



State of Illinois
Illinois Department of Transportation

APRIL 2016 • ISSUE #1

Flagger's Guide Excerpt From:

TRAFFIC CONTROL FIELD MANUAL

FOR IDOT EMPLOYEES



Illinois Department
of Transportation

Bureau of Safety Programs & Engineering



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DOCUMENT CONTROL AND REVISION HISTORY

This excerpt was created for the Bureau of Local Roads Technology Transfer Center Training.

Distribution

This excerpt is provided to participants in IDOT Technology Transfer Center's Flagger classes. It was taken from the April, 2016 manual which is available online.

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I. Introduction

This Manual is issued for the purpose of the proper application of temporary traffic control devices for all employees of the Illinois Department of Transportation (IDOT) working on or near open traffic lanes. Work Zone Cases have been developed to establish the minimum requirements for work site protection, when traffic control is provided by the Department. IDOT employees providing inspection for contract work, permit work, or utility work shall work within the traffic control provided by the Contractor, Permit Holder, or Utility Company. Traffic control and work site protection measures for contracted work, permit work, or utility work shall be in accordance with the contract documents, permit documents, or the applicable IDOT Highway Standards for Traffic Control. Since Work Zone Cases call for the minimum requirements, additional devices should be added when necessary to enhance safety. These Work Zone Cases shall not replace traffic control highway standards placed within a contract or traffic control plan.

This Manual does not apply to Emergency Traffic Patrol (ETP) and Emergency Patrol Vehicles (EPV) personnel. Snow and ice control workers, EPV workers, and ETP workers requirements are covered by IDOT's Safety Code. Workers other than IDOT personnel using this Manual for reference shall be aware that this Manual is not a substitute for training of personnel whose actions affect traffic control and the safety of the public. Contractors or their authorized agents shall follow Illinois Law with regard to flaggers (430 ILCS 105/2) which states -- "At all times during which men are working where one-way traffic is utilized, the contractor or his authorized agent in charge of such construction will be required to furnish no fewer than 2 flagmen...".

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For two-lane, two-way roadways, contractors or their authorized agents shall either use a case that requires two (2) flaggers or modify a case that allows the use of one (1) flagger to two (2) flaggers. Only employees or officials of the State or public agencies engaged in construction or maintenance may use one (1) flagger to control traffic on a two-lane roadway where allowed.

The proper use and most effective placement of traffic control devices are required to prevent injury to employees and the public. Planning should be a high priority so that work can proceed in a safe, efficient, and orderly manner with minimal interference to motorists. Each Work Zone Case herein has been developed to meet the requirements of the "Manual on Uniform Traffic Control Devices for Streets and Highways, Part 6."

These cases and the traffic control included in the contract or permit documents establish minimum requirements which will provide a reasonable level of safety. Application of these requirements cannot, however, guarantee the safety of every worksite. Each worker and supervisor should, therefore, be alert for any circumstance which could require change, including the application of additional devices. When specific operations are not covered, a TCP should be developed for the special application. Each employee is responsible and should review the traffic control to ensure the safety of the employees and the motorists. Deficiencies shall be corrected. For work operations expected to be in place for more than three (3) days, a TCP shall be developed and approved by the District.

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XII. Flaggers' Guide

Preface

The Flaggers' Guide has been prepared to assist IDOT employees to understand the requirements to be a flagger. The procedures, equipment, and recommendations apply to anyone working as a flagger on roadways under the jurisdiction of the Department. Local public agencies (LPAs), contractors, and permit holders may use this guide for work on roadways under other jurisdictions; however, these organizations' employee safety code may be different.

To The Flagger

- The flagger shall be physically able, mentally alert, and sufficiently commanding in appearance to be obeyed by the road users.
- Flaggers have direct responsibility for the safe passage of traffic in a work area. The lives of workers, the traveling public and the flagger depend upon the flagger's alertness and ability to control traffic with the STOP/SLOW paddle. Flaggers should attempt to immediately warn the work crew when a motorist disregards a flagger's signal causing an emergency.

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- Flaggers shall be on duty during the installation and removal of equipment and traffic control devices located on any portion of a through traffic lane.
- The flagger is an important position and is one to be carried out with authority and dignity.
- This guide has been prepared to assist the flagger in understanding the flagger duties and should be properly studied and available for immediate reference. Remember, workers and the road users are depending on the flagger.

