



The Coordinator-General



The Legacy Way project (formerly known as Northern Link Road Tunnel)

## **Coordinator-General's report on a project change**

June 2011

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## Synopsis

The Legacy Way, formerly known as the Northern Link Road Tunnel project, will involve construction of two tunnels, both under five kilometres in length, linking the Centenary Motorway at Toowong with the Inner City Bypass at Kelvin Grove. The project also includes associated works such as two ventilation stations and outlets and a tollroad control centre. The project proponent is Brisbane City Council (BCC).

Legacy Way was declared to be a significant project under section 26(1)(a) of the *State Development and Public Works Organisation Act 1971* (the SDPWO Act) on 2 November 2007.

Following consideration of the project's environmental impact statement (EIS) and comments made on the EIS by members of the public, stakeholders and government agencies, the Coordinator-General's report evaluating the EIS was completed on 23 April 2010. The report found that the project could proceed, subject to compliance with conditions and recommendations made by the Coordinator-General to mitigate project impacts.

On 25 October 2010, the proponent provided the Coordinator-General with an application for project changes (APC), as per section 35C of the SDPWO Act. The application requested the Coordinator-General assess a range of proposed design and delivery changes to the project. One of the changes was the proposal to locate temporary construction workforce parking for up to 300 spaces in a section of Anzac Park, Toowong. The parking was required to service the project's western worksite, located on a section of the Brisbane Botanic Gardens, adjacent to the Centenary Motorway.

In *The Legacy Way Project (formerly known as Northern Link Road Tunnel) Coordinator-General's report on project changes*, finalised on 17 December 2010, the Coordinator-General found the changed project could proceed, with the exception of the Anzac Park parking proposal.

It was recommended the proponent review the project's workforce parking strategy and consider alternative options for its parking requirements, which should be assessed against a range of criteria and provided to the community for consideration (Appendix 2, Schedule 4, Recommendation 35).

On 20 May 2011, BCC provided a second APC to the Coordinator-General. The application, made as per section 35C of the SDPWO Act, requests the Coordinator-General's consideration of the project's use of a section of the existing Park and Ride car park located on Mount Coot-tha Road, adjacent to the Toowong bus depot, for temporary construction workforce parking.

On 3 June 2011, BCC provided an amendment to the APC, which proposes a reduction in the amount of parking in the car park sought.

This report provides the Coordinator-General's evaluation of the proposal.



# 1 Description of the proposed change

## 1.1 The proponent

The project proponent is BCC.

On 20 September 2010, BCC selected Transcity Joint Venture (Transcity) as the preferred contractor for the design, construction, operation and maintenance of the project.

Transcity has been contracted to deliver and operate the project as BCC's agent for a 10-year period.

## 1.2 Background

Condition 18(k) (Appendix 1, Schedule 3) of the *Coordinator-General's report: Northern Link Road Tunnel*<sup>1</sup> (April 2010) stated:

The construction workforce must not park in local streets. A dedicated and adequate construction workforce off-street parking area must be provided. All construction workforce vehicles must be directed to project construction workforce car parks.

To avoid construction workforce car parking in local streets, shuttle transport between construction workforce car parks distant from a construction area must be provided for the duration of the period the construction area is in use.

In refusing BCC's proposal to locate parking in a section of Anzac Park, the Coordinator-General recommended that BCC, in developing a parking plan, investigate a range of locations to satisfy the project's parking requirements. It was advised that different options should be considered individually and collectively and assessed using various criteria such as community impacts, cost, suitability, opportunities and risk.

The Coordinator-General also recommended that BCC consult with the community on the options.

The recommendation further noted that, should BCC's preferred option/s for parking propose a change to the project, an application under section 35C of the *State Development and Public Works Organisation Act 1971* (Changes to project) would be required.

A copy of the recommendation is included at Appendix 1.

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<sup>1</sup> The Legacy Way project was formerly known as the Northern Link Road Tunnel.



## 1.3 Proposed change

With BCC's APC dated 20 May 2011, and in an update to the application received on 3 June 2011, BCC proposes to use a portion of the Park and Ride car park for construction workforce parking.

