



American Road & Transportation Builders Association



AVOIDING RUNOVERS AND BACKOVERS IN WORK ZONES



INTERNAL TRAFFIC CONTROL PLANNING

Instructor
Guide



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Contact ARTBA for information about Student Handbooks.

Preventing Runovers and Backovers

Instructor Background Information

Overview:

This training program provides information to minimize runover and backover incidents in roadway work zones. Course materials contain information needed to develop and implement Internal Traffic Control Plans (ITCPs) on roadway construction sites as the primary means to reduce runovers and backovers. The target audience includes site workers, safety professionals and company safety officers, senior project managers, site superintendents and lead persons. The training would also be valuable for roadway owners including resident engineers and construction managers.

The program is designed to be broken apart for specific audiences. For example, Modules 1 & 2 could be used as stand-alone modules to train non-management employees (laborers, operators, truck drivers, etc.) about ITCP concepts so they would understand the importance of compliance with the program and basic concepts needed to implement ITCPs. Modules 1 & 2 could be further supplemented with the video and introductory slides from Module 7 if the construction project will include technology such as cameras and other proximity warning devices for this same audience.

For equipment operators and truck drivers, Modules 1, 2 and Module 3 should be combined to provide instruction on safe operations within the work area and proper methods for entering and exiting the work space. For site superintendents and lead persons, Modules 1 – 6 are appropriate. Module 7 contains detailed information related to collision avoidance technology and would be used only if the participants needed detailed information on these resources. A brief explanation of such technologies is included at the end of Module 2 and should be sufficient for most audiences.

Objectives:

Upon completion of the full course, participants should be able to do the following:

- Explain the most common cause of death and injury for roadway construction workers;
- Explain the elements of an Internal Traffic Control Plan and the hazards ITCPs are designed to mitigate;
- Discuss the roles and responsibilities all members of the construction team have with regards to successful deployment of an ITCP;
- Explain their role in ensuring an ITCP functions properly on a job site;
- Develop an ITCP for any project on which they will work;
- Implement an ITCP on a construction site

Instruction Time: Four-Hour Version:

<i>Module</i>	<i>Presentation Time</i>	<i>Running Time</i>
0 – About OSHA	30 minutes	30 Minutes
1 – Principles of “Internal Traffic Control”	30 minutes	60 minutes
2 – Workers on Foot	30 minutes	90 minutes
3 – Access and Egress	30 minutes	120 minutes
4 – Productivity	20 minutes	140 minutes
5 – Roles and Responsibilities	20 minutes	160 minutes
6 – Developing the Program	80 minutes	240 minutes
Total Course Time		4 hours
7 – Technology Module (optional)	60 minutes	300 minutes

Instruction Time: Two-Hour Version:

<i>Module</i>	<i>Presentation Time</i>	<i>Running Time</i>
1 – How Can I Use OSHA	20 minutes	30 minutes
2 – Principles of “Internal Traffic Control	30 minutes	50 minutes
3 – Safety Workers on Foot	20 minutes	70 minutes
4 – Vehicle Access and Egress	15 minutes	85 minutes
5 – Developing the ITCPs	35 minutes	120 minutes
Total Course Time		2 hours

(Note – The instructor background information is numbered for modules based on the four-hour course. Materials should be adapted for the two-hour version)

Module 1 – Principles of “Internal Traffic Control” for Roadway Construction:

Construction contractors, contracting agencies, and others responsible for work zone safety face the challenge of providing a safe workplace while ensuring the safe movement of the public through the work zone. Highway and street construction presents a complex work situation in which workers face multiple injury risks under conditions that may change without warning. The concept of an *Internal Traffic Control Plan* (ITCP) involves coordination of *construction* traffic *inside* the activity area of a temporary traffic control zone. The purpose of ITCP is to separate—to the extent possible—construction vehicles and equipment from workers on foot.

Those involved in roadway construction are likely familiar with *temporary traffic control plans* (TTCP) which describe how a specific work zone is to be set up to ensure the safety of the motoring public. Construction workers, equipment and vehicles within the work space, however, are not addressed in the TTCP. The internal traffic control plan (ITCP) is a process that project managers and others who have production responsibility for roadway construction projects can use to coordinate and control the flow of construction vehicles, equipment, and workers operating in close proximity within the work space to ensure the safety of workers.

ITCPs align smoothly with regulations issued by both the Occupational Safety and Health Administration (OSHA) and the Federal Highway Administration (FHWA) requiring development and execution of safety programs for construction workers. For example, FHWA’s *Manual on Uniform Traffic Control Devices* (MUTCD) contains the following prescription in Section 6B.01—Fundamental Principles of Temporary Traffic Control: “Road user and worker safety and accessibility in TTC zones should be an integral and high-priority element of every project from planning through design and construction.”

MUTCD Section 6D.03 Worker Safety Considerations

Support: Equally as important as the safety of road users traveling through the TTC zone is the safety of workers. TTC zones present temporary and constantly changing conditions that are unexpected by the road user. This creates an even higher degree of vulnerability for workers on or near the roadway.

Maintaining TTC zones with road user flow inhibited as little as possible, and using TTC devices that get the road user’s attention and provide positive direction are of particular importance. Likewise, equipment and vehicles moving within the activity area create a risk to workers on foot. When possible, the separation of moving equipment and construction vehicles from workers on foot provides the operator of these vehicles with a greater separation clearance and improved sight lines to minimize exposure to the hazards of moving vehicles and equipment.

Guidance: *The following are the key elements of worker safety and TTC management that should be considered to improve worker safety:*

A. Training—all workers should be trained on how to work next to motor vehicle traffic in a way that minimizes their vulnerability. Workers having specific TTC responsibilities should be trained in TTC techniques, device usage, and placement.

B. Temporary Traffic Barriers—temporary traffic barriers should be placed along the work space depending on factors such as lateral clearance of workers from adjacent traffic, speed of traffic, duration and type of operations, time of day, and volume of traffic.

C. Speed Reduction—reducing the speed of vehicular traffic, mainly through regulatory speed zoning, funneling, lane reduction, or the use of uniformed law enforcement officers or flaggers, should be considered.

D. Activity Area—planning the internal work activity area to minimize backing-up maneuvers of construction vehicles should be considered to minimize the exposure to risk.

E. Worker Safety Planning—a trained person designated by the employer should conduct a basic hazard assessment for the worksite and job classifications required in the activity area. This safety professional should determine whether engineering, administrative, or personal protection measures should be implemented. This plan should be in accordance with the Occupational Safety and Health Act of 1970, as amended, “General Duty Clause” Section 5(a)(1) - Public Law 91-596, 84 Stat. 1590, December 29, 1970, as amended, and with the requirement to assess worker risk exposures for each job site and job classification, as per 29 CFR 1926.20 (b)(2) of “Occupational Safety and Health Administration Regulations, General Safety and Health Provisions” (see Section 1A.11).