The Flagger and Public Relations

- When stopping traffic, the flagger should advise the first motorist of the situation in a brief, courteous statement, including an estimate of the delay.
- Don't lean on vehicles or argue with the occupants. Keep your voice calm. The flagger's job demands full concentration.
- All work area signs required by the MUTCD and other approved traffic control plans (contract plans, Work Zone Cases, etc.), shall be installed prior to beginning any operation. The flagger should not be required to control traffic without proper placement of these signs. The signs shall be removed or covered when they are not actually in effect.

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- When on duty the flagger should present a neat appearance, be appropriately dressed for protection from the sun, flying objects, and insects. A neat appearance gains respect and makes the flagger's job more effective.
- Any driver that fails to stop when signaled to do so by a flagger or fails to remain in such position until signaled to proceed is in violation of 625 ILCS 5/11-908(c). If the situation warrants, a description of the driver and the vehicle's license number should be recorded and the circumstances reported immediately to the flagger's supervisor or the appropriate law enforcement agency.

Number of Flaggers

- At least two (2) flaggers should be utilized on Two-Lane roadways at all times when one lane is closed. Additional flaggers should be considered by supervising resident or lead worker due to intersection site restrictions, commercial driveways, or other issues that may impact the safety of motorists.
- The number of flaggers may be reduced for spot lane closures where adequate sight distance is available for the reasonably safe handling of traffic. No reduction of flaggers is allowed when a road is open to local traffic only.

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For Local Public Agencies only, the following apply:

- For highways with an ADT < 100, no flagger is required unless the operation encroaches into the open lane.
- For highways with an ADT ≥ 100 that the operation encroaches into the open lane and for highways with an ADT ≤ 400 , one (1) flagger is required. When a single flagger is used, the flagger should be stationed on the shoulder opposite the spot lane closure or work space, or in a position where good visibility and traffic control can be maintained at all times.
- Approved temporary traffic signals may be substituted for flaggers at bridge repair projects or other operations where lane closures will last overnight or longer.
- Contractors, Permit Holders, and Utility Companies should refer to page 189 for Additional Requirements.

Flagger Duties

- One (1) of the two (2) flaggers should be designated as the chief flagger for purposes of coordinating movement.

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Flagger Duties

- One (1) of the two (2) flaggers should be designated as the chief flagger for purposes of coordinating movement.

- Flaggers shall use a STOP/SLOW paddle, a flag, or an Automated Flagger Assistance Device (AFAD) to control road users approaching a temporary traffic control zone. The use of hand movements alone without a paddle, flag, or AFAD to control road users shall be prohibited except for law enforcement personnel or emergency responders at incident scenes.
- Flaggers shall be able to communicate with each other verbally, visually, or by two-way radios. Headsets shall not be used.
- Where the end of a one-lane section is not visible from the other end, the last vehicle can be identified by description or license and relayed to the other flagger.
- Each flagger shall be stationed in accordance with the appropriate Work Zone Case or highway standard.
- Flaggers shall comply with all current and applicable safety standards which may include organization employee safety code, MUTCD, Illinois Department of Labor, and/or OSHA.
- Flagging procedures for multilane closures, urban areas and/or other work activities that are not outlined in this Manual and require special consideration should be furnished by the flagger's supervisor.

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Flagger Equipment

IDOT's (or respective organization's) Employee Safety Code shall be consulted for detailed information concerning required and recommended employee personal protection equipment.

Required Flagger Equipment for IDOT Personnel (LPAs refer to agencies' safety codes)

- STOP/SLOW paddle
- High-Visibility Safety Apparel meeting current ANSI/ISEA Standard 107 Performance Class 2 meeting the Department's color and reflective striping pattern
- Flagger Ahead Sign (W20-7)
- 2-way radios if flaggers are not able to see the other flaggers (Cell phones or direct connect cellular devices are not allowed. Headsets shall not be used.)
- High visibility Department approved headwear in accordance with the Employee Safety Code.
- Eye protection meeting current ANSI Z87.1.

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- Eye protection meeting current ANSI Z87.1.

