

Procedure

**Event Traffic Marshal – Special Event Approved
Procedure**

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1 Introduction

1.1 Overview

The Event Traffic Marshal (ETM) scheme enables volunteers to undertake basic traffic control tasks associated with permitted special events such as community and sporting events held in Queensland.

The ETM scheme is administered by the Department of Transport and Main Roads and is intended to provide sporting, community and special interest groups with an alternative option in circumstances where accredited Traffic Controllers may not be required for basic and low risk duties.

An ETM has a delegated authority to conduct basic traffic control duties, but only in low risk road environments in the vicinity of the special event.

To be engaged to control traffic during a special event, the ETM must have successfully undertaken a competency assessment and perform his or her duties in accordance with the *Event Traffic Marshal – Special Event Approved Procedure* (this document).

Community and sporting organisations often require the assistance of volunteers to allow events to proceed smoothly, and to reduce the cost of staging events. Volunteers traditionally undertake various event tasks such as parking attendance; event set up activities; and pedestrian / spectator control; however, prior to the ETM scheme being introduced, volunteers could not provide assistance by legally controlling traffic to facilitate the event, unless they were accredited as traffic controllers by Transport and Main Roads, or acting under the direction of Queensland Police Service (Police officers).

1.2 Purpose

The purpose of this document is to provide information about the ETM scheme, and to specify the operational procedures and other requirements that must be complied with by ETMs and by Event Organisers who have been granted a Special Event Permit.

This document is administered by Transport and Main Roads and describes:

- prerequisites to be an ETM, including physical capability, fitness for duty and clothing requirements
- processes for Event Organisers to engage ETMs and cancel an ETM's engagement
- limitations and responsibilities associated with ETMs undertaking traffic control duties
- the requirements for ETMs installing official traffic signs related to traffic control
- the correct procedure for the use of the STOP / SLOW bat to control traffic
- the correct placement of signage.

This document will assist Event Organisers and Traffic Management Designers (TMDs) in understanding the requirements for ETMs.

1.3 Authority and approvals

Event organisers have an obligation to ensure that appropriate arrangements are in place to minimise danger to event participants, and to manage the impact of the Special Event on road users not taking part in the event.

Section 127 of the Transport Operations (Road Use Management – Accreditation and Other Provisions) Regulation 2015 (Accreditation Regulation) requires that Special Event Permit holders (Event Organisers) comply with conditions set out in the Special Event Permit. This includes complying with the approved Traffic Guidance Scheme (TGS) which sets out how traffic will be managed around the event, including the signage to be installed and where ETMs may be placed.

The ETMs' authority to control traffic is a delegation under Section 96(5) of the *Transport Operations (Road Use Management) Act 1995* (TORUM Act). This authority only applies if the ETM controls the traffic in accordance with this *Approved Procedure* – as referred to in Section 126A of the Accreditation Regulation. A Queensland Police Service officer (Police officer) may issue a penalty infringement notice against a road user who has contravened an official traffic sign. The contravention is an offence against Section 74 of the TORUM Act.

This means road users must not disobey a lawful direction or signal given by an ETM using a STOP / SLOW bat.

Additionally, a driver or rider who does not stop, or does not remain stopped, at a lawful hand-held STOP sign commits an offence under Section 101 of the Transport Operations (Road Use Management — Road Rules) Regulation 2009.

Other relevant sources of information about Transport and Main Roads' traffic management standards and legislated requirements for traffic control in Queensland, are available on the department's website.

2 Roles and responsibilities

2.1 Event Organiser

The Event Organiser is the holder of a Special Event Permit.

The Special Event Permit holder may only engage ETMs where a TGS for the permitted event specifies the use of ETMs to control traffic.

