



Master Planning Guidelines for DET Facilities

Version: 3.0

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An electronic copy of this document is available on the Department of Education, Training and Employment's website at <http://deta.qld.gov.au/corporate/design-standards/design-standards-dete-facilities.html>

Document Version Control

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1 Introduction

The Master Planning Guidelines for DET Facilities have been developed to assist internal and external stakeholders, design consultants and delivery professionals create quality Master Plans for Queensland public schools and kindergartens. Delivering quality outcomes for Queenslanders relies on continual renewal and reinvigoration, so the Department's asset base is constantly being modified and improved in order to provide facilities that respond to changes in enrolment, site conditions, curriculum and evolving methodologies in Education.

Traditionally, investment in school infrastructure has been delivered in response to short term need, however the Department aims to utilise a more comprehensive asset management approach. As schools become more autonomous a site Master Plan is regarded as a long term strategy tool that is an integral part of the Department's overall strategic asset management process. As such, a quality Master Plan should guide and instruct future capital investment while reflecting collaborative partnerships across community, industry, governments and all education sectors.

1.1 What is a Master Plan?

- A Master Plan is an evolving planning document that establishes the framework and key elements for a logical development strategy from an existing physical portfolio of facilities to a defined future vision for an educational environment.
- A Master Plan coordinates diverse considerations and aspirations into a strategic long term vision for facilities by combining both educational and facility planning, in an open and consultative process.
- A Master Plan aligns with the Department's Strategic Plan¹ and is in accordance with corporate objectives and policies, whilst sensibly addressing resourcing constraints.
- The Master Planning Process is an inclusive process based on wide school community consultation to ensure that there is shared ownership of the outcomes. This includes School, P&C, Region and Central Office involvement as well as contact with local authorities, developers and State Government agencies.

1.2 Why Master Plan?

- Support – While the creation of a Master Plan does not imply a financial commitment to progress the projects, it can be a significant factor in establishing the support necessary to gain increased student enrolment, parental acceptance and State or Federal funding grants.
- Timeliness – By conducting a Master Planning exercise ahead of potential problems, the school community has the opportunity to carefully consider the issues and to plan solutions,
- Cost-Effectiveness – The provision of professional technical advice and services results in opportunities to identify cost efficient solutions to provide facilities. Options can be canvassed and further investigated before decisions are made to support a particular course of action.
- Understanding – The schematic pictorial representation of the Master Plan provides an easy reference to which most participants and community members can relate. The essential elements of the Plan are clarified and responsibilities to further the Plan are allocated.
- Compliance with Government Priorities – Provided the deliberations of the Master Planning Committee proceed with reference to Government policy and direction the outcomes for a Master Plan should comply with current Government priorities. The effect of this is that the proposed solutions should be able to be included in the Investment Program, over time, with a minimum of further justification.

¹ Department of Education, Training and Employment Strategic Plan 2014-18

1.3 Master Plan Categories

There are two broad categories for Master Plans:

- Operational Master Plans – These are short-term plans linked to an immediate project or event and may not necessarily target the entire site. This process may not give due consideration to all factors impacting the site and is not the preferred option.
- Long Term Master Plans – These plans are developed within a more strategic framework and will target the whole site. The process involves extensive consultation with a wide range of stakeholders, a comprehensive approach to factors impacting the site and possibly a staged approach to site development.

1.4 Triggers for Master Planning

Master Planning is a necessary component in the planning of a new school and has been increasingly required in existing schools, as part of the Department's overall strategic asset management framework. There are a range of triggers for the undertaking of a Master Plan:

- Enrolment growth (urban gentrification, large scale industrial or service industry expansion) which will impact upon the effective use of the site's physical assets.
- Enrolment contraction and resultant over-supply of built capacity.
- The desire of a school community to address perceived shortfalls in assets or educational delivery.
- Opportunities for divestment of site area and resultant capital re-investment.
- A material change of use in neighbouring land.
- Site size and density concerns.
- Targeted capital investment necessitating strategic site planning.
- Disaster recovery.
- Proposed excision for community infrastructure (road widening, tunnel, busway, etc.)
- A decision made by the Investment Prioritisation Board.