OSHA construction industry regulations (29 CFR* 1926, Subpart O) address operation of vehicles and equipment within an off-highway job site not open to public traffic. However, Subpart O is not exhaustive in its coverage of machinery types or safety equipment, nor does it address work practices, traffic control plans, or shift work. Flagging and signaling practices are

discussed in general terms in Subpart G, which covers signs, signals, and barricades. Subpart G defers to the 1971 MUTCD on matters relating to hand signals, barricades, and traffic control devices.

Compliance with the MUTCD and OSHA regulations is a necessary first step in providing a safe work environment. However, these sources, taken together, do not provide comprehensive guidance to ensure worker safety in highway work zones. To identify gaps in standards and regulations and to compile additional prevention measures to enhance worker safety, NIOSH undertook a comprehensive review of scientific literature, fatality and injury data, and current safety research. Many of the findings from nearly a decade of research are contained in this training program.

Internal Traffic Control Plans: In simple terms, ITCPs are a protocol to inform all parties operating within the work space about the location of others. ITCPs create “zones” designed to minimize interaction between workers on foot and construction vehicles by designating routes and operating procedures for large trucks delivering materials.

The plan also creates a traffic pattern to minimize backing. This is one of the most important elements of the ITCP as backing is the greatest hazard for workers on foot. An effective plan enables communication among all work zone parties in advance of arrival to the construction site, making sure all parties know the location of access points and the proper path for truck and equipment movement, including pickup trucks and other work vehicles.

The movement of workers and equipment within the work space should be planned in a manner similar to the way the TTC plan guides road users through a work zone. Whereas Temporary Traffic Control Plans focus on moving traffic safely through a work zone, Internal Traffic Control Plans focus on keeping workers on foot from being struck by construction equipment and large trucks. *TTCPs and ITCPs contain common principles, including:*

- Providing clear direction to drivers
- Separating moving vehicles from workers on foot
- Using temporary traffic control devices to mark traffic paths, and
- Maintaining a smooth traffic flow

The need for ITCPs: During the 5 years from 2003 to 2007, 639 workers were killed at road construction sites, according to data from the Bureau of Labor Statistics Census of Fatal Occupational Injuries (CFOI) program. The majority of these fatal occupational injuries were incurred by workers in the highway, street, and bridge construction industry.⁽²⁾

The most common event associated with fatal occupational injuries at a road construction site was *worker struck by vehicle, mobile equipment*. Of the 639 total fatal occupational injuries at road construction sites during the 2003–07 period, 305 were due to a worker being struck by a vehicle or mobile equipment.

More workers were killed by construction-related vehicles or equipment (38 percent) than by cars, tractor-trailer trucks, and vans (33 percent). A total of 100 fatally injured workers (33 percent) were employed as construction laborers. Another 37 (12 percent) were employed as highway maintenance workers. First-line construction supervisors and managers accounted for 28 (9 percent) of the fatalities, while crossing guards (including flaggers) accounted for 27 fatalities (9 percent). Almost 10 percent of the fatalities resulted from a worker being struck by a dump truck that was backing up.⁽²⁾

Blind Spots: A blind spot (or blind area) is the area around a vehicle or piece of construction equipment that is not visible to the operator, either by direct line-of-sight or indirectly by use of internal and external mirrors. Each vehicle has its own, unique blind spots. Operators should be familiar with the blind spots surrounding each piece of equipment he or she operates and should be sensitive to the fact workers and other objects cannot be seen in certain areas.

Blind spots are hazardous because workers on foot often perform tasks near moving equipment and vehicles, or walk by equipment en route to another destination. When they enter a blind spot, the worker is virtually invisible to the operator.⁽⁴⁾

Construction equipment is typically large and has an enclosed cab. These characteristics can make the blind areas very large and difficult for the operator to see. Also, the size of construction vehicles and equipment often place truck drivers and equipment operators high above the ground. They cannot see workers on foot crossing close in front of them. Items placed on the dash board or attached equipment can create even larger blind spots and reduce visibility. There are several basic actions workers must take to avoid hazardous blind spots:

- Do not cross directly in front of, immediately behind or in close proximity to large heavy equipment or trucks.
- Communicate with an operator (verbally and/or by confirming signal) before entering any area near heavy equipment or large trucks.
- If workers are required to be near parked equipment or trucks, stand in front or on operator side so if equipment comes into use, the operator can see them and they can see the operator.

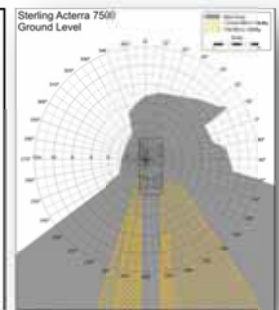
Since 1982 NIOSH has investigated hundreds of work-related deaths and produces FACE reports (Fatality Assessment and Control Evaluation) with recommendations to better protect workers. The following case study may be shared with the class when discussing worker behavior issues:

Roadway Construction Worker Dies From Crushing Injuries When Backed Over by a Dump Truck – Virginia:
 NIOSH 2002-06: <http://www.cdc.gov/niosh/face/In-house/full200206.html>

In this case, a 34-year old construction worker was killed when he was backed over by the dump truck shown in this photo. The death occurred in 2002 in Virginia. The worker who was killed was walking along the side of a grader near the center of the road. He was picking up centerline reflectors that had been pulled out by the grader when he was run over by the dump truck. The loaded dump truck was backing towards the paver at the time of the incident.

Over the past decade, NIOSH has developed diagrams that depict the area around a vehicle that an operator cannot see. These maps have been developed for more than 40 pieces of heavy equipment using an International Organization for Standardization (ISO) test method. Along with the ISO standard ground-level map, NIOSH added diagrams at 900 mm, the height of most construction barrels, and 1500 mm, which is the shoulder level of the 95th percentile female.

See <http://www.cdc.gov/niosh/topics/highwayworkzones/BAD/imagelookup.html>
http://www.workzonesafety.org/runover_backover/know_the_blind_spots_poster



Module 2 - Workers on Foot:

Habits and Behavior: When developing an ITCP, it is important to consider human behavior. For example, where are workers likely to stand or congregate? On hot days, is there shade nearby? Where are the latrines? Where might workers stand when cold? If raining? If workers are likely to walk to a location, is there a safe route for them to get there? A good ITCP will include such considerations.

Radio and cell phone use occurs with increasing frequency. Can workers use phones on the job? How does the foreman communicate with all the other parties? When talking on the phone, people frequently plug the ear away from the phone and look to the ground so they can concentrate on the call in a busy, noisy environment. When they do so, they will not see dangers or hear alarms. How might the ITCP control for this behavior? Can a place(s) be designated to making and receiving calls? Human factors play an important role in ITCP development and should be considered carefully.

