Status as at 28 February</b>
4.5 Update specifications on: MRTS14 Steel Beam Guardrail - Australian Steel Institute, Steel Suppliers MRTS25 Concrete Pipes - Concrete Pipe Association of Australia  MRTS69 Fibre Composite Bridge Units  MRTS70 Concrete  MRTS72 Manufacture of Precast Concrete Elements  MRTS82A Finger Joints  ITS Gantries  Storm Tide Guidelines	Published January 2014.  Finalising industry feedback.  Specification being revised to reflect learnings from girder trial at Coulsen Creek and update.  First industry workshop held, draft specification being prepared for consultation with Cement and Concrete Aggregates Australia and National Precast Concrete Association of Australia.  Specification published May 2013 and minor revisions based on industry feedback (National Precast Concrete Association of Australia, Registered Suppliers) will be published shortly.  Completed after consultation with manufacturers.  Draft design criteria being developed.  Finalised 17 January 2014. For publishing.
4.6 Consult with industry on specification reviews. <ul style="list-style-type: none"> <li>• Commentaries on all specifications.</li> </ul>	See 4.5.
4.7 Progressively include in all updated specifications. <ul style="list-style-type: none"> <li>• Training of TMR staff using the specifications.</li> </ul>	Ongoing.
4.8 Continue with annual bridge construction and maintenance course.	Twice annually.
4.9 Just in time training for TMR staff on major bridge construction projects.	
4.10 Investigate recording presentations on preconstruction specifications.	

Action	Status as at 28 February
<b>5 Traffic and lighting</b> <ul style="list-style-type: none"> <li>• Training in exceptions in signing, MUTCD.</li> <li>• Clarity L3, L4 and RPEQ roles.</li> </ul>	
5.1 Update MUTCD to better clarify these roles.	Updates to the MUTCD are 90% finalised, aiming for amendment release by end of March.
5.2 Develop and deliver awareness sessions for Engineers Australia and for RPEQs in TMR and local government. <ul style="list-style-type: none"> <li>• Clarify relationship between documents MUTCD, R&amp;DM, training manual, MRTS 02 and 02.1, WH&amp;S.</li> </ul>	Aim for training mid/end 2014.
5.3 Develop and deliver MUTCD and MRTS02 awareness sessions.	The content for the awareness sessions for MUTCD and MRTS02 are 50% complete and are awaiting finalisation of the technical documents to ensure all issues are covered. Proposal to begin sessions in Regions during May and early June.
5.4 Ensure Industry Alliance Group includes representation from Local Government.	The LG roads issue is being discussed with Susan Barlow on 11/2/14 and a meeting with the LGAQ is being scheduled for late Feb/early March.
5.5 Facilitate the collection of information from Local Govt auditors on the quality of traffic management. <ul style="list-style-type: none"> <li>• Roll out recognition of training interstate.(Austroads Harmonisation Project NT1919).</li> </ul>	Glenn Blumke is working with Local Govt Workcare auditors to access their audit documentation regarding traffic management.
5.6 Develop Qld Implementation Plan.	The first face to face meeting for the Austroads training harmonisation is due on 19/2/14, we should know more about individual state's positions following this meeting. The detail required by Austroads for the implementation plans will also be discussed. ARRB has until 30/6/2015 to deliver its report for this project (NT1919). The meeting of the project working group on 19/2/14 was very positive with a significant amount of alignment already in place regarding training requirements and risks to be addressed through the training. The implementation plan for each state will need to address relevant risks and issues that impact the implementation of the new training regime. These implementation plans will be provided to Austroads with ARRBs final report in June 2015.

Action	Status as at 28 February
<p>5.7 Review of training content to ensure it covers Qld requirements.</p> <ul style="list-style-type: none"> <li>• Performance rating for companies.</li> </ul>	<p>Each state will have 3 opportunities to review the draft training material being developed by the Skills DMC (contracted by ARRB on behalf of Austroads to deliver assessment material and learners workbooks) before the material is finalised and handed over to ARRB and Austroads. There will be regular catchups of the project working group to ensure that all the states are still OK with the direction of the material. The first draft of training material should be available for review in August 2014. To ensure the material is operationally practical and appropriately targeted, a consultation process will be established before the material is made available to Qld industry along with a series of communications providing updates on the progress of the Austroads project. The material will be provided by TMR via a structured feedback process to licenced RTOs, the Industry Training working party (that operates under the Industry Alliance Group), the Industry Alliance Group members and key TMR staff for their feedback before a consolidated Qld response is sent to ARRB. ARRB and the Skills DMC will not be consulting with key stakeholders, each state is to manage their own consultation process.</p>
<p>5.8 Review and enhance the framework and categorisation of the Traffic Management Registration Scheme to align more closely to a prequalification system.</p>	<p>The prospect of performance rating for companies has been flagged at the TMAQ board meeting on 6/2/14. The members seemed supportive but will wait for the detail. Work has begun on framing the proposed tier rating system for the Traffic Management Registration Scheme to align it more to a prequel rating system. Targeting end June for a position paper.</p>
<p>5.9 Review the traffic management data captured by the Contractor Performance Reports.</p> <hr/> <p>5.10 Investigate ways to improve the return rate of Contractor Performance reports.</p> <ul style="list-style-type: none"> <li>• Enforce signing.</li> <li>• Enforce speed.</li> <li>• Eliminate unnecessary signs.</li> </ul>	<p>The performance reporting to gather evidence to support a rating will be critical to the success and measurement of this kind of system. A submission has been accepted by the Leadership Connect course for a project to assist with implementing changes to the contractor performance reporting process and content.</p>
<p>5.11 Implementation of the draft MRTS02, including the new provision for penalty for non-compliance with MUTCD.</p>	<p>Initial discussion has occurred with State Program Office regarding the changes to the MRTS02 and once regional feedback has been included, implementation strategies will be finalised. A trial of the new provisions may be useful.</p>