Established in the early 1980s, the Park and Ride car park is located on State land in trust to, and operated by, BCC. The car park is mostly used by commuters who travel elsewhere using bus services in the vicinity, and by workers from the adjacent Brisbane Transport bus depot.

It is proposed that the parking would be used by daytime project workers on shift from 6.30 am – 6.30 pm, over the course of the project's construction until 2014.

While BCC's APC initially sought to use up to 73 spaces of the site, in the APC amendment received on 3 June 2011, BCC proposes to use no more than 40 parking spaces. It was also indicated that parking in the location would not be continuous over the course of the project.

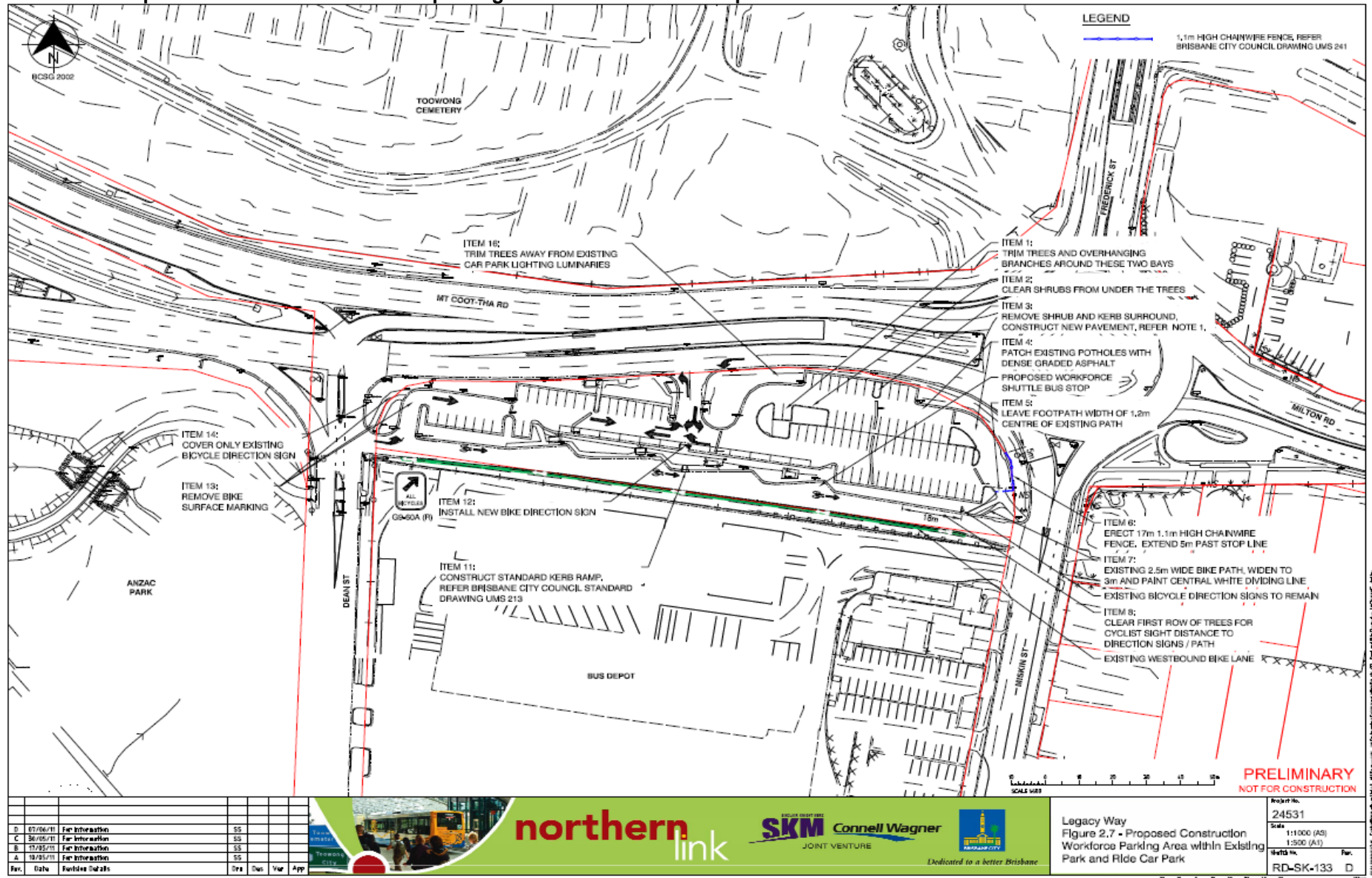
The APC stated a fenced, project-specific area would be provided in the Park and Ride; however, given the reduction in the number of car spaces and that the use will be intermittent, BCC does not propose to section off parking areas. Rather, it is proposed that project workers would park in available spaces.