NIOSH FACE REPORT:

Laborer Run Over by Dump Truck at Roadway Resurfacing Operation—Virginia:

NIOSH 1998-19: <http://www.cdc.gov/niosh/face/In-house/full19819.html>

In this case, the worker crossed in front of the paver, walking along the center line. We don't know exactly why he crossed the road – since it was a hot day, he may have decided to take a break under the trees on the opposite side. As he crossed the center line and walked into the unpaved lane, he stepped into the path of a tandem axle dump truck that was traveling about 5 mph. The driver had been looking into his rear view mirror to make sure he had cleared the paver. It is possible that this is when the right front wheel of the truck struck the victim.

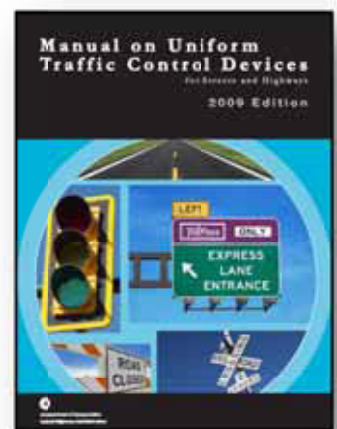
Worker Visibility: Workers must be clearly visible to drivers and operators. High visibility garments are now required by both FHWA and OSHA for all workers, not just those exposed to motorists/on-road traffic. These agencies require workers to be dressed in a minimum *ANSI Class II* vest. The make-up of these vests is explained in a standard known as the ANSI/ISEA 107 "American National Standard for High-Visibility Apparel." This standard describes three "classes" of vests. An ANSI Class I or "unrated" vest is not appropriate for roadway construction workers. The most common class of garment for road construction work is Class II. A Class II vest will not likely have sleeves, but is closed on the sides and must be fastened in front to provide coverage at 360 degrees. The background fabric must be fluorescent and it will have retroreflective tape on the front, back and sides.

A Class III garment is appropriate for night work and some daylight situations where workers need maximum visibility. Class III garments may be created by adding pants (Class E) to a Class II vest, or by using a vest or jacket that covers the full torso and has full or partial sleeves.

When choosing a vest, consider the appropriate fluorescent color. Some states have specific regulations as to the color of the vest. If your jurisdiction is not specific, follow the ANSI/ISEA standard that requires the worker to be distinguished from the background. In other words, if workers are around a lot of orange barrels and equipment, yellow-green might be the best color. If they are working around green foliage and trees, orange-red would be best.

FHWA: MUTCD 6D.03, December 2009 Edition

Standard: All workers, including emergency responders, within the right-of-way who are exposed either to traffic (vehicles using the highway for purposes of travel) or to work vehicles and construction equipment within the TTC zone shall wear high-visibility safety apparel that meets the Performance Class 2 or 3 requirements of the ANSI/ISEA 107–2004 publication entitled "American National Standard for High-Visibility Safety Apparel and Headwear" (see Section 1A.11), or equivalent revisions, and labeled as meeting the ANSI 107-2004 standard performance for Class 2 or 3 risk exposure, except as provided in Paragraph 5. A person designated by the employer to be responsible for worker safety shall make the selection of the appropriate class of garment.



OSHA: Letter of Interpretation to ARTBA, July 23, 2009

Letter of Interpretation: The FHWA's rationale underlying the rule well illustrates that the industry recognizes that construction workers in highway/ road construction work zones need protection against the hazard posed by moving traffic. The FHWA's recent mandatory standard for workers on federal-aid highways shows that struck-by hazards in highway/road construction work zones are well recognized by the construction industry. Accordingly, high-visibility apparel is required under the General Duty Clause to protect employees exposed to the danger of being struck by public and construction traffic while working in highway/road construction work zones. Typically, workers in a highway/road work zone are exposed to that hazard most of the time.

Additional information related to high visibility clothing can be found in the appendices to this document. Please see OSHA Guidance Letter to ARTBA and the Worker Visibility Guidance produced by the Work Zone Safety Alliance.

Backing Safety: “Backing” is one of the most dangerous situations in which workers on foot are vulnerable, especially if the equipment is a large dump truck. There are several key principles to safe backing in work zones:

1. The work area should be organized to minimize backing;
2. Backing should only take place in designated locations;
3. There should be clear communication between the operator and workers on foot before backing begins.

In addition to the safe backing principles, there are several good practices each type of worker in the construction zone should employ:

1. Operators should be certain of their surroundings and the location of workers, equipment and ground obstacles
2. Spotters should be identified and used when possible and practical, especially when backing or maneuvering near workers on foot or other hazardous conditions
3. All workers should be trained to avoid approaching or working near backing equipment
4. Operators and drivers should avoid backing up unless necessary
5. Operators and drivers must walk around their vehicle to check for hazards
6. Operators, drivers and workers on foot should be aware of blind areas

Given the known hazards involved in backing large construction vehicles, several states have enacted statutes to govern safe backing practices.

Washington State: WAC 296-155-610

Before backing a dump truck the driver must determine that no one is currently in the backing zone and it is reasonable to expect that no employee will enter the backing zone while operating the dump truck in reverse. If employees are in the backing zone or it is reasonable to expect that an employee will enter the backing zone, you must make sure the truck is backed up only when:

- An observer signals that it is safe to back; or
- An operable mechanical device that provides the driver a full view behind the dump truck is used, such as a video camera.



Virginia State: 16 VAC 25-97

Do not back-up any covered vehicle unless it has a back-up alarm audible above the surrounding noise level, and it is backed-up only when a ground guide signals that it is safe to do so; or before backing-up, the driver looks to see that no employee is in the path of the vehicle.

- If the back-up alarm stops working properly & an immediate fix is not possible that day, the vehicle shall be backed-up using ground guide signals; or taken out of service until the alarm is repaired.
- Covered vehicles with operable video or similar technological capability can replace ground guide.



Vehicle Pathways: A critical step in developing an ITCP is plotting where workers on foot will normally be located, the types of equipment in the work area, and the path for each piece of equipment. The paths for truck and construction vehicle movement should be planned in conformance with the principles of safe construction traffic control. Long backing maneuvers for dump trucks should be avoided and points of access and egress of trucks moving within the work space should be controlled. Workers on foot should be located as far as possible from vehicle paths. Parking, toilet, and break areas should be staged away from the principal conflict points involved with the paving rollers and dump trucks.

In some situations, such as stationary/long-term worksites, the route may be marked with temporary traffic control devices. Serious consideration to marking pathways should be given when:

- Deliveries of materials are completed by a variety of subcontractors/ independent drivers who are not familiar with the site and procedures;
- Multiple operations occur in close proximity to each other;
- Workers on foot are in the vicinity.

When creating vehicle pathways, the primary concerns are ensuring the drivers/operators know where they should- and should not go and ensuring workers know the areas to avoid. Route planning occurs before vehicles arrive on site to separate operations, minimize backing, and provide clear guidance.