2 The Master Plan Process

If the Master Plan exercise has been school initiated it is expected that the school will have secured funding. If the Department has initiated the Master Planning exercise then funding will be secured from the Investment Program to engage suitably experienced professional services. The request to undertake a Master Plan should also be accompanied by a required timeframe. Often the need for expenditure in a given fiscal year or a third party's program of works will not only dictate, but may compress the time available to undertake the Master Planning process.

2.1 The Participants

An experienced facilitator should be engaged with a strong grasp of the technical aspects of facility planning, as well as leadership capabilities and facilitation skills to manage the framework for the process. Architects are quite often seen as the appropriate professionals to coordinate the process and can bring a wealth of experience from designs of other schools. As the exercise will most likely be undertaken by an external professional, this will necessitate the preparation of a Master Plan Brief and associated Terms of Reference by officers from Infrastructure, Programs and Delivery (IPD).

Briefing/Planning Officer from Portfolio Establishment (IPD) – will develop the Master Plan Brief, liaise with the School and Region, and offer clarification and feedback on the Master Plan development.

Project Co-ordinator from Portfolio Delivery (IPD) – will collate the Terms of Reference, engage professional services providers and manage project reporting, budget controls and payments.

2.1.1 Governance

For school-funded Master Planning, the responsible officer will be the school's Principal. Where Master Planning has been requested by the school community or is a pro-active exercise initiated from Region/Central Office, the responsible officer will be the Assistant Director-General – Infrastructure Services, with delegation to the Executive Director – Infrastructure Planning and Delivery.

2.1.2 The Project Steering Committee (PSC)

In the spirit of collaborative empowerment and focusing on the needs of stakeholders, a Project Steering Committee (PSC) should be established for the duration of the Master Planning process and may include but is not restricted to:

- The School Principal or nominees
- Teaching Staff and the Student Body representatives
- The School Council or Parents and Citizens (P&C) Association
- Regional Infrastructure Manager or nominees
- Professional Service Providers (Project Manager / Project Architect)
- Specialised Services Provider (Heritage Architect, DDA Consultant, etc.) as required
- Staff from Central Office Infrastructure Services Branch (ISB)

2.1.3 The Project Steering Committee - New Schools

Whilst there is no school community as such in the pre-opening phase of a new school, processes associated with the planning of the new school provide for greater community involvement through the formation of a Project Steering Committee - New Schools. In a typical planning timeline, the Committee will be invited to form 24 months prior to the new school opening. Membership is as per the standard Project Steering Committee, but may also include:

- The Regional Executive Director (or nominee)
- The nominated School Principal
- Other key Regional staff (HR, Student Services)
- Specialist consultants engaged to prepare the Community Infrastructure Designation

2.1.4 Project Steering Committee - Responsibilities

A Project Steering Committee is required to liaise, disseminate information, offer comment, and endorse progressive and final versions of the Master Plan. The key responsibilities of the PSC are to:

- Coordinate and endorse the development of the Master Plan Brief
- Provide clarity around issues that may arise from detailed investigations or proposed options
- Identify opportunities for community partnering
- Endorse the final Master Plan

2.1.5 Affirmation of Understanding

It is important to ensure that stakeholders fully understand what is involved in a Master Plan, including the limitations, which may affect its implementation. This avoids unrealistic expectations being raised during and after the Master Planning process. To add transparency to the Master Planning process an information sheet titled “The Master Planning Exercise” (refer to Appendix 6.1) has been developed for counter-signing by the School Principal and a Community Representative.

2.2 The Master Plan Brief

The Master Plan Brief is the endorsed document that will guide the planning exercise. The Brief will, generally, set the boundaries around the scope of the planning exercise (i.e. fitting a new asset on an existing site, targeting a particular capacity to be provided, solving a particular problem, etc.) The Master Plan Brief will form part of the Terms of Reference and should provide both all the known background data and the requested outputs from the Master Planning exercise. The intent is to steer the professional service provider into a preferred outcome, with respect to asset provision, without developing the Master Plan itself.