The Park and Ride has 104 spaces, which BCC states could be safely increased to 105. This would leave 65 spaces for public use.

Figure 1.1 provides a diagram of the proposal.



Figure 1.1 Proposed construction workforce parking area: Park and Ride car park



The Legacy Way project  
Coordinator-General's report on a project change





## 2 BCC's evaluation of parking options

The APC confirms that BCC evaluated a range of parking areas, which included assessing options against various criteria (refer to subsection 2.2).

In addition, as per the Coordinator-General's recommendation to consult on the project's parking strategy, in early 2011 BCC undertook a consultation process to determine community views on the project's parking requirements. The APC states the intention was to use these views to inform development of the project's parking plan.

### 2.1 Workforce parking consultation group

BCC convened a Workforce Parking Consultation Group, which met on 24 February 2011 to discuss options for parking in the vicinity of the project's western worksite.

Attending the meeting were representatives from local businesses such as the Brisbane Botanic Gardens, the Summit Restaurant, and the Stuartholme School; and local community groups such as the Friends of Anzac Park, the Mount Coot-tha Residents Group, the Friends of Toowong Cemetery, and Bicycle Queensland (BQ).

BCC presented over 20 parking location options for the group's consideration, with a view to seeking their input to the process for shortlisting the options.

Subsequent to the meeting with the group, BCC selected the five options. The Park and Ride was included as option 2. The other options were located on Scenic Drive, Mount Coot-tha; two locations in Anzac Park; and the Hoop Pine picnic area. The APC provides the process used to shortlist the options.

The five options were then further assessed, prior to being provided to the wider community for comment.

### 2.2 Multi-criteria analysis

The APC confirms a multi-criteria analysis (MCA) was used to assess the five parking options and explains how the methodology was developed.

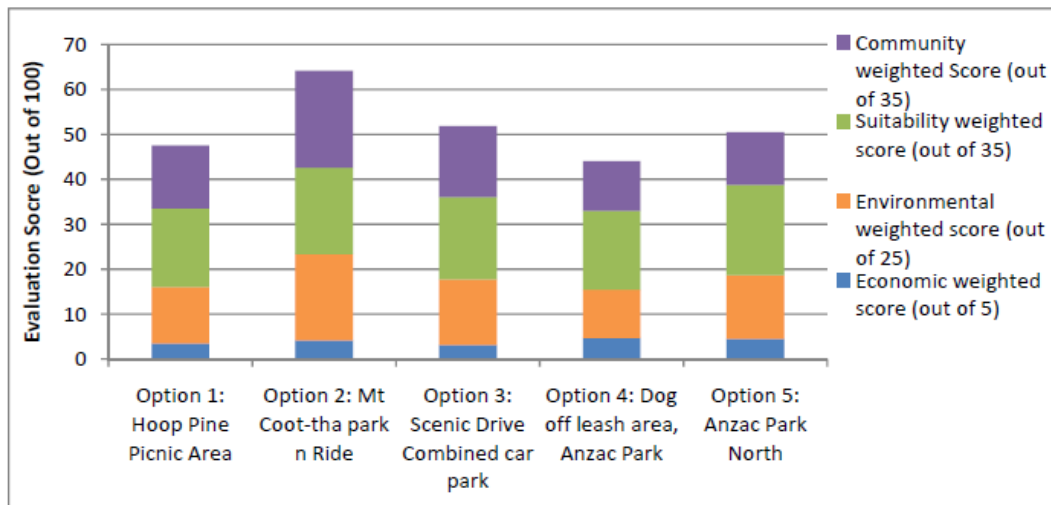
The criteria selected to evaluate the five options were: community, environment, suitability and cost. Each of the criteria were assigned a number of sub-criteria which were used as the starting point for scoring the options.