Module 3 – Access/Egress

The establishment and maintenance of safe access and egress points are key determinants of project safety. In order for roadway construction jobs to maintain safe operations, there must be procedures to allow for safe and efficient passage of work vehicles into and out of the work space and for motorists to travel through the work zone. Effectively addressing safe access and egress at the project level requires planning during the project development phase and implementing traffic control plans throughout the entire project.⁽³⁾

In December 2007, the U.S. Federal Highway Administration issued a new rule, 23 CFR 630 Subpart K, to promote safety for workers and motorists in roadway construction zones. One section of the new rule states, “In addition to addressing risks to workers and road users from motorized traffic, the agency processes, procedures, and/or guidance . . . should also address safe means for work vehicles and equipment to enter and exit traffic lanes and for delivery of construction materials to the work space, based on individual project characteristics and factors.”

Access to and egress from highway construction and maintenance zones presents a significant challenge to both travelers and work crews when the work is taking place on or adjacent to a highway that is open to traffic. This is especially true if the highway carries high traffic volumes or traffic speeds are high. Safety challenges include:

- Motorists following construction vehicles into the work space;
- Acceleration and deceleration of construction vehicles as they exit and enter open traffic lanes;
- Proximity of pedestrians to access and egress locations; and
- Proximity of parked or staged equipment to passing motorists or to exit and entry points.

Motorists following construction vehicles and acceleration/deceleration require intervention and coordination between ITCPs and TTCs. Access and egress issues are most effectively addressed in the temporary traffic control (TTC) planning and design phase before construction begins, and should be addressed in the ITCP in conjunction with other planning requirements. The designer should address how contractors will safely move personnel, materials, and equipment into and out of the work area with minimum disruption to traffic and exposure of workers to the traveling public. While proper planning is important, systematic reviews of changing conditions are also essential throughout construction to ensure that planned access and egress points meet safety and mobility performance needs.

Construction vehicles entering or exiting the work space can create significant speed differentials between themselves and normal traffic using the facility. Large speed differentials have significant adverse effects on both work zone capacity and work zone crashes and should be minimized as much as possible. Access and egress considerations are particularly challenging in large-scale projects or on high speed/limited access highways.


In addition, projects with significant roadside development and frequent driveway access points create construction vehicle acceleration and deceleration conflicts.

Project planners and work zone designers should strive to anticipate conditions requiring work vehicles to merge in/out of high-speed traffic or work activities that will generate frequent delivery of materials (i.e., paving operations, bridge work, and aggregate work). Planners must ensure adequate right-of-way is secured and obstacles are identified to allow for safe vehicle operations into and out of the activity area. Depending on the work operation, planners should also consider where vehicles waiting to deliver materials will be positioned so that they are not queued in active travel lanes.

On some projects, access/egress points may need to be relocated from time to time. On other projects, access/egress points may be used during some phases but not during others. In both cases, there are likely periods when work activity is not occurring and thus access/egress points are not active. All warning signs noting work zone access and egress activities should be covered or removed when work is not active. Appropriate techniques and strategies need to be in place during the day-to-day construction activities to facilitate safe utilization of access and egress points.

Contractors should provide appropriate information to work vehicle drivers so that they know the safe locations to enter or exit the work zone. For most projects, contractors, subcontractors, supervisors, and agency/company officials need special, site specific training to ensure the movement of construction vehicles and motorist traffic operates in a smooth, coordinated fashion. In many situations, subcontractors and independent truck drivers are not included in these discussions. Work vehicle access/egress plans, including any changes to previously used plans, should be discussed with and communicated to contractor employees, truck drivers, owner/agencies, and others who are likely to visit the construction site. This discussion may take place during partnering or pre-shift meetings when subcontractors are present.

Activities that occur under the direction of construction contractors include maintaining a clear/open area around access/egress points where equipment or vehicles should not be parked. Contractors are also responsible for educating on-site employees about areas near access/egress points that are prone to heavy truck traffic and inspection of trucks entering the work area for proper safety functions (i.e., lights, beacons, backup alarms, and other safety features).



Code of Federal Regulations (CFR)

FHWA: 23 CFR part 630, Subpart K

(e) Work Vehicles and Equipment.
In addition to addressing risks to workers and road users from motorized traffic, the agency processes, procedures, and/or guidance established in accordance with 23 CFR 630.1006 should also address safe means for work vehicles and equipment to enter and exit traffic lanes and for delivery of construction materials to the work space, based on individual project characteristics and factors.

Module 4 – Productivity

When considered during the planning and design phases, an ITCP integrates easily into other planning processes such that it does not require significantly more time or resources to implement. Anticipating ITCP needs will improve delivery schedules and processes, minimize disruptions, improve safety, and create more efficiency.

An important part of an internal traffic control plan is how you will handle communications on site. In developing an ITCP, one must consider how you will communicate with drivers before they arrive. Planning for this communication will translate into overall better communication with all subcontractors with regards to other on-site scheduling and activities.

The ITCP should operate through the existing “Chain of Command” ensuring responsibilities for carrying out the plan is assigned and accounted. The most critical members of the construction team to ensure the ITCP enhances productivity will be site supervisors, equipment operators and truck drivers. To facilitate communication among the parties, basic contact information should be readily available, including company personnel, other on-site contractors, the contracting agency, and emergency response services.

An ITCP operations communication plan should include procedures for orienting independent truck drivers and subcontractors to the work space and the ITCP, methods of communication regarding changes in the ITCP; a means for workers on foot to talk with equipment operators, truck drivers, and the people in charge of controlling or coordinating the flow of vehicles and equipment entering and leaving the work space, and the movement of heavy equipment within the work space. Onsite communications also require a means for grader operators, dozer operators, truck drivers and scraper operators to communicate with each other and with the prime and sub-contractors.

The ability for all construction segments to communicate with each other will not only improve ITCP implementation, but will allow for improved communications regarding all construction processes. For example, in addition to protecting workers, there are other hazards that ITCP will protect against, including hidden dangers such as catch basins and open holes. ITCPs

will guard against any excavation work in or around wall openings. The plan will also provide protection to site visitors, such as inspectors and DOT personnel. ITCP planning will ensure operators do not operate equipment around overhead power lines unless they are authorized and trained to do so.

ITCPs work in tandem with project scheduling processes. In addition to assigning dates to project activities, project scheduling is intended to match the resources of equipment, materials and labor with project work tasks over time. Good scheduling can eliminate problems due to production bottlenecks, facilitate the timely procurement of necessary materials, and otherwise insure the completion of a project as soon as possible. Inasmuch as ITCPs require timely communication with delivery vehicles (dump trucks), ITCP coordination and project scheduling fit together easily.

Module 5 – Roles and Responsibilities

There are many individuals who should be involved in implementing the ITCP. These may include:

- Safety Professional
- Inspectors/Quality Control
- Superintendent/ Project Manager
- Supervisor and Lead Person
- Workers on Foot
- Truck Drivers
- Equipment Operators
- Spotters
- Site “visitors”
 - Surveyors
 - OSHA
 - Senior Management

Some of the people with roles critical to the safety of workers on foot and execution of the ITCP are discussed below.