2.2.1 Developing the Master Plan Brief - Components

The Master Plan Brief will generally be prepared in-house by a Briefing/Planning Officer from IPD (Portfolio Establishment) or a Professional Facilitator, who will meet with the school or regional infrastructure stakeholders to seek input regarding the following suggested components:

- Timeframes for completion or required staging strategies
- Demographic trends, enrolment trends and target capacity by age group
- Strategic information regarding the school such as any Enrolment Management Plans
- Reference to the school based Education Brief, especially if a Master Plan is complementary to a new direction in service provision at the site.
- Mission statements - Core values and goals serve as a practical and creative compass for all future decisions. What is the vision 5, 10, 20 years from now? What subjects will be delivered? How will facilities serve in achieving this mission?
- Business Plan – Non-educational considerations also have an important role because the focus of the school as a business is its structure, services and financial sustainability. The business plan defines management, operations, and personnel considerations
- Proposed faculty based zones, precincts or age clusters
- Results from any Environmental impact studies
- Known Cultural or Heritage issues affecting the site
- Existing facilities audit including capacity by built asset
- Statement identifying any possible acquisition or divestment of land
- Indication of likely short to medium term school-based projects
- Known site constraints or opportunities, such as street frontage, parking, access points, etc.
- Known third party intentions for areas adjacent to, or within the site
- Known proposals to share facilities with the local authority, community or other agencies
- Any contour, geo-technical or traffic surveys available
- Any required consideration for site services such as; ICT, fire, electrical or security. The vision for technology and its integration has immense implications for future costs and upgrading
- Appendices such as the Asbestos Materials Register from BEMIR or recent condition assessments
- Any requirement to identify a broad estimates of cost per stage

The Master Plan Brief will require sign off from a representative from the School Community and a member of the Regional Infrastructure team. Establishing the link between curriculum, building, and site are the basis for assessment, budgeting, and all phases of the Master Plan development that follows.

2.2.2 Relationship to other Strategic Processes

A school Master Plan is not arrived at in isolation but is one of the interim processes between the strategic directions set by the Government and the delivery of built assets through the Investment Program.

- **Local Area Facilities Plan** - Facilities Planning continuously reviews the balance between service delivery and the facilities, which exist to deliver the services. When an imbalance or the potential for over-provision or under-provision is identified, Facilities Planning has the responsibility to initiate action to rectify the situation.
- **Enrolment Management Plan** - A recommendation for a Master Plan to be undertaken is an asset-related solution whereas the development of an Enrolment Management Plan is a non-asset solution. An Enrolment Management Plan may be undertaken by a school and/or Region, without the need for Central Office intervention, again depending upon the complexity of the situation in a particular area.
- **Investment Program** - Works that are identified in a Master Plan may be staged over a period of time to meet an expected growth or renewal pattern. Early identification of these works assists in their consideration as justified bids to be programmed in the Investment Program. As bids far exceed the funds available, however, these bids will be subject to the application of state-wide priorities.

3 Developing the Master Plan

In this phase, the capital needs are developed, scoped, prioritised and sequenced into integrated short, medium and long-term capital projects. Concept plans are sketched and project plans are developed. Costs and benefits are weighed. Options and alternative scenarios may also be explored. Proposed projects need to be optimised to balance conflicting objectives and constraints.

3.1 Master Plan - Investigations

A comprehensive site appraisal will be required to examine all external factors, including physical, environmental or legislative requirements that will impact on the final solution. Typical investigations required as part of the Master Plan include:

- Condition assessment of site infrastructure (electricity, potable water supply, fire services, sanitary drainage, stormwater management, overland flow or flood data, communication system, disabled persons access, etc.)
- Condition Assessment on built assets and the degree to which current design standards are satisfied. Note this should also extend to core facilities.
- Assessments for the existing asset portfolio including a comparison of program requirements to existing buildings and site conditions, capacity and utilisation.
- Constraints such as street frontage, site access points, sensitive environmental areas, etc.
- Existing site environment with respect to site density, personnel and vehicular access, definition of learning neighbourhoods or faculty based zones, playing fields etc.
- External infrastructure assessment such as parking, set down, traffic management, etc.