The APC states the Workforce Parking Consultation Group provided input to the development of the MCA, particularly the weighting of each criteria. Cost was assigned a rating of 5 per cent; environment was rated at 25 per cent and community and suitability were each rated at 35 per cent.





When assessed using the MCA, the Park and Ride scored the highest of the five options. Figure 2.1 provides an overview of the options' ratings.



**Figure 2.1 Evaluation scores: workforce parking shortlisted options**

The Park and Ride ranked first against the **community** criteria, largely due to the sub-criteria considerations of land use, noise, visual amenity and cultural heritage; given the area is an existing car park with no surrounding residences. In addition, the site is the only one of the options not listed on local or state registers as a place of cultural significance.

The site scored an equal third with two other options (and therefore also last) on the sub-criteria of business impacts, due to implications for bus patronage.

On **technical suitability**, the Park and Ride was ranked second of the five options. It scored highest on the sub-criteria of construction and operations safety, given the area is already in use as a car park. It was ranked third on the sub-criteria of proximity to the work site, and last on the consideration of capacity.

On the criteria of **environment**, the Park and Ride was ranked first, being an existing car park, and in acknowledgment that the vegetation around the site, protected under Council's natural assets local law, will not be affected by the use. On the sub-criteria of flora, fauna, land contamination and air quality, it ranked first as likely to have the least impact of the options. It scored third on traffic impacts due to potential safety issues, and last on surface water effects, given the area is located on an overland flow path.

For the **economic** criteria, the option was ranked third. On the sub-criteria of construction costs and rehabilitation costs, it placed first; third on land cost/availability and second on operational costs, due to the likely requirement for shuttle buses to be used to transport workers to the worksite.

BCC also undertook a risk assessment on the options, which indicated the Park and Ride had the least risk of the five options. The highest risk ranking attached to the



site was 'medium' for interference with existing public use and also due to increased traffic on the motorway overpass bridge and the path connecting to it.

## 2.3 Community consultation

BCC issued the five shortlisted parking options for community comment in March 2011.

Section 6.1.2 of the APC confirms measures taken to advertise the comment period included half-page advertisements placed in the *Westside News* on Wednesday 9 March and Wednesday 16 March 2011, inviting members of the public to view and comment on the five options. Signs were also placed at the five locations, including the Park and Ride. In addition, letters were sent to 14 000 homes in the Toowong, Auchenflower, Taringa and Bardon areas.

BCC hosted 15 information sessions held at the five option locations over a ten-day period, with three of the sessions held at the Park and Ride. Comments people made at the sessions were noted and are included in the APC at Appendix C.

Submissions on the options were invited until 21 March 2011.