While many people are involved, the plan is developed—in most instances—by one or more members of the contractor’s staff and should be part of the project’s safety plan. The safety officer should be closely involved in developing the general ITCP. However, it is the foreman, in collaboration with the project manager/site superintendent, who will actually develop and implement the site-specific ITCP as he/she is the one always on site. Every time the operation changes, the ITCP must change. As such, the foreman must be intimately familiar with the principles of safe construction traffic control and be in charge of the daily set up and monitoring of the ITCP. In reality, the ITCP is part of the production process.

Though general ITCP concepts should be considered in the early design and planning phases, the site-specific plan should be prepared after the contract is awarded but prior to the start of construction. The primary candidate for creating the initial plan will likely be the company safety officer, but in some instances it may be developed by a paving foreman working with the site superintendent. For more complex operations, the developer should meet the OSHA requirements of a “competent person.”

The safety officer (or other designated competent person) should be intimately involved throughout the project's duration and should have a role in the development and monitoring of the ITCP. A competent person who can identify safety hazards and make changes to the ITCP, if needed, should be on-site during all critical operations. Again, this would typically be the site foreman. The person overseeing the ITCP should be aware of safe traffic control practices and meet the requirements of a “knowledgeable” person as stated in the MUTCD. These duties may be assigned to more than one person who will work together to develop, modify and execute the ITCP.

The project superintendent and/or project manager is a key person in ensuring an ITCP is implemented properly on the site. While the superintendent/manager may assign one or more foremen to directly implement the plan, he/she controls the various factors that must be coordinated to ensure cooperation in ITCP implementation. To properly implement the plan, workers, operators, dump truck drivers, inspectors – virtually all site visitors must be apprised of the plan and made aware of its basic operation. Such coordination and implementation is greatly facilitated with support of the person in charge of site operations and the project schedule.

With direct responsibility for on-site operations, compliance with the project schedule and coordinating personnel, the supervisor or lead person will play the most important role in developing and executing the ITCP. He/she should be involved in initial planning activities. The supervisor/lead person will implement the plan by directing onsite operations and ensuring workers on foot, operators, dump truck drivers and other onsite workers are apprised of the ITCP and know where and how they should carry out their duties in compliance with the plan. The lead person/foreman will be responsible to ensure the plan is updated as work progress and site conditions change. He/she is also responsible for general work place safety.

The truck boss needs to be informed about the daily plan as well as the initial planning of the site. He will provide vital information affecting operation safety that should be considered in the planning process. In the training process those involved need to recognize the primary purpose of the truck drivers: to deliver material. They want to do this as efficiently as possible so they can return with another load. Their focus is aligned with the ticket taker on site, and the dump man once the truck is in the queue.

Dump truck drivers present the greatest risk to workers on foot. According to data from the Bureau of Labor Statistics, dump trucks are responsible for over ¼ of all runover or backover deaths in this industry. This is primarily because dump trucks have large blind areas into which the driver cannot see; they are “visitors” to the site (bringing asphalt, aggregate and other materials) and may not be aware of current site conditions and operations, and they are in constant movement on the site as they enter, back-up, empty materials, and then exit the work area. With regard to ITCPs, it is critical that drivers be informed of the plan and know where they should and should not go. Drivers should be provided with ITCP instructions and receive navigation assistance (spotters) when driving in the work space when appropriate. Simply, truck drivers on site need to understand the ITCP and operate under the guidelines of the ITCP. This means it needs to be reasonable, understandable, and communicated.

Module 6 – Developing the Program

For the purposes of developing an ITCP, the project should be considered in phases, with specific activities identified for each phase. These are:

- Design
- Owner/Agency Planning
- Contractor Planning, and
- Construction

Ideally the ITCP should be considered from the very beginning of a project because some important elements—such as the size of the work space—will be dictated by the amount of right-of-way, number of lane closures, etc. To facilitate proper separation between workers on foot and mobile equipment, adequate space is necessary. If such considerations are not anticipated from the beginning, it will be more difficult to organize a complete ITCP.

State and local agencies have significant influence upon decisions made during early planning of a project that impact the options available to the contractor when developing an ITCP. For example, planners can ensure the project has access and egress points that are not encumbered by roadway geometry or structures such as bridges. Forethought to ITCP needs will impact the amount of right-of-way obtained for acceleration/deceleration lanes, access/egress points, and parking and staging of vehicles. Some consideration may be allowed for contractor selection based on past safety performance.

The site-specific portion of the ITCP will generally begin after the contract is awarded, but before construction worker actually begins. The Contractor Planning Phase is an ideal time to negotiate responsibility for executing certain elements of the ITCP. Duties can be allocated to the roadway owner, project engineer, superintendent, foremen and other personnel. Risk can be properly allocated and process can be assigned such as participation in safety meetings, how and if law enforcement will be used, location of access and egress points, and the amount of lane encroachments. The ITCP is implemented during the construction phase. The ITCP should be part of the project’s safety plan. The site supervisor/foreman should oversee implementation and will likely develop the site plan. As noted, foremen, supervisors, lead persons and others are crucial for plan implementation and should be taught the principles of safe construction traffic control. They will be in charge of daily set-up and monitoring of the ITCP. Responsibilities for key personnel are assigned and any remaining training is conducted during this phase. Onsite workers are provided training in both overall ITCP concepts and specific implementation elements at their assigned work area. To function properly, the ITCP must be reviewed

and modified each day before the beginning of each shift so employees can receive instruction on how it will be implemented that day. In addition, ITCPs may be modified more frequently as conditions change throughout the day.

ITCP Elements

TTC plans consist of three basic components: the traffic control layout or diagram, a legend explaining symbols used in the diagram, and notes explaining portions of the diagram. The components of an ITCP are the same as for a TTC plan, but the specifics of each part vary from those of TTC plans.

ITCP Diagrams

ITCP's covered the "hatched" area demonstrated in the traffic control plan. The heart of the ITCP is the diagram showing the layout of the work space and the movement of personnel and vehicles within the work space. Since the ITCP will include the access points to the work space, it will also show some parts of the overall work zone. However, there is no need to show all of the work zone and temporary traffic control devices because the TTC plan will cover the entire work zone.

An ITCP diagram may be the model plan, a modified model plan, or a separate site-specific plan showing the actual work space. While the diagram does not have to be to scale, it should be adequate to give those reviewing the plan a good concept of how the safety features will operate.

ITCP Notes

The ITCP notes contain 1) safety points, 2) injury reduction measures, 3) site-specific provisions, and 4) duties of various contractor personnel. **Safety points** include areas where pedestrians are not allowed and buffer areas for vehicles such as rollers. **Injury reduction measures** specify when project safety meetings should be held, use of the ITCP, communication needs, coordination of dump truck arrivals and departures, and reference to general safety requirements such as OSHA and FHWA regulations. **Site-Specific Provisions** take into consideration any features that are unique to the specific site, such as access and egress points and progression of work. **Duties** of the safety officer, site supervisor, workers on foot, and truck drivers in safety terms are specified. The ITCP notes should include provisions for communication between workers, spotters for backing trucks, and site speed limits.