- A context of community including historical or cultural values.
- Analysis of renovation / addition / replacement / adaptive re-use alternatives.
- Itemised capital improvements including scope, priority and cost analysis.
- Budgets and life cycle costs with proposed solutions, alternatives, priorities and scenarios.
- Caveats on the site, traffic flows in the vicinity of the site, environmental issues, Building Code requirements, and triggers for fire services upgrading.
- The services of a registered valuer if site divestment is considered.

3.1.1 Condition Assessment of Site Infrastructure

Where existing built assets are proposed to be retained, the Master Planning process should extend to a condition assessment of these facilities. This should extend to a structural assessment to determine the longevity of the asset, the extent of any rehabilitation required or the suitability for a change of use. Where appropriate a Master Planning assessment tool of weighted criteria could be used to determine if it is more cost effective to replace an asset rather than refurbish or retain it.

3.1.2 Specialist Investigations

This part of the Master Plan process seeks to aggregate and evaluate diverse information to fully understand the current conditions of facilities and capital assets which may range from school buildings to vacant land. Assessment is typically interpreted as a physical inspection of facilities but maintenance and facility management plans may also provide significant data. Investigations should include the following criteria: Architectural, Accessibility, Capacity, Educational adequacy, Environmental, Utilisation, Functionality, Structural, Plumbing, Acoustics, Mechanical and Electrical, Safety/Security, Heritage, Site analysis, and Building Code Compliance.

3.1.3 Asbestos Audit

In addition, the assessment may also extend to an asbestos audit of the facility or at least cite data from an existing asbestos audit. Data may already exist pertaining to the extent of asbestos-containing material within a physical asset. In this regard, reference should be made to the Asbestos Register contained in the Built Environment Materials Information Register (BEMIR) to confirm.

Reference:

<https://oneportal.deta.qld.gov.au/Services/Facilities/Forschools/SchoolMaintenance/Pages/BEMIR.aspx>

3.1.4 Traffic Management Study

Where warranted, the Master Plan exercise should consider traffic management issues external and internal to the site. The study should consider traffic flows on surrounding streets and internal to the site, on-street and off-street parking provisions, the extent of internal service roads/delivery access, the ability of the site to tolerate additional on-site parking, or excision for external road infrastructure.

The traffic study should consider future planning by road infrastructure providers (i.e. proposed road widening, intersection upgrading, including signalization proposals, traffic calming measures, linkages to major new roads or provision of dedicated bikeways).

4 Presenting the Master Plan

The final Master Plan should incorporate feedback from the validation process and becomes the map for how the school will journey from where it is now to where it wants to be. A well-executed Master Plan serves as the basis for evidence based strategic facility decision making and should remain viable for at least a decade, but should allow for regular updates as the school and curriculum evolve.

Understandably there will be presentation of work in progress to the Project Steering Committee with various iterations moderated to reflect feedback and the availability of additional data. Reports from other professional disciplines as well as investigations of elements external to the site should not only be regarded as inputs to the Master Plan, but also made available to the Project Steering Committee. The specific report should be tabled as an appendix to the final Master Plan.

4.1 Master Planning - Deliverables

The following are a list of investigations, actions and deliverables, which may be required from professional services providers:

Architectural

- City context and suburban location plans
- Existing site uses and land use plan
- Proposed site plan showing all buildings, structures, services, surfaces, roads and paths
- Proposed staging framework for future development
- Functional site analysis showing pedestrian and vehicular circulation patterns and parking
- Vistas and view analysis
- Shadow and sunlight analysis
- Climatic analysis – breezes, overland flows, micro-climatic conditions, etc.
- Open space analysis and building entry points
- A record of all options considered and assumptions that were made
- Methods and results of any public consultations

Quantity Surveying

- An indicative cost for total implementation of the Master Plan
- Indicative costs for new buildings by rate/m² or costs for refurbishments
- Detailed estimates for each stage of development