The Event Organiser shall ensure that individuals seeking engagement as ETMs:

- are volunteers
- have provided proof of identity
- are at least 18 years of age
- have obtained proof of successful completion of the online ETM Training Program by requesting a copy of their Certificate of Completion (dated within a three-month period preceding the event), or, as an alternative, the individual provides documentary evidence of having been engaged as an ETM for a special event within the last 12 months
- are physically fit to perform an ETM role
- understand assigned activities, designated locations and the general event traffic arrangements prior to commencing duties (as outlined by the event Traffic Management Plan (TMP) and TGS), and are able to perform their duties adequately and safely
- understand any emergency protocols specific to the event
- have acknowledged their understanding of their duties as an ETM
- are issued with a Notice of Engagement and a copy of the event TGS

- have recorded their details in the Event Organiser's sign-on register
- are provided with appropriate equipment to undertake their duties, including a vest that complies with this *Approved Procedure*; other personal protective equipment (PPE) as required; STOP / SLOW bats; and Traffic Controller Ahead / PREPARE TO STOP signs.

The Notice of Engagement issued by the Event Organiser must include all text contained in the pro forma provided by Transport and Main Roads (a pro forma ETM Notice of Engagement is available on the department's website).

During the event, the Event Organiser shall ensure that:

- ETMs are provided with the requisite break periods
- details of any traffic incidents that occur while ETMs are undertaking activities are recorded.

The Event Organiser shall maintain records of individuals that have been engaged as ETMs in accordance with the *Limitations of Actions Act 1974*, for actions associated with personal injury (and as long as required for any claims to be resolved).

Important note:

If the Event Organiser does not consider that the individual can meet the required level of physical capability or any of these requirements, the person must not be engaged as an ETM for the event.

2.2 Traffic Management Designer

The TMD is a competent person (as defined by the *Manual of Uniform Traffic Control Devices* (MUTCD) Part 3 *Works on Roads*) who is appropriately qualified to prepare TMPs and TGSs. The Traffic Management Designer is responsible for:

- development of the event TMP and TGS
- determination of locations which are suitable low-risk road environments for the use of ETMs to undertake traffic control duties
- nomination of ETM locations and device locations on the event TGS
- provision of any additional instructions that are specific to ETM duties.

Guidance for TMDs on the identification of low-risk road environments suitable for ETMs is available on the Transport and Main Roads website.

2.3 Event Traffic Marshal

An ETM is an individual who provides assistance in a volunteer capacity; and has a temporary delegated legal authority to undertake basic traffic control duties in low-risk road environments during a special event. An ETM must control traffic in accordance with this *Approved Procedure*.

The authority to control traffic is only for the specific event (and period of time) stated on the Special Event Permit held by the Event Organiser.

In performing the role, ETMs are expected to:

- manage traffic around the event in a safe, efficient and professional manner to minimise disruption of road users and event participants
- undertake their duties only in accordance with this *Approved Procedure*
- take appropriate steps in responding to incidents and emergencies.

Unlike ETMs, accredited Traffic Controllers and Police officers have authority to perform traffic control at locations that are higher-risk environments, or involve more complex arrangements.

2.4 Accredited Traffic Controller

An accredited Traffic Controller is an industry professional who has completed an approved training course; met strict accreditation pre-requisites, and is authorised to control traffic under the Accreditation Regulation. The authorisation is applicable to all Queensland roads.

An accredited Traffic Controller can undertake traffic control duties at any locations assigned to an ETM on the TGS. In such cases, the accredited Traffic Controller shall perform traffic control functions in accordance with the *Traffic Controller Accreditation Scheme Approved Procedure (TCASAP)*, and not this *Approved Procedure*.

Information about the Traffic Controller Accreditation Scheme can be found at:

<https://www.tmr.qld.gov.au/business-industry/Accreditations/Traffic-Controller-Accreditation-Scheme>.

3 Event Traffic Marshal Engagement

3.1 Process

To be engaged as an ETM for a Special Event, an individual shall:

- be at least 18 years of age
- complete the online ETM Training Program in the three-months period preceding the event (through the Transport and Main Roads website) to obtain a proof of competency documentation (*see exception below #*)
- provide to the Event Organiser a printed copy of the Certificate of Completion; or alternatively, documentary evidence of prior registration as an ETM within the last 12 months
- provide to the Event Organiser evidence of identity
- be capable of undertaking ETM duties and controlling traffic in accordance with this *Approved Procedure*
- receive a pre-event briefing from the Event Organiser on the ETM's required duties
- confirm to the Event Organiser the individual's understanding of the duties required and where to perform those duties
- complete the Event Organiser's sign-on register.