## 2.4 Public submissions analysis

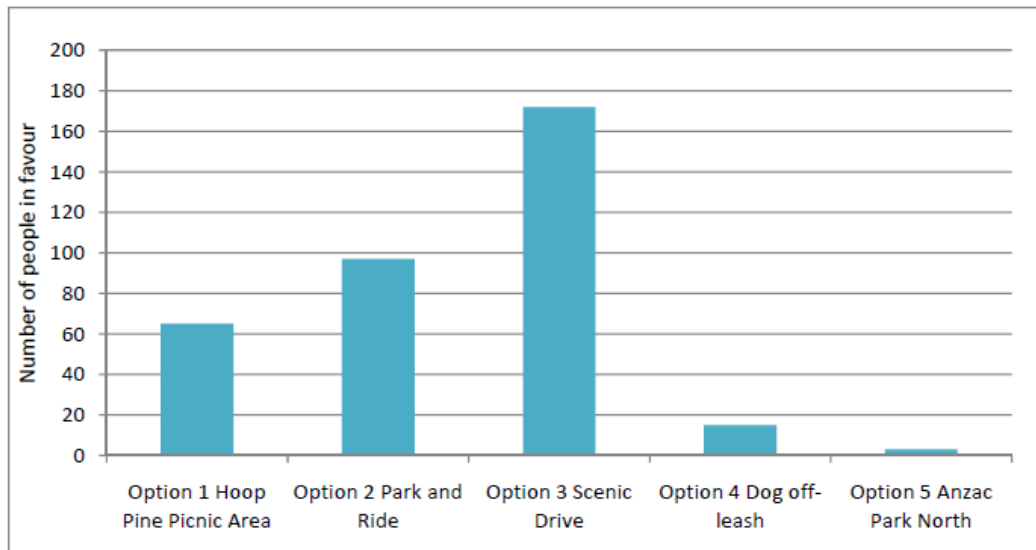
The APC confirms a total of 308 submissions were received by BCC. Submitters were able to provide comments, and also nominate a preference for either single or multiple options. Appendix D of the APC provides the submission comments.

The majority of submitters strongly opposed placement of parking in either of the two Anzac Park options.

### 2.4.1 Submissions in support of using the Park and Ride

Of the 308 submissions, 97 supported the Park and Ride option, with this ranked as the second preference overall for the location of workforce parking.

Figure 2.2 (from the APC) shows the results of the submissions analysis.



**Figure 2.2 Community feedback on car park options**

## 2.4.2 Submissions against using the Park and Ride

Of the 308 submissions received, 21 did not support using the Park and Ride area. The key reasons cited were:

### 1. Loss of public use of the parking area and impacts on local streets.

Submitters acknowledged the importance of the Park and Ride as a source of free, convenient parking close to transport and were concerned at not being able to use the area for the duration of the project.

Concerns were also raised that the project's use of the Park and Ride would cause displaced commuters to park on local streets. Similarly, because the available parking at 105 spaces is significantly less than what is required to satisfy the project's parking needs, respondents were concerned workers would end up parking on the streets and disrupt residents.

**2. Safety of cyclists and pedestrians.** Some submitters raised concerns with the safety of cyclists travelling in the vicinity of the Park and Ride. Additionally, it was raised that given the Park and Ride is approximately 800 metres away from the western worksite, in the course of walking to the worksite, congestion and potential safety issues may occur with cyclists and pedestrians, particularly across the motorway pedestrian overpass and the path connecting to it.

**3. Suitability.** Submitters commented that the Park and Ride was not suitable as it is not large enough to provide sufficient parking for the around 300 daytime workers that will be working on site at the peak of the project.



## 2.5 BCC's parking assessment outcomes

The APC provides that, after analysing the results of the car parking assessment (including data obtained from public submissions), on 5 April 2011 BCC publicly announced its preference to use a combination of Scenic Drive, Mount Coot-tha; the Park and Ride; and the central and overflow parking areas of the Brisbane Botanic Gardens for the project's construction workforce parking.

Section 3.2 of the APC confirms that BCC wrote to all submitters who provided an email address during the consultation process, advising them of the outcomes of the assessment.

A subsequent APC (or applications) may be made by the proponent about the proposed use of Scenic Drive and the central botanic gardens parking area. This report does not assess use of those locations, which would be subject to a separate evaluation by the Coordinator-General. Similarly, a decision on the subject of this change application does not fetter future decisions about other parking areas, which will be considered on their own merits.

As noted in the APC, use of the botanic gardens overflow car park area on Mount Coot-tha Road was included in the EIS and is therefore not considered in this report.



## 3 Evaluation of environmental effects

The APC and further information provided to the Coordinator-General by BCC include suggestions for mitigating impacts due to using the Park and Ride area. The relation of these suggestions to key concerns raised by members of the public during the community consultation phase is discussed below.

Note that the evaluation has focused on social impacts, given the environmental impacts of using an existing car park are, in this case, deemed to be consistent with its present use.