Landscape Architecture

- Conceptual landscape layout plans
- Physical site analysis showing slopes, views, vegetation, areas of rock, etc.
- Vegetation analysis detailing vegetation that can be removed or which must be retained
- Report addressing the Environmental checklist, as required

Civil Engineering

- Water supply pressure and flow test results and analysis
- Report on existing sanitary drainage infrastructure and any additional development required
- Report on storm water disposal and overland flows
- Comment on requirements for earthworks, retaining walls, etc.
- Comments on the feasibility of roads, car parks etc. proposed by the architect

Electrical Engineering

- A site plan showing conceptual layouts of electrical, communications and security systems
- Report on existing electrical, ICT and security infrastructure and any upgrades required
- Liaise with local electricity and telephone authorities regarding site infrastructure
- Discuss and co-ordinate with architect regarding locations of switchboards etc.
- Liaise with the Client to determine staging requirements for electrical infrastructure e.g. should mains be initially sized just for stage 1 or for the total development

Mechanical Engineering

- Layouts of mechanical services showing locations of gas mains, kilns, fume cupboard exhausts, air conditioning condensers etc.
- Report on existing mechanical infrastructure and any upgrading or development required

Environmental Engineering

- Environmental analysis and checklist identify any potential problems
- Brief report on constraints identified and their impact on the Master Plan
- Conduct site investigations at necessary times to assess local fauna
- Conduct cultural heritage consultations
- Liaise with the Environmental Protection Authority regarding specific requirements for the site

Project Management

- Detailed program for implementation of the total Master Plan and any stages

4.2 Sign Off from Project Steering Committee

In order to achieve broad acceptance, the Master Plan must be more than a technical document, and stakeholder and external validation are a critical component for the success of the plan. Educational, financial and political sensitivities should be integral to the Master Plan development as the viability of long-term capital improvement concepts and proposals depends upon confirmation by the stakeholders. The report will be available for perusal and sign off by the Project Steering Committee in its final meeting. Sufficient copies of the document will be made available to key stakeholders and larger scale drawings should be available on request (Minimum 2 x A1 colour drawing sets).

4.3 Sign Off from Project Sponsor

Where Master Planning is initiated and funded at the school level the final Master Plan report is signed off by the Project Steering Committee. A copy of the Master Plan report should be forwarded to the Assistant Director-General (Infrastructure Services) for record keeping and future infrastructure prioritisation and funding.

Where the Master Planning exercise is funded from the Investment Program and is initiated and co-ordinated from IPD, a copy of the endorsed Master Planning report should be forwarded to the Assistant Director-General (Infrastructure Services) for subsequent approval. The signed Master Plan documents should be stored electronically in DET's TRIM (electronic filing system) and be referenced for future Investment prioritisation and funding.

4.4 Presentation Material

The final Master Plan should be presented in a professional format, containing both text and plans. Electronic and hard copy versions of the Master Plan report should be made available. At the completion of the Master Planning exercise, the professional service provider is to present the final Master Plan report in both an electronic form (USB) (to the Project Manager), and a bound A3 or A4 colour format to the Project Steering Committee with text and tabular information.

For a new school Master Plan, a simplified version of the Master Plan will be provided for the purposes of public consultation around the Community Infrastructure Designation (CID) process.

Once finalized, a more comprehensive version of the Master Plan is to be made available for promotional purposes, aimed primarily at parents and caregivers in relation to enrolments.

4.5 Broad Estimate of Costs

Details of costs are not included in the Master Plan report, but may be made available for the Department's internal programming purposes only. The Master Plan brief may call for a broad estimate of cost for all or a part of the overall proposed plan. Generally, the Master Plan will provide for a staged implementation. There are instances where costs will be immediately relevant:

- A funded project on DET's Investment Program may have been the catalyst for the Master Planning exercise and accordingly, a more detailed breakdown of the initial stage of the Master Plan may be produced to align with the current project
- The acquisition of or divestment of part of the existing site may have been valued and available for inclusion in the report
- An estimate for infrastructure or building remediation may have been produced as part of an investigative report
- Where the Master Plan is proposed to be staged across out-years, it may be possible to assign some very broad costs to the particular stages