The competency assessment requirement is not applicable if the person has documentary evidence of his or her engagement as an ETM in the 12-month period preceding the event.

3.2 Competency criteria

3.2.1 Physical capability

In order to fulfil the duties of an ETM, an individual must be able to demonstrate to the Event Organiser that he or she is able to:

- maintain a level of situational awareness in complex environments
- hear verbally communicated instructions, vehicle warning devices and emergency vehicle sirens in a noisy environment
- communicate with others verbally including via portable communication equipment (such as two-way radio)
- identify emergency vehicles (visually and audibly) approaching the control point from a distance
- have reasonable judgement of speed and distance in order to decide when to exit the path of an oncoming vehicle that fails to stop or slow down as directed
- have sufficient mobility to move quickly out of the path of a moving vehicle that does not stop or slow as directed
- give approved traffic control signals whilst standing and holding a STOP / SLOW bat for periods of up to two hours
- concentrate and maintain focus for up to two hours without a break.

3.2.2 Obligations and fitness for duty

ETMs shall operate in a professional manner while undertaking duties. This means that they shall:

- be appropriately attired to control traffic at the event
- not perform traffic control duties while fatigued
- not perform traffic control duties while adversely affected by a substance or medication causing mental or physical impairment
- maintain a 'zero percent' blood / alcohol concentration while performing marshalling duties
- remain focused on the task at hand (that is, avoid becoming distracted)
- be polite and courteous at all times when interacting with other road users as part of duties
- maintain a duty of care to oneself and others
- wear prescribed corrective lenses and / or hearing aids as required to meet sight and hearing requirements while performing traffic control duties.

ETMs must carry on their person their Notice of Engagement at all times while undertaking traffic control duties. If requested, the Notice of Engagement must be shown to the Event Organiser, or representative, or an authorised officer.

3.3 Cancelling an engagement

An Event Organiser may cancel the engagement of an ETM at any time.

Examples of reasons for cancellation include:

- the circumstances under which the ETM is to undertake traffic control duties change and the location or event traffic conditions are no longer low risk
- the event ceases or does not proceed for any reason
- the ETM acts in a manner contrary to the briefing and instructions given by the Event Organiser or authorised officer
- the ETM acts in a manner contrary to this *Approved Procedure*
- the Event Organiser is no longer satisfied that the ETM has the physical capabilities to undertake the traffic control duties
- the Event Organiser is no longer satisfied that the ETM is fit for duty (for example, due to fatigue or being affected by substances)
- any other circumstances have occurred or, in the opinion of the Event Organiser, may occur which pose a risk to the safety of the ETM or the public.

The Event Organiser shall notify the ETM of the cancellation and ensure that the ETM ceases undertaking traffic control duties at the event.

4 Operating procedure

4.1 Clothing

ETMs are required to wear a compliant orange fluorescent safety vest as an outer garment at all times while conducting assigned traffic control duties.

Figure 4.1 shows an example of the safety vest to be used. The vest shall comply with:

- colour and fluorescence: Class F in Australian Standard AS/NZS 1906.4:2010 *Retroreflective materials*, and
- design and placement of retroreflective strips: Class R or RF in Australian Standard AS/NZS 4602:1999 *High visibility safety garments*.

The recommended text / stencilling is 'EVENT TRAFFIC MARSHAL' or 'AUTHORISED EVENT TRAFFIC MARSHAL'. The text is optional.

Figure 4.1 – Example fluorescent safety vest (AS/NZS 1906.4 / AS/NZS 4602)



Note: Fluorescent yellow safety vests and fluorescent yellow shirts are worn by accredited Traffic Controllers, and these shall not be worn by ETMs.