- Protective helmets meeting current ANSI Z89.1 where there is a possible danger of head injury from impact, or from falling or flying objects
- 6 in. work boots meeting current ASTM F2413 Class 75 for Impact and Compression
- At night, Illuminated Flagger Stations
- At night, High-Visibility Safety Apparel meeting current ANSI/ISEA Standard 107 Performance Class 2 with leggings meeting the Department's color and reflective striping pattern

Recommended Flagger Equipment

- Appropriate Clothing for Weather Conditions (outer garment shall comply with High-Visibility Safety Apparel for day or night) such as thermal coat, raingear, layers.

Additional Flagger Equipment

- Red flags may be used during emergency situations if a STOP/SLOW paddle is not available. The flag shall be of retroreflective material when used at night.

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- Red flags may be used during emergency situations if a STOP/SLOW paddle is not available. The flag shall be of retroreflective material when used at night.

- When flagging in an emergency situation at night in a non-illuminated flagger station, a flashlight with red glow-cone may be used to supplement the STOP/SLOW paddle or flag.
- Automated Flagger Assistance Devices (AFAD) complying with the MUTCD may be used in situations where there is only one lane of approaching traffic in the direction to be controlled.

STOP/SLOW Paddle

- The STOP/SLOW paddle:
 - Should be the primary and preferred hand-signaling device.
 - Should be properly maintained and cared for to ensure condition and legibility (shall be able to read from a 400 ft minimum distance).
 - Shall have an octagonal shape on a rigid handle.
 - Shall be at least 24 in. wide with letters at least 8 in. high. For LPAs on roadways under local jurisdiction, the STOP/SLOW paddle may be 18 in. wide with letters at least 6 in. high.
(See Figure 1)
- The STOP (R1-1) face shall have white letters and a white border on a red background.

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- The STOP (R1-1) face shall have white letters and a white border on a red background.

- The SLOW (W20-8) face shall have black letters and a black border on an orange background.
- The STOP/SLOW paddle sign faces shall consist of retroreflective sheeting.
- The STOP/SLOW paddle may be modified to improve conspicuity by incorporating either white or red flashing lights on the STOP face, or either white or yellow flashing lights on the SLOW face. The flashing lights shall meet color and location requirements in the MUTCD.