While there is vegetation around the site that is protected under Council's natural assets local law, BCC advises this will not be affected by the use. Some trimming of vegetation is proposed to occur to improve safety.

### 3.1 Loss of public use of the parking area and impacts on local streets

During consultation on the five parking options, BCC proposed using all the Park and Ride for workforce parking. In response to community concerns about loss of the free parking facility, in the APC amendment dated 3 June 2011 BCC confirmed the project would seek to use no more than 40 of the 105 parking spaces.

In terms of understanding how the area is currently used, BCC provided additional information to the Coordinator-General on 3 June 2011, which confirmed that an independent study by Skyhigh Data Australia had been undertaken on use of the Park and Ride. Skyhigh's survey results from 26 May 2011 show maximum use of the area by the public (including depot workers) was 55 car spaces.

By using no more than 40 spaces, around ten spaces should be available for additional public use if required. Displacement of public users on to local streets should therefore be avoided if the number of project users is maintained.

As discussed previously in this report, the project's workforce is prohibited from parking in local streets, due to a condition imposed by the Coordinator-General to avoid associated impacts on local residents. BCC confirms workers will be instructed as part of their training that parking in areas that are not dedicated for workforce parking is not permitted.

In terms of access, the APC describes vehicles would be able to enter the car park directly from Mount Coot-tha Road for vehicles travelling out-bound from the city, or from the western suburbs (see Figure 1.1). There is no right turn into the Park and Ride should vehicles approach along Dean Street, therefore access to the site is focused to be from Mount Coot-tha Road. Access as a left turn from Mount Coot-tha Road on to Dean Street and then an immediate left turn into the site also exists.

The APC states that BCC is in discussion with Brisbane Transport to see if parking in the depot can be made available to depot workers who currently use the Park and



Ride. Should this occur, additional spaces in the Park and Ride could be made available to the public if required.

To ensure that no more than 40 project workers will use the Park and Ride area, BCC has confirmed Transcity would register worker vehicle details and use a permit system to limit numbers. Additionally, it is intended that a parking attendant would be on site in the first two weeks from 6.00 to 9.00 am and then from 4.00 to 7.00 pm to monitor the car park.

The APC amendment confirmed that in response to community preference for the Scenic Drive option, it is now proposed to become the primary workforce parking area.

As a result of this position, BCC advised the Park and Ride area is therefore intended to be used intermittently at peak times, such as when the demand for daytime parking exceeds the capacity provided by the botanic gardens overflow car park and the Scenic Drive car park.

It would be used until Scenic Drive proceeds, which, subject to approvals, is forecast to be from September 2011. BCC anticipates the Park and Ride would be used during 2013 when the project workforce is at its peak. Therefore, there may be times when no workforce parking will be present at the site.

## **3.2 Safety of cyclists and pedestrians**

Submitters raised concerns with cyclists travelling in the vicinity of the Park and Ride. Figure 1.1 describes the current signage and line markings for cyclist use in the area.

The APC states that, in discussion with BCC, BQ expressed its dissatisfaction with the current crossing arrangement for pedestrians and cyclists on Miskin Street. It was agreed that while the crossing was not ideal, that it was outside the scope of issues related to the workforce parking. It was agreed to leave the crossing as it is for the present. Both the Dean Street and Miskin Street crossings will be enhanced by the project as part of urban mitigation measures required to be completed as part of conditions made in the Coordinator-General's report on the project (April 2010).

Cyclists can currently cycle in both directions between Dean Street and Miskin Street either through the Park and Ride or along the dedicated bus route adjacent to the car park (refer to Figure 1.1). BQ advised that the majority of cyclists used the bus lane for inbound travel, and the contraflow bike lane on the bus depot boundary for outbound travel.

To ensure the safety of cyclists, the APC proposes to discourage cyclists from using the through-car-park route and only use the bus route. Pedestrians would however be able to exit through the car park onto Miskin Street. The APC states BQ has confirmed that the loss of the alignment through the car park would not be a significant issue, providing the signs and markings were changed to reflect the changed condition.