When undertaking STOP / SLOW duties, vest sides / buttons / VELCRO must be fastened.

In cases of rain, the orange fluorescent safety vest must be worn on the outside of weather protection garments such as rain coats.

In addition to wearing an orange fluorescent safety vest, an ETM should be suitably attired for the task and conditions. For example, the ETM is expected to wear:

- enclosed shoes
- long sleeve shirt and long pants
- sun protection during daylight hours (hat or cap, sunglasses, sunscreen and so on).

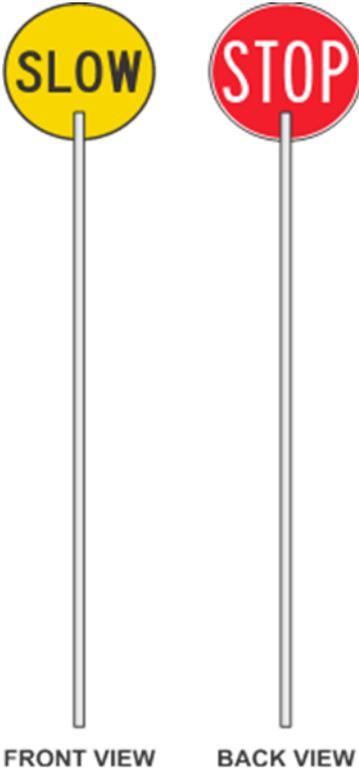
Hats or caps or other clothing worn by ETMs may have event logos or text indicating the event name.

4.2 Equipment

4.2.1 STOP / SLOW Bat

An ETM shall use a STOP / SLOW bat to control vehicular traffic. A STOP / SLOW bat measuring a minimum of 1.8 metres from the ground to the bottom of the STOP / SLOW sign (R6-8, R6-Q02 / T7-1) shall be used.

Figure 4.2 – STOP / SLOW Bat



4.2.2 Signs

An ETM may only control traffic if a Traffic Controller Ahead / PREPARE TO STOP sign is installed. An example of this sign is shown at Figure 4.2.2.

Figure 4.2.2 – Traffic Controller Ahead / PREPARE TO STOP Sign



The event TGS may specify that an ETM is required to place the sign (or other official traffic signs) at locations shown on the event TGS. If a sign cannot be placed where specified, the sign should be placed nearby (within 10 metres) of the specified location in a safe area where there is a clear line of visibility to and beyond the sign.

ETMs should not place or modify any other official traffic signs (unless it is stated on the TGS that an ETM may do so).

4.3 Operating instructions

4.3.1 Operational procedure for controlling vehicular traffic

ETMs shall conduct their duties as follows:

- Only control one lane of traffic in one direction. (If an ETM has been placed at a location that requires the ETM to control more than one traffic lane at a time, then the ETM shall contact the Event Organiser immediately. The ETM must not use 'shuttle flow' traffic control method – see definition at Table 5).
- Set up any signs and devices in locations instructed by the Event Organiser as specified on the TGS, and ensure that:
 - the Traffic Controller Ahead / PREPARE TO STOP sign is erected correctly at the beginning of the shift
 - the Traffic Controller Ahead / PREPARE TO STOP sign is removed or covered when duty is suspended throughout a shift or completed for the day.
- Position themselves in the location specified on the TGS, ensuring that:
 - they have a clear line of sight to approaching vehicles and that there is enough distance for vehicles to stop safely
 - they have a clear escape path to a safe section of the roadway, shoulder, footpath or median
 - they are facing approaching traffic, but are outside of the projected travel path
 - they are not hidden (for example, by vegetation or parked cars)
 - they are not obstructing official traffic signs and devices.
- Undertake traffic control activities, giving definite and clear signals to approaching road users for the following actions (as per the procedures outlined following):
 - changing from SLOW to STOP
 - holding traffic
 - changing from STOP to SLOW.

The following signals for traffic control are mandatory requirements for directing vehicular traffic.