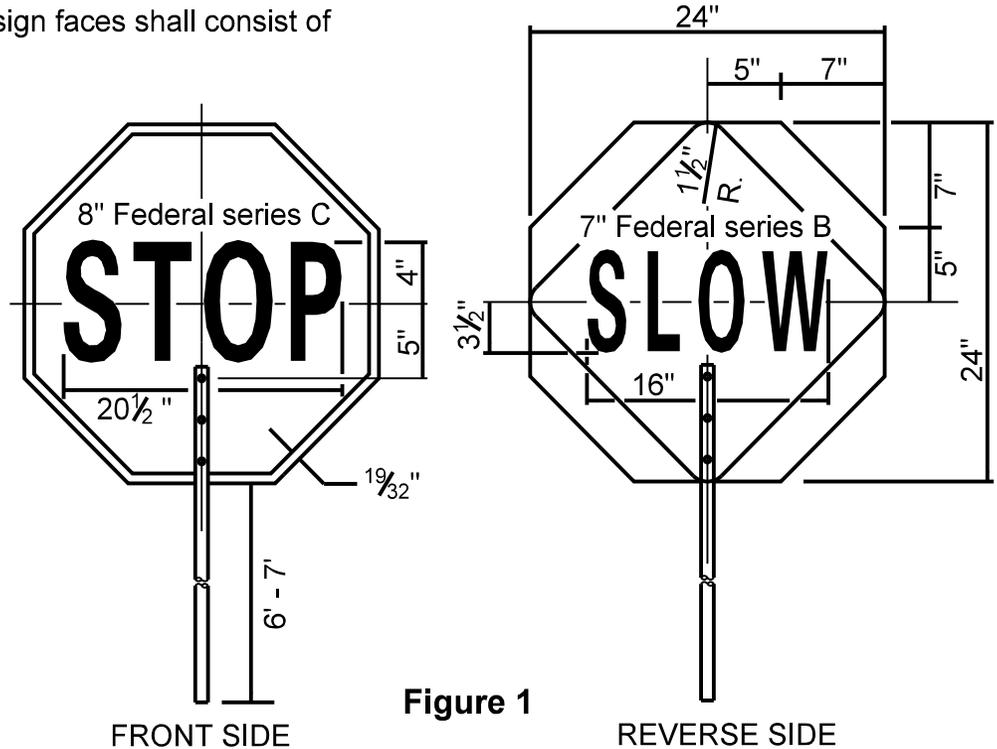


Figure 1

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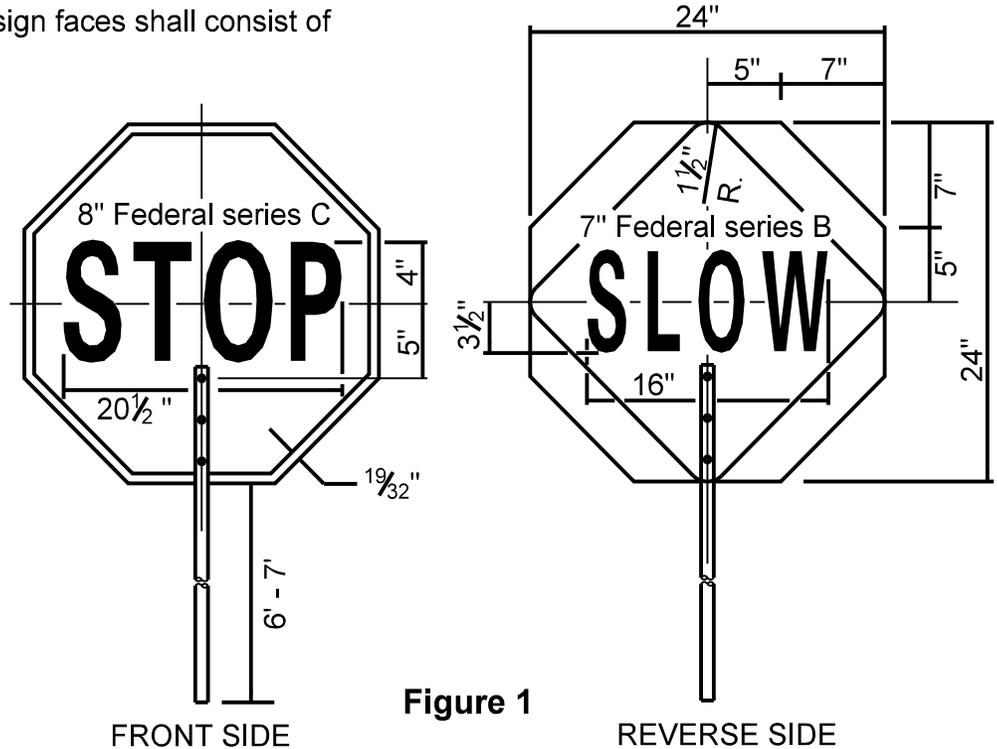


Figure 1

Flagging Procedures to Stop Road Users

- The flagger shall stand in a safe position on the shoulder, and shall be visible to traffic.
- The flagger shall face road users and aim the STOP paddle toward the road users in a stationary position with the arm extended horizontally away from the body.
- The flagger's free arm shall be held with the palm of the hand above the shoulder level toward approaching traffic.
- After the first vehicle has stopped, the flagger shall move to a position near the centerline to ensure the STOP face and flagger are visible to approaching traffic.
- See Figure 2



Figure 2

Flagging Procedures to Stop Road Users

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Figure 2

To Direct Stopped Road Users to Proceed

- When releasing traffic, the flagger shall move to a safe position out of open traffic lanes and face traffic.
- The flagger shall face road users and aim the SLOW paddle face toward road users in a stationary position with the arm extended horizontally away from the body.
- The flagger shall motion with the free hand for road users to proceed.
- See Figure 3



Figure 3

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Figure 3

- The flagger shall stand in a safe position on the shoulder, be visible to and facing traffic.
- The flagger shall face road users and aim the SLOW paddle face toward road users in a stationary position with the arm extended horizontally away from the body.
- To further alert or slow traffic, the flagger holding the SLOW paddle face toward road users may motion up and down with the free hand, palm down.
- See Figure 4



W20-8

Figure 4

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W20-8

Figure 4

Multilane Roadways

- Traffic control devices shall be used to control traffic through the work zone.
- When used on multilane roadways, the flagger's responsibility is to protect workers while maintaining traffic speeds at a reasonable level.
- Flaggers shall not aggressively reduce speeds unnecessarily which will result in backups.
- While flagging on a multilane road, the flagger shall remain on the shoulder or in the closed lane. Flaggers and the STOP/SLOW paddles shall not encroach into the open lane of traffic.
- Flaggers on multilane projects shall be positioned in accordance with the appropriate Work Zone Case or Highway Standard.