Legend

The legend explains the symbols used on the ITCP diagram. Standard symbols are based on those used in the MUTCD. However, additional details on classes of personnel and vehicle types are needed in developing an ITCP for a paving operation.

ITCP Preparation

The ITCP is a working plan and will likely change frequently throughout the day. In most cases, it will be initially prepared by contractor personnel after the contract is awarded, but will be updated regularly as needed by onsite personnel. The ITCP is a map of how the contractor chooses to complete the construction project; therefore, it must be done after the contract is awarded. (A model plan for some of the tasks involved in the project may be included in the PS and E package). The ITCP is then utilized during the project to reduce worker injuries and fatalities.

SAMPLE ITCP DIAGRAM

This diagram shows a basic paving operation where workers are not allowed to walk behind trucks, in front of the paver or across the hot mat. ITCPs can be simple or complicated, depending on the operation. They may be hand-drawn or illustrated, depending on need.

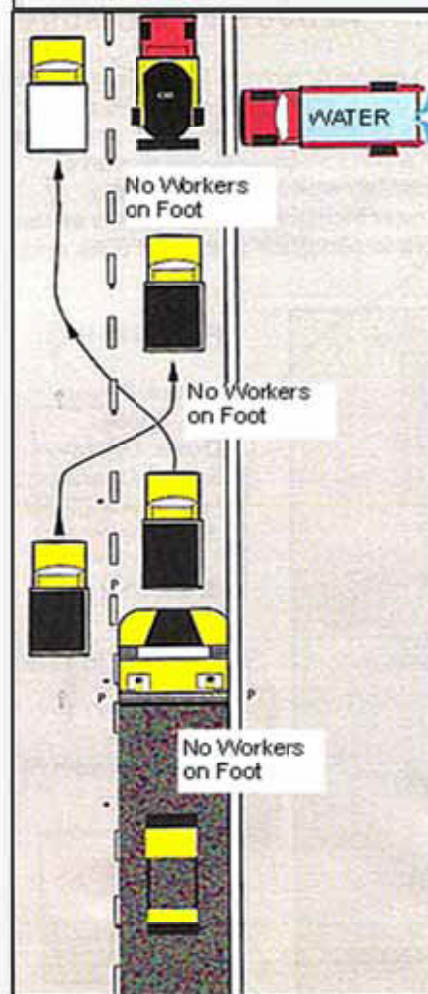


DIAGRAM KEY

Worker Free Zone →	
Empty Dump Truck →	
Full Dump Truck →	
Tack Truck →	
Roller →	
Paving Machine →	

The ITCP must build on the information in the TTC plan and other contract documents. Site-specific ITCPs are completed for the phases of construction with large numbers of workers on foot in close interaction with trucks and other equipment. For paving projects, this will generally be the paving phase, which requires a number of workers on foot to work near the dump trucks bringing asphalt to the paving machine. For example one may create a separate ITCP for paving each lane of highway, as well as a separate ITCP for each time the paver backs to begin the next lane. Bringing in a tack truck changes the ITCP to account for its movement, the actions of a spotter, and possibly the hand application of tack to the pavement edge.

Step 1: Review Contract Documents and Model Plans

The contract document most relevant to the ITCP preparation is the project plan, annotated with information such as access points and work sequencing plans. Also, a plan and cross section of the site and the sequence of construction is important to review. Model plans are consulted to determine the basic layout of the paving operation.

Step 2: Determine Construction Sequence

In this step, identify the operations and sub-operations for each phase of construction and list the personnel and equipment required for each operation. If certain sub-operations or tasks are identified as hazardous, a task-specific ITCP should be considered.

Step 3: Draw the Basic Work Area Layout

In this step, the configuration of the work area is drawn. The drawing does not need to be scaled, but it should be of sufficient size to allow the addition of personnel and equipment paths to the ITCP. Access and egress points for dump trucks will be shown on the ITCP; therefore, the existing traffic lanes will also be shown in most cases. In many circumstances, the basic layout can be taken from the TTC plan for the phase being shown.

Step 4: Plot Pedestrian and Vehicle Paths

The pivotal step of the ITCP development is to plot where pedestrians will normally be located, the types of equipment in the work area, and the path for each piece of equipment in the work area. For a paving operation, the main activity will be around the paving machine. Dump trucks move into the work area to the front of the paver to deliver asphalt and then exit the work area. Workers on foot led by a foreman will be stationed near the paver; a spotter should be guiding trucks and directing the windrowing of asphalt in front of the paver. Other vehicles and workers on foot are stationed at various points relative to the paver. For example, rollers will work the new pavement mat behind the paver, and inspectors will move to the paver or mat behind the paver to sample the paving material.

The paths of vehicle movement should be planned in line with the principles of safe construction traffic control. Long backing maneuvers for dump trucks should be avoided and points of access and egress of trucks moving to the paver should be controlled. Pedestrians should be located as far as possible from vehicle paths. Parking, toilet, and break areas should be staged away from the principal conflict points involved with the paving rollers and dump trucks.

Once you have established paths equipment will use and locations where ground workers will labor, plot “worker free zones” to keep workers from congregating near equipment or vehicles paths.

Step 5: Locate Utilities, Storage, and Staging Areas

To complete the ITCP diagram, the location of utilities, storage areas for equipment and materials, and staging areas within the work area are added to the diagram. Utilities that would impact the work area operations, such as power lines or catch basins, should be shown on the ITCP. Special warning devices, such as overhead power lines awareness markers, should also be added to the diagram. Equipment needed periodically should be stored in a safe area.

Step 6: Prepare ITCP Notes

The next step in the preparation of the ITCP is to write notes that explain the diagram and specify the duties of various personnel in the work area. The notes can contain general conditions that are common to most paving operations and specific conditions that are applicable for only that site and phase of construction. The notes of the ITCP should supplement other contract documents but should not conflict with or supersede other contract provisions. Safety points can include a description of pedestrian-free areas and required buffer areas for vehicles, such as the minimum distance between the paver and rollers. These notes become site audit tools that will assist supervisors in auditing the success of their safety program.

Step 7: Develop a Communications Plan

The final step is developing and implementing a communications plan to inform and update the affected parties about ITCP. The communications plan should include a listing of the individuals or groups of workers who require information and their contact information, a schedule and plan for on-site training, a means to communicate with truck drivers and other occasional visitors, and a plan for regular communications as work progresses and the plan is updated.

There are several studies and research papers that have been developed which look in-depth at the creation and viability of Internal Traffic Control Plans. For more information, please look to references at the end of this document.