4.3.2 Changing from SLOW to STOP

- While remaining outside the travel path (for example, on the road shoulder, closed lane(s) or footpath), the ETM shall face oncoming traffic.
- To stop vehicles, the ETM shall turn the bat to the STOP sign and raise his or her free hand into the STOP signal position with the palm towards the traffic (see Figure 4.3.2).

Figure 4.3.2 – Signal to STOP traffic



4.3.3 Holding vehicles

- The ETM is to continue facing the stationary vehicles and should, where possible, allow two to three vehicles to stop before stepping in front of the stationary lane of traffic.
- The ETM is to be positioned approximately 10 metres in front of the location where vehicles will be stopped.
- The ETM is to ensure that the bat's STOP sign continues to face the stationary traffic.

4.3.4 Changing from STOP to SLOW

- To allow the stopped traffic to proceed slowly, the ETM must wait until the event occurrence (that has required the stoppage of traffic) has finished and that it is safe to proceed (either by visual check or verbal confirmation from another ETM or an accredited Traffic Controller.)
- The ETM is to move to the side of the road (on shoulder, closed lane(s) or footpath) and clear of all traffic.
- The ETM is to recheck that there is no occurrence that requires the traffic to be held.
- The ETM is to turn and stand in a sideways position so all traffic can be visually monitored, then turn the bat so that the SLOW sign is facing the stopped traffic.
- With his or her free hand, the ETM is to give the TO GO signal (see Figure 4.3.4(a)).

Figure 4.3.4(a) – Signal to direct traffic TO GO



- To slow traffic further if required, the ETM is to continue to show the SLOW side of the bat facing the traffic, give the TO GO signal by moving his or her free arm up and down but not above shoulder level (see Figure 4.3.4(b)).

Figure 4.3.4(b) – Signal to SLOW traffic



4.3.5 Prohibitions

While conducting their duties, ETMs shall not:

- control and direct vehicles in contravention of the event TMP and TGS (unless in an emergency)
- perform traffic control functions for complex traffic arrangements, such as:
 - multiple lanes on multi-lane roads
 - at signalised intersections
 - at railway level crossings
 - in high-risk environments
- control two (or more) lanes or directions of traffic simultaneously
- install or modify official traffic signs other than where specifically stated on the event TGS that an ETM may do so
- operate in a manner contrary to this *Approved Procedure* and the event permit conditions.

4.3.6 Break periods

- ETMs shall be relieved from their traffic control duty after not more than two hours for a period of rest of at least 15 minutes.
- An individual ETM should not undertake duties for more than two consecutive, two-hour periods per day (see *Note* following).
- The ETM shall remain at the traffic control station until directed by the Event Organiser, or representative, to leave or until relieved by another ETM or an accredited Traffic Controller.

The ETM may undertake additional traffic control shifts per day (that is, undertake traffic control duties for longer than four hours per day in total), providing the ETM is given a substantial break of at least one hour between shifts. Under no circumstances is an ETM to perform traffic control duties when tired or fatigued.

Note: For the purposes of this *Approved Procedure*, 'two consecutive two-hour periods' means two periods of two hours with a 15-minute break in between.

4.4 Conclusion of duties

At the conclusion of his or her shift, the ETM will:

- report details to the Event Organiser or the Event Organiser's representative, of incidents that occurred during the shift, unless those incidents have already been reported.

If not replaced by another ETM at the traffic control station, the ETM should undertake the following actions:

- ensure that it is safe to cease duty
- notify the Event Organiser or representative that the shift is concluding and that he or she is ceasing traffic control duties
- remove any temporary signs placed for the event (if traffic control is no longer required), and
- report back to the Event Organiser and return any equipment provided by the Event Organiser.

4.5 Responding to incidents

An incident is an occurrence that, in the opinion of the ETM, affects the operational safety of the public or the ETM. Examples include:

- accidents, or near misses, occurring in close proximity to the ETM's location
- assaults or abusive / insulting / threatening language directed towards an ETM by road users
- unsafe or dangerous actions of other road users within proximity to the event
- road users disobeying a direction or signal given by an ETM.