Signaling with a Flag

- Red Flags may be used during emergency situations if a STOP/SLOW paddle is not available.
- The flag shall be RED, 24 in. X 24 in., and on a 3 ft staff.

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- The flag shall be of retroreflective material when used at night.
- The flagger shall stand in a safe position on the shoulder and shall be visible to traffic.
- To stop road users, the flagger shall face road users and extend the flag staff horizontally across the road users' lane in a stationary position so that the full area of the flag is visibly hanging below the staff. After the first vehicle has stopped, the flagger shall move to a position near the centerline to ensure the flag and flagger are visible to approaching traffic. The free arm shall be held with the palm of the hand above shoulder level toward approaching traffic. (See Figure 5)
- To direct stopped road users to proceed, the flagger shall face road users with the flag and arm lowered from the view of the road users, and shall motion with the free hand for road users to proceed. Flags shall not be used to signal road users to proceed. (See Figure 6)
- To alert or slow traffic, the flagger shall face road users and slowly wave the flag in a sweeping motion of the extended arm from shoulder level to straight down without raising the arm above a horizontal position. The flagger shall keep the free hand down. (See Figure 7)

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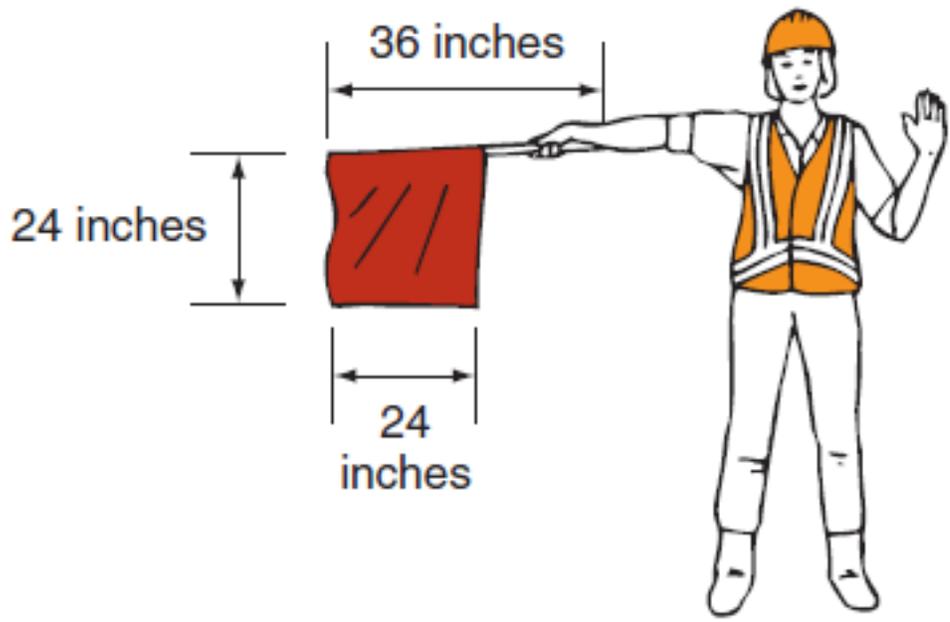