The APC proposes the following safety amendments to the Park and Ride would be undertaken:

- install a barrier (for example, fencing) on the existing bicycle/pedestrian path at the eastern end of the park, to prevent vehicles from using the bicycle path to exit the car park on to Miskin Street, which currently occurs
- improve the existing lighting in the area, by trimming trees and shrubs affecting light distribution and visibility, and maintaining existing lights
- increase the width of the bike path that runs adjacent to the Park and Ride from 2.5 metres to 3 metres and install signage and line-mark the area as a dual-way path. Provision would also be made for cyclists to be able to exit onto the bus way lane near the current bus stop
- temporarily remove existing signs directing cyclists towards the car park route. Should cyclists use the car park route, they will be directed by new signage to the bus route option via an existing pathway from the car park
- modify the kerb at the entrance to the bus route, at the end of the path, to provide for cyclist use.

Figure 1.1 details the proposed changes to the area to address safety and co-use. The APC states these measures were agreed with BQ.

It was also raised by public submitters that, given the Park and Ride is around 800 metres away from the western worksite, in the course of walking to the site congestion may occur with cyclists and pedestrians, particularly across the Centenary Motorway overpass.

The APC confirms shuttle buses will be provided to transport workers to and from the western worksite. While some workers will choose to walk to the worksite, BCC states workers will undergo training on conduct with the public and ensuring safety while travelling to and from the site.

Should the public have any complaints about workers risking pedestrian or cyclist safety, a complaints management and reporting system was conditioned by the Coordinator-General in April 2010, which would be used to address any concerns raised about this matter.

### **3.3 Suitability**

Submitters raised concerns that the Park and Ride area was not suitable, as it is not large enough to provide sufficient parking for the around 300 daytime workers who will be working on site at the peak of the project.

The APC acknowledges that parking requirements for the western section of the project will be best served by spreading the parking across a number of sites, to minimise impacts on the community and environment.





## 3.4 Conclusion

The Park and Ride scored the highest of the five options when assessed against BCC's MCA, while the community ranked the option second. The proposed use of an existing car park, in such a way that will not displace existing users, is, in this instance, a logical solution to provide parking in the vicinity of the worksite while working to keep parking off local streets.

It is found that key issues raised in submissions, such as about loss of the parking area, safety of the public, and site suitability, have been acknowledged by BCC, with the proposed use modified to address concerns and wherever possible, avoid community impacts.

The APC, and the APC amendment, indicate BCC has shown flexibility in its proposed use of the area, to reduce impacts. The APC provides good mitigation measures, such as improving signage, line markings, lighting and visibility to address safety. Shuttle buses will further reduce the number of workers walking to the worksite, and training will be implemented on safety.

Conditions have been imposed at Appendix 2 that seek to further manage the project's co-use of the area and avoid impacts on the community by enhancing the safety of the Park and Ride area.

Conditions require the proponent to establish a system to ensure no more than 40 project workers use the car park and to undertake weekly spot checks on the use of the area. Data on the use will be provided to the Coordinator-General on request (Condition 1). BCC is also required to improve lighting, install fencing and modify kerbings and line markings (Condition 2). In addition, the proponent is required to install signage alerting the public to the project's co-use of the area and provide contact details for any enquiries about the use (Condition 4).

BCC must restore the Park and Ride area after the project ceases, in consultation with BQ and the local community (Condition 3).

### 3.4.1 Public notification

Section 35G of the SDWPO Act provides that the Coordinator-General may decide if a proposed project change requires public notification. In the case of the evaluation of the Park and Ride proposal, it has been decided that the APC did not require public notification by the Coordinator-General.

This decision was made, taking into account matters such as that BCC advertised, inviting public comment on the proposed use of the area and undertook extensive public consultation seeking community views. It is evident that BCC noted feedback received during the process in deciding to not continue with the Anzac Park proposal.



In investigating submissions received and key issues raised in submissions, it is assessed that BCC has further modified the proposed use of the Park and Ride to address key concerns raised by the public.