An ETM should take action, in the following order, if an incident occurs within the designated control area:

- call 000 in the event of any medical emergency or life threatening situation
- notify the Event Organiser or their representative
- maintain effective traffic control if safe to do so, otherwise move to a position clear of danger.

4.6 Event Traffic Marshal safety awareness

Prior to commencing duty, the ETM shall undertake a personal safety risk assessment of the assigned location for the traffic control station. Due consideration shall be given to visibility, distance and any other visual obstructions that will adversely impact the ETM's ability to undertake duties safely.

ETMs have a duty of care to ensure the safety of the public and themselves. ETMs are not obligated to fulfil their duty if they believe that they have been directed to operate at an unreasonable level of risk.

If an ETM has been incorrectly positioned at an unsafe location and cannot undertake ETM duties safely, he or she should immediately notify the Event Organiser or representative and cease any duty (if it is safe to do so).

ETMs should not abandon their traffic control stations if it will impact on the safety of event participants or stakeholders (unless there is an unreasonable level of risk) until the issue has been resolved.

5 Definitions and acronyms

Unless otherwise stated, terms used within this *Approved Procedure* are as defined in Table 5.

Table 5 – Definitions and acronyms

Reference	Definition
Act	<i>Transport Operations (Road Use Management) Act 1995</i>
Authorised Officer	A person who holds an appointment as an authorised officer under Section 20 of the Act (these include Police officers and Transport and Main Roads Transport Inspectors)
Event	An event is an organised community activity that may impact on road operations. The authorising officer that issues the Special Event Permit is responsible for determining if the activity is classified as an event. Typically, Special Events Permits are issued for: <ul style="list-style-type: none"> • athletic and sporting competitions • local fetes • parades and marches • fundraising, social and recreational events, and • political, religious and cultural parades / rallies.
Event Organiser	As defined in this <i>Approved Procedure</i> (see Section 2.1)
Event Traffic Marshal (ETM)	As defined in this <i>Approved Procedure</i> (see Section 2.3)
Manual of Uniform Traffic Control Devices (MUTCD)	A document administered by the Department of Transport and Main Roads which contains the designs, methods, standards and procedures for official traffic signs installed on roads; Part 3 <i>Works on Roads</i> of the MUTCD outlines principles for temporarily signing activities which cause interference or obstruction to the normal use of a road by any road user
Multi-lane road	A road that has more than one lane in one or both directions of travel
Official traffic sign	As defined in the Act
Queensland Police Service Police officer	Police officer – A person so defined under the <i>Police Service Administration Act 1990</i>
Regulation (Accreditation Regulation)	Transport Operations (Road Use Management– Accreditation and Other Provisions) Regulation 2015
Road	An area that is: <ol style="list-style-type: none"> 1. open to or used by the public and is developed for or has as one of its uses, the driving or riding of motor vehicles, whether on the payment of a fee or otherwise, or 2. dedicated to public use as a road (but does not include an area declared under a regulation not to be a road)
Road user	A driver, rider, passenger or pedestrian and includes a person in or on a wheelchair or a personal mobility device
Shuttle flow traffic control (Single lane reversible flow)	A method of traffic control where a portion of the roadway is closed and a single lane must be used alternatively by traffic from opposite directions. An accredited traffic controller may control traffic using the shuttle flow method; however, an ETM must not control traffic using that method, as an ETM may only control traffic moving from one direction.

Reference	Definition
Traffic control station	The location where the ETM or accredited Traffic Controller has been directed to operate
Traffic Controller Accreditation Scheme Approved Procedure (TCASAP)	A document administered by Transport and Main Roads that outlines the operational procedures for accredited Traffic Controllers
Traffic Guidance Scheme (TGS)	A TGS is a plan that indicates the traffic control arrangements to be put in place during the event
Traffic Management Designer (TMD)	A person who is qualified in Traffic Management Design, having undertaken an approved Transport and Main Roads course
Traffic Management Plan (TMP)	A TMP is a document that outlines various aspects related to event traffic control (such as responsibilities and risk management)