5 Project Completion

The Project Coordinator is responsible for the beginning to end coordination of the Master Planning project, including the following finalisation tasks:

- Management of the project finances through to Financial Completion
- Finalisation of the Master Plan at school level by obtaining a sign off from the School Principal and school community / P&C Association
- Finalisation of the Master Plan at DET Central Office by obtaining sign-off from the Assistant Director-General (Infrastructure Services)
- Payment of all invoices and close out of the project financially

6 Appendices

6.1 The Master Planning Exercise

6.2 Meeting Schedule – Project Steering Committee

6.1 The Master Planning Exercise

School:

Date commenced:

What is a Master Plan?

A Master Plan results in a scaled site drawing that pictorially represents a point-in-time vision as to how a school, or other site may physically develop over time.

Why Master Plan?

The purpose of Master Planning in schools is to provide a logical development strategy, which supports the service delivery requirements of the school.

A Master Plan should result in the identification of forward-looking, logical and cost-effective 'activity precincts' that take into account all engineering and environmental factors impacting upon a site. A Master Plan may also propose a logical development sequence.

A Master Plan should guide future site developments.

A Master Planning exercise can act as a stimulus to the development of supportive non-asset solutions that may assist in community development over time.

The Client

The client is the Minister for Education, Training and Employment through his/her delegated officer the Chief Facilities Officer.

Community consultation, including the school and its wider community, is an integral part of developing any Master Plan.

Revisiting a Master Plan

Not all school sites have been Master Planned. However, this has increasingly been the case over the last 50 years as schools have grown larger in response to more intense urban development.

The need to revisit a Master Plan arises where client requirements or environmental factors change. Typical factors that may trigger a review of the Master Plan include: a forecast change to enrolments, acquisition of additional land, or disposal of part of a site, a material change of use in neighbouring land use, or, environmental changes (usually man-made).

Whilst other factors can be anticipated to arise during consultation, DET's focus for Master Planning will be on development within the school boundary.

A Master Planning exercise is not....

- A commitment to resource funding.
- A commitment by the client to follow a Master Plan.

Implementation of one, or all, elements of a Master Plan remains subject to DET's normal investment prioritisation process.

We, the undersigned, affirm that we have read and understood the purpose of the Master Planning exercise being undertaken at the above named school on the date shown.

Principal

Community Representative

6.2 Meeting Schedule – Project Steering Committee

A five-step process is generally followed for Project Steering Committee meetings to progress the project planning. The number of meetings is only indicative and can be varied depending upon the complexity of the particular project.

Meeting	Activity
1	<p>Includes a discussions on:</p> <ul style="list-style-type: none"> • The process to be followed • Roles and responsibilities and points of contact • Confirmation of enrolment trends • Understanding, where articulated, the school's educational direction and the impact upon infrastructure provision • Clarification of points within brief • Timelines for specialist consultation and investigations • Master Planning to steer future investment or divestment but not in itself a guarantee of capital funding • Discuss and sign-off of 6.1 - The Master Planning Exercise form <p>All Steering Committee members are to acknowledge, in the minutes, that they understand the process.</p>
2	<p>Update on:</p> <ul style="list-style-type: none"> • Progress on specialist consultation and investigations • Progress on Master Planning exercise • Points of clarification
3	<p>Update on:</p> <ul style="list-style-type: none"> • Preliminary Master Planning options tabled for discussion • Committee members provide feedback and issues identified and noted • Aim to identify the preferred option and seek further input • Community priorities should be outlined, reviewed and formulated in regard to Queensland government and departmental policies in terms of the categories and priorities
4	<p>Update on:</p> <ul style="list-style-type: none"> • Refined Master Plan and notional staging presented for broader community consultation • Feedback sought to be incorporated in final design • Initial corporate evaluation of proposals and feedback tabled
5	<p>Final Update:</p> <ul style="list-style-type: none"> • Master Plan and notional stages finalised • Final Master Plan submitted to Project Steering Committee for sign off • Corporate evaluation completed • Master Plan proposal submitted to Assistant Director General (Infrastructure Services) for approval