Figure 5

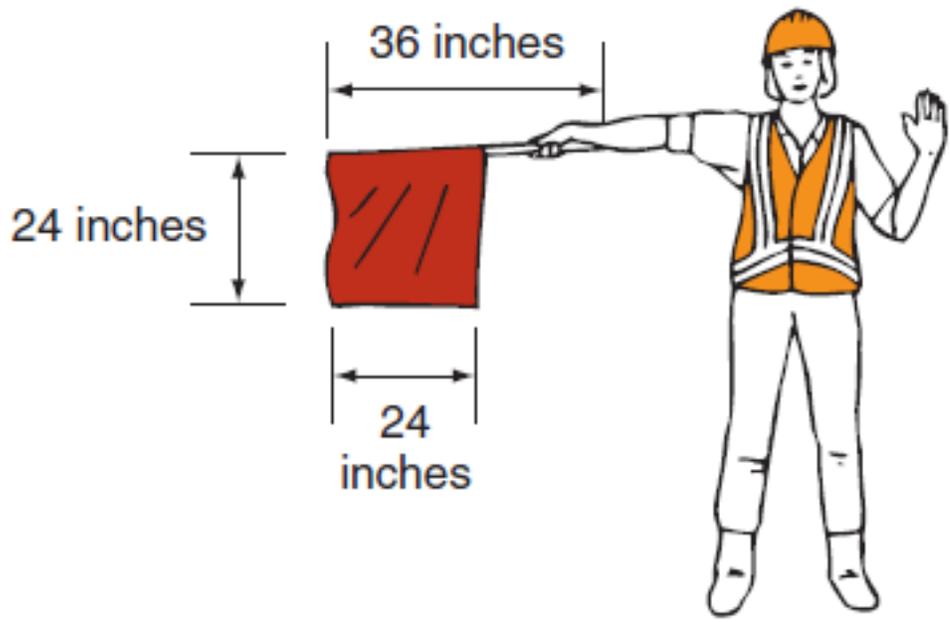


Figure 5



Figure 6



Figure 7



Figure 6



Figure 7

Flagger Rules to "Live" By

- FLAGGERS shall meet the flagger requirements outlined in this Manual and other applicable safety codes and be trained prior to performing flagger duties.
- FLAGGERS shall be relieved at appropriate intervals to avoid fatigue and remain alert.
- FLAGGERS shall not be more than one (1) mile apart on two lane highways.
- FLAGGERS shall not mingle with the work crew.
- FLAGGERS shall not use a cell phone, text, or use the internet.
- FLAGGERS should always maintain two (2) safety escape routes.
- FLAGGERS shall not leave their post unless authorized to do so or when replaced by another flagger.
- FLAGGERS shall not turn their back on approaching traffic.
- FLAGGERS shall not sit while on duty.

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- FLAGGERS shall be aware of where equipment and traffic are at all times.
- FLAGGERS shall be visible to oncoming traffic at all times. To be visible:
 - Wear approved high visibility garments at all times.
 - Avoid standing in the shade.
 - Avoid standing in front of equipment.
 - Locate the flagger station in advance of curves, horizontal and vertical.

Additional Requirements for Contract and Permit Work

- 430 ILCS 105/2 requires "the contractor or his authorized agent in charge of such construction will be required to furnish no fewer than 2 flagmen..."
- All flaggers shall be certified by an agency approved by the Department. While on the job site, each flagger shall have in their possession a current flagger certification identification card and a valid driver's license or a current Secretary of State identification card. This flagger certification requirement may be waived by the Engineer for emergency situations beyond the Contractor's control.
- For flagger operations at night, flagger stations shall be illuminated according to the Standard Specifications for Road and Bridge Construction.

Agencies approved by the Department to certify flaggers: <http://www.idot.illinois.gov/Assets/uploads/files/Doing-Business/Manuals-Guides-&-Handbooks/Highways/Safety-Engineering/Work%20Zone%20Safety%20and%20Mobility%20Rule%203-07.pdf>

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Available Flagger Training Programs for Contract and Permit Work:

American Traffic Safety Services Association (www.flagger.com)
1.877.642.4637

National Safety Council (www.nsc.org)
1.800.621.2855

IL Laborers' and Contractors Jt. Apprenticeship Program
1.877.773.2741 (downstate Illinois)
1.630.653.0006 (Chicago Metro)

<http://www.idot.illinois.gov/Assets/uploads/files/Doing-Business/Manuals-Guides-&-Handbooks/Highways/Safety-Engineering/Work%20Zone%20Safety%20and%20Mobility%20Rule%203-07.pdf>

For Local Public Agency Employees:

Illinois Technology Transfer Center (<http://www.idot.illinois.gov/transportation-system/local-transportation-partners/county-engineers-and-local-public-agencies/technology-transfer-center/index>)
1.217.785.2350

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For Illinois Department of Transportation Employees

Bureau of Safety Programs and Engineering/District Safety Representative

Additional Information/Resources

Federal Highway Administration Work Zone

<http://www.ops.fhwa.dot.gov/wz/index.asp>

Manual on Uniform Traffic Control Devices

<http://mutcd.fhwa.dot.gov>

Illinois Department of Transportation Work Zone

<http://www.idot.illinois.gov/Assets/uploads/files/Transportation-System/Reports/Safety/SHSP/SHSP%202009.pdf#page=67>

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Work Zone Safety

www.workzonesafety.org

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