Module 7 – Technology

Work-zone and ITCP safety efforts usually concentrate on “controls,” keeping workers and traffic separate. Traffic control, signage and barriers are integral parts of every roadway construction project. Nevertheless, other technologies are important to protect workers on foot for those activities which require them to work in close proximity to trucks and equipment.

Strategies to improve safe equipment operation within the work zone include the use of electronic signaling devices or sensors to warn equipment operators of workers on foot in the immediate work area. Workers are constantly exposed to the hazards produced by moving heavy equipment. By being exposed daily to the noise of warning devices of backing up equipment, they can become accustomed to it, reducing the effectiveness of these devices in preventing accidents. Therefore, other devices that emit a different noise should be considered in addition to the standard backing up alarms. Other practices to improve safe equipment operation within the work zone while preventing worker accidents and fatalities are also being developed.⁽⁵⁾

Back-Up Alarms

The first line of defense is a working back-up alarm. However, back-up alarms are often not effective, due to excessive background noise or the unconscious adjustment of workers to the regularity of alarms throughout the worksite. A recent Department of Energy Safety Bulletin offered a solution: "Workers can become accustomed to the sound of backup alarms in construction sites, thereby reducing their effectiveness in controlling accidents. Concerns about continued hazards have led industry to develop supplementary control measures to warn of people or objects in the operator's obstructed view zone. Such measures include rear-viewing video cameras." Despite these concerns, traffic control managers should make sure all vehicles have working alarms when they come on the site. Also, new types of alarms have been developed that distinguish alarms from background noise and are easier to hear.

Application	Strength	Limitation
Required for use on all heavy construction equipment and dump trucks (and other commercial vehicles).	Provides audible warning every time the vehicle is geared into reverse/when backing.	The sound is ubiquitous on construction sites, especially where a number of vehicles are operation. Workers become accustomed to the warning sound.

New and Emerging Technologies: New technologies include more complex collision warning systems which continue to evolve. Currently there are different commercially available systems, such as cameras, radars, ultrasonic sensors, and radio frequency identification (RFID) systems.

Back-Up Camera and Radar Systems

Several large companies like UPS now use back-up cameras or radar systems on their delivery trucks. Similar equipment exists for construction trucks. After testing, NIOSH has concluded that back-up cameras are helpful in giving operators a view of what is behind them. They work best in combination with a radar system that beeps louder or faster when closing in on an obstacle behind the truck and alerts the driver to look at the display screen.

The Mine Safety & Health Administration (MSHA) uses camera systems in surface mining operations in lieu of spotter personnel. MSHA has shown that video cameras improve safety around large vehicles and has urged mining operations to employ this and other technology to reduce the chances of blind-spot accidents. Other federal agencies are conducting research on these additional safety devices for heavy equipment to warn drivers when someone is in their blind spot.

Application	Strength	Limitation
Cameras enable operators to see into blind spots which are not visible using mirrors on sight lines alone.	Operators and drivers can see workers and other objects normally out of their site enabling them to stop if someone is close.	Operators and drivers are often focused on their task. If they do not look in a monitor, they will not see the danger.

Application	Strength	Limitation
Coupling radar or sonar with a camera creates a more complete system to warn the driver/ operator. If an object enters into the field observed by the radar or sonar, an alarm is sounded prompting the operator to look in his monitor.	This combination system overcomes the weakness of cameras alone by prompting the driver/operator to look at the monitor when he/she might otherwise be focused on a task.	This system relies solely on the operator to respond. Workers on foot are not warned when they are in danger. Also, like the backup alarm, operators may become calloused to alarms which do not discriminate between real dangers (workers nearby) and other objects (dirt pile, other equipment).

As a technology, RFID show a lot of promise. Some systems have a two-way alarm warning feature, which enables both the equipment operator and the worker to receive individually a warning alarm. The driver receives an alarm from a device installed in the truck cab, and the worker receives an alarm from a device or tag that he uses on his belt. This means that each person to be protected by an RFID must wear a tag. The RFID technology has two components: (1) a reader, which is a device used to communicate with the (2) tag. The reader has at least one antenna that emits radio waves and receives signals back from the tag. The tag is a microchip attached to an antenna that can be incorporated into a product, animal, person, etc. It contains a unique serial number and can be either a passive or an active tag. Active tags have their own internal power source, which is used to generate the outgoing signal, while passive tags reflect the radio waves coming from the reader antenna.⁽⁵⁾

The RFID systems used for collision avoidance in mining do not produce false alarms since they detect only objects or individuals using the tag. In theory, the applicability of this system can be extended to construction and maintenance work zones.

Application	Strength	Limitation
RFID systems can be used in any situation where a worker on foot (or another object) is likely to come into close proximity of a moving vehicle. The dual-warning system allows both parties to react when the alarm is triggered.	RFID systems offer the most comprehensive collision avoidance protection because they alert both the driver/operator and the worker on foot when they are in close proximity to one another. Because the tag communicates with the device observed by the driver/operator, it eliminates the false alarms when sonar or radar is used.	For RFID systems to work, each exposed worker must wear a tag. Application is therefore limited to sites with controlled access. As the technology is relatively new and its use is not fully commercial, these systems are still quite expensive making their use on roadway construction sites seem cost prohibitive.

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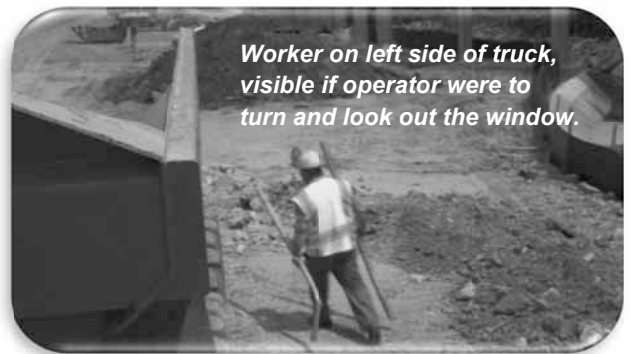
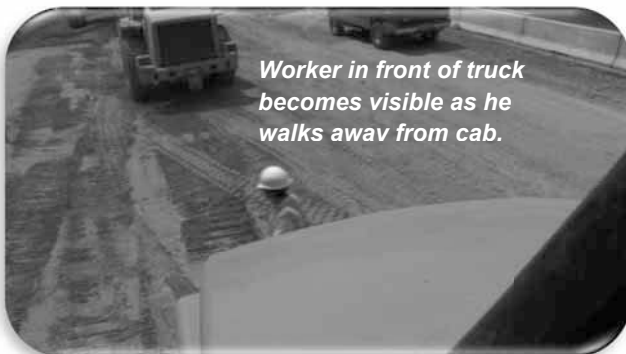
Blind Spot Activity

1. Stage a dump truck (or other large piece of equipment) in an open area or parking lot. If possible, secure several different types of equipment to demonstrate how blind spots vary from one piece of equipment to another. Lock-out the vehicle and remove keys from cab. Instruct one worker to sit in the cab and observe workers through his mirrors and windows.
2. Position employees in various positions around the vehicle, including directly in front, on the right-side and behind the parked truck.
3. Instruct the employees on foot to move to various locations, extending distances until the driver can see them in the mirrors. Place cones on the ground when they become visible.
4. By completing this exercise around the vehicle you will be able to obtain the length and width of areas where workers are not visible, helping them realize the size and location of blind spots.