<b>Action</b>	<b>Status as at 28 February</b>
5.12 Speed camera enforcement TRUM note.	The Speed Camera TRUM note has been drafted and feedback has been received, it is ready to be redistributed for final review before it is released to Industry.
5.13 Investigate PINS (infringement notices) being issued by Inspectors.	There is potential future action around enforcement of signage with the possibility of PINS being issued by Inspectors being reviewed by Lawyers. The draft MRTS02 has provision for penalty for non compliance with the MUTCD but this document is not yet active.
5.14 Develop and implement a peer review process for TMP and TGS.	The awareness sessions for MUTCD and MRTS02 are currently being targeted for rollout in May and early June to the Regions and some of the key messages to the audience will include reviewing TMPS (e.g. speed and signage) enforcement of signing and speed along with reducing unnecessary signs.
5.15 Develop RACI chart for traffic management activities.	A model of the traffic management cycle has been documented, and a draft list of activities within the traffic management field has also been documented. A workshop to discuss the RACI profile for these activities is planned for late March. A facilitator is currently being sourced.
5.16 Review and enhance level 3 and 4 traffic management training.	The review of Level 3 TM training has begun and the content will address the need to manage the consistency and enforceability of signage. The new level 3 and 4 content will reflect the work currently being done at a national level to harmonise training outcomes for traffic management. It is intended the new TMR training packages will be reviewed again once the national units of competencies are released on 1/7/2015. Any issues not covered by the new training package will continue to be delivered as the Queensland gap training package. All efforts are being made to ensure this gap is as small as possible. The review of level 4 training will follow at a later date. Key messages will be added to training by end March.
<b>6 Design matters</b> <ul style="list-style-type: none"> <li>• Training on DTMR manuals and guidelines.</li> <li>• Training design speed.</li> <li>• Invite industry to training.</li> </ul>	
6.1 Include external stakeholders in web based technical training calendar updates and promote externally.	ASAP.

Action	Status as at 28 February
6.2 Ricky Cox record presentation on speed and put on web. <ul style="list-style-type: none"> <li>• WOG approach to speed vs operating speed (i.e. enforcement and operations) speed enforcement on roads (cross agency)</li> </ul>	Target mid-2014.
6.3 ARRB Project investigating the impacts and viability (in light of legal advice and scarcity of enforcement capacity) of making design speed equal posted speed. <ul style="list-style-type: none"> <li>• Training in design, manuals and guidelines,</li> </ul>	Target 30 June 2014.
6.4 Training material for key design capability being updated, e.g. Road Design Fundamentals.	30 June 2014.
6.5 Continued harmonisation of RP&D Manual and Austroads GRD Volumes, e.g. Volume 3, Parts 4, 4A, 4B and 4C.	30 June 2014.
6.6 Record a presentation explaining the manuals and guidelines <ul style="list-style-type: none"> <li>• Encourage introduction of BIM</li> </ul>	Target mid-2014.
6.7 Internal Proof of Concept being undertaken on BIM (e.g. lighting)	Part of SBERC projects.
6.8 Trial Structural Project using BIM.	Under way.
6.9 Engaging with Consult Australia in April 2014. (panel session on BIM). <ul style="list-style-type: none"> <li>• Landscape Specification.</li> </ul>	
6.10 Revise Specification. <ul style="list-style-type: none"> <li>• EDD and design exceptions in regions – consistency.</li> </ul>	MRTS16 redrafted, for consultation in March, release by 30 June 2014.
6.11 Deliver training courses. 12 courses delivered to regions in 2013, another two prior to June 2014. Propose another Brisbane based session – 5 March. <ul style="list-style-type: none"> <li>• Data source to assist RPEQs with justifying Design Exceptions and help with judgement based on facts.</li> </ul>	14 Courses delivered, one to go.

<b>Action</b>	<b>Status as at 28 February</b>
<p>6.12 Project being undertaken as part of “Leadership Connect: 2014 program. (Project Learnings, Closeout, Coalface Learnings informing State-wide practice.</p> <ul style="list-style-type: none"> <li>Streamlined drawing signing by RPEQ.</li> </ul>	<p>Target 2015. Some changes completed then further review.</p>
<p>6.13 Review the process requirements.</p> <ul style="list-style-type: none"> <li>Reward innovation – designs that find innovative solutions that get more for less.</li> </ul>	<p>Completed but no change. Legal requirements dictate electronic signatures on all drawings.</p>
<p>6.14 Clarify for designers, expectations in consultants brief, i.e. expected to optimise the design, seek guidance on innovative options and risk appetite of client. Expected to deliver options including design exceptions that provide savings. Not expected to be responsible for options that can’t meet standards due to funding restrictions. Expected research and provide advice on benefits and disbenefits of options.</p>	<p>Target mid 2014.</p>