Conditions made in this report respond to feedback made by the public and seek to further ensure impacts on the public will be avoided while the parking area is co-used by project workers.

As previously noted, a subsequent APC (or applications) may be made by the proponent about the proposed use of Scenic Drive and the central botanic gardens parking area. This report does not assess use of those locations, which would be subject to a separate evaluation by the Coordinator-General.

BCC must not increase the project's use of the Park and Ride to greater than 40 spaces without the prior approval of the Coordinator-General.

Conditions made in this report are made pursuant to section 35I(2) of the SDPWO Act. As per section 35K of the same Act, the Coordinator-General's report for the EIS for the project and the Coordinator-General's change reports have effect for the project. However, if the reports conflict, the Coordinator-General's change report prevails to the extent of the inconsistency.

A copy of this report will be given to the proponent, pursuant to section 35J of the SDPWO Act.

A copy of this report will be made publicly available, pursuant to s35J of the SDPWO Act on the Department of Employment, Economic Development and Innovation's website at: [www.dlgp.qld.gov.au/northernlink](http://www.dlgp.qld.gov.au/northernlink)

Signed personally

.....

Keith Davies  
Coordinator-General

Date: 17 June 2011



## Appendix 1. Extract from change report

**Extract from *The Legacy Way Project (formerly known as Northern Link Road Tunnel): Coordinator-General's report on project changes (December 2010) (Part 4, Appendix 2)***

### **(35) Recommendation: Temporary construction car parking**

(a) It is recommended that the proponent investigate, in the making of a parking plan, a range of options to satisfy the project's construction workforce parking requirements for the western works.

(b) Should the plan propose options that require a change to the project, for example, construction on a new site not currently used for parking, consideration by the Coordinator-General of the project's workforce parking plan for the western works is required through the making of an application under section 35C of the *State Development and Public Works Organisation Act 1971*.

(c) The plan should demonstrate that a range of options have been explored in detail prior to the making of any application. The parking location options should be considered individually and collectively, and assessed using criteria including community impacts, cost, suitability, opportunities and risk. Mitigation measures for risk and impacts should also be considered.

(d) Regardless of if an application is made as per above, it is recommended that the proponent undertake consultation with the community on its parking plan.



## Appendix 2. Conditions

### Condition 1

- (a) The proponent for the Legacy Way project is responsible for ensuring use of the Park and Ride car park on Mount Coot-tha Road, Toowong, by project workers does not exceed 40 vehicles at any one time.
- (b) The proponent is to implement and maintain a system whereby workers must register with the proponent the identity of any vehicle that will be used by them to park in the Park and Ride area.
- (c) Instruction on use of the parking area is to be included in training sessions, such as toolbox talks, when the area is in use.
- (d) For each week the area is in use by the project, the proponent is to undertake a spot check to document the numbers of project workers parking at the site. The documentation is to be made available to the Coordinator-General's agents on request.

'Project workers' means any person paid to undertake duties associated with the project.

### Condition 2

- (a) The proponent is required to undertake improvements to the Park and Ride area for the safety of pedestrians and cyclists using the area or travelling in the vicinity of it. These are to include installing signage and fencing, modifying existing kerbing and line-markings, and improving lighting as described in Figure 1.1 of *The Legacy Way project (formerly known as Northern Link Road Tunnel): Coordinator-General's report on a project change* (June 2011).
- (b) Written confirmation that the amendments have been made to the area is to be provided to the Coordinator-General within two weeks of completion, or by 31 August 2011, whichever is sooner.

### Condition 3

On completion of the project's use of the Park and Ride for construction workforce parking, the proponent is required to restore the area in consultation with the local community and Bicycle Queensland to a state that is practicable for pedestrians and cyclists travelling in the vicinity.

### Condition 4

- (a) The proponent is to erect signage in the Park and Ride advising of the project's temporary use of the area. A project freecall contact number is to be provided to allow the public to make enquiries about the use.
- (b) Such calls are to be clearly documented in the enquiries and complaints management system as being about the Park and Ride use.



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