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Variations: Park a heavy piece of equipment and stage a pickup truck in different blind areas around the equipment. Let workers sit in the operator's seat to visualize the blind areas. (Be sure to lock out the equipment and pickup when performing these types of exercises.)

Other variations of these exercises can be done by using different sized objects to illustrate how blind areas change depending upon the size of the object. Generally, blind spots become larger as objects are closer to ground level.



Backing Safety Program

Backing can be extremely hazardous. Backing accidents statistically account for approximately 50% of all fatalities involving construction equipment in roadway work zones. These accidents can also result in serious disabling injuries. The following are some practical steps that should be used by drivers and pedestrian workers to eliminate backing accidents.

Before Driving:

1. Ensure mirrors are positioned properly for the driver before operating the vehicle.
2. While pickup trucks generally are not equipped with backup alarms, all vehicles equipped with backup alarms must be checked prior to operation to ensure they are in proper working condition.

Parking:

1. Avoid backing whenever possible. Evaluate the area to find a route to arrive at your destination while moving forward.
2. Keep the driver's window down, and if possible, the passenger window down when backing or driving in the vicinity of pedestrian workers.
3. Turn off radio or other distracting devices.
4. Park in a manner where you can leave in a forward motion. Pull straight through when possible. Remember, the closest space is not always the best place. Choose a place that is free of congestion. You can see more when you first arrive at any location, so if you must back, this is the time to do it.
5. Any time you have been stationary for more than 2 seconds, conditions change. Get out of your vehicle and walk around it before moving. Never trust the scene you checked to stay the same. A person walking three miles-per-hour will travel 9 feet in 2 seconds. A child riding a bike at 10 miles-per-hour will travel 30 feet in 2 seconds.

Backing:

1. Always beep your horn 2 times before reversing. This will alert others that you are doing something different. Everyone should be trained/informed that 2 beeps means you are backing.
2. If your vehicle is equipped with a backup alarm it must be working. If it is not working you are required to fix it. In an emergency, if you must finish the task at hand when the alarm stops working you must use a spotter while in reverse.
3. Always use all mirrors when backing and preferably always use a spotter. You should always agree on signals before backing. Always back at an extremely low rate of speed (walking speed) and do not back more than 50 – 100 feet before stopping and rechecking the area for a clear zone. Evaluate the area for more stringent guidelines in confined areas.



Adjust and clean mirrors; check back-up alarm.



Avoid backing; drive with windows down.



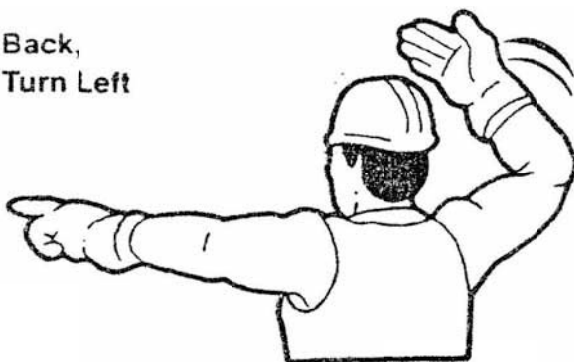
Park so you can exit forward; walk around vehicle before moving.



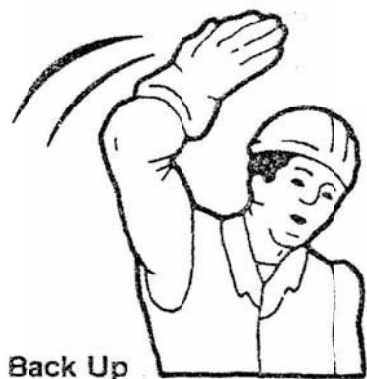
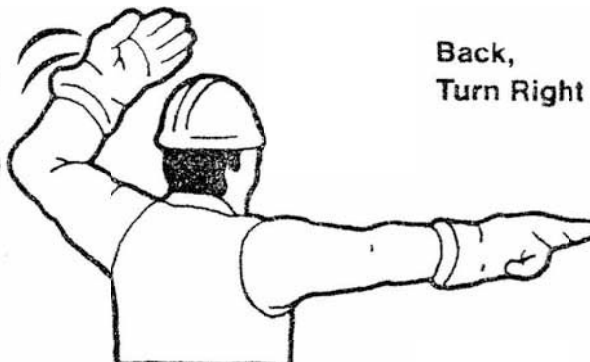
Use a spotter to assist in backing when possible.

Backing Hand Signals

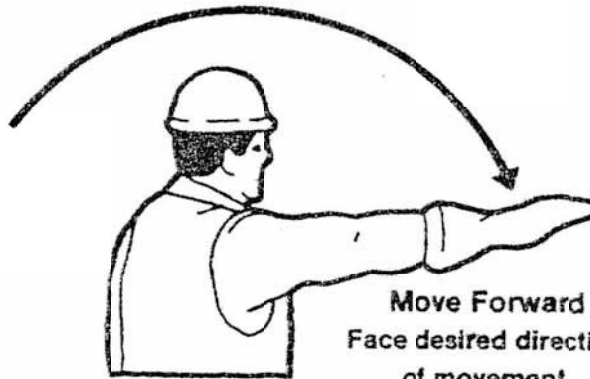
Back,
Turn Left



Back,
Turn Right



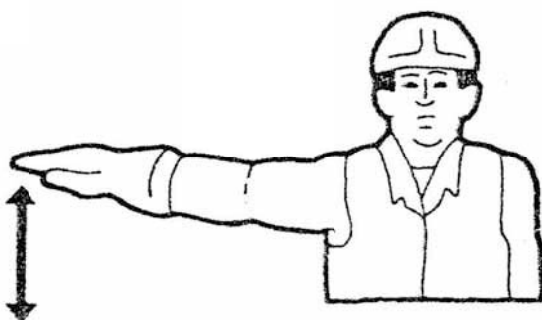
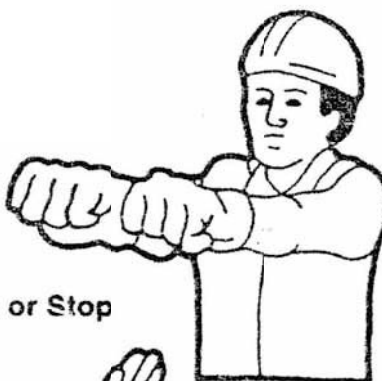
Back Up



Move Forward
Face desired direction
of movement.



Stop or Stop



Pedestrian Workers

The primary cause of worker fatalities and injuries in the heavy and highway construction industry is being run-over or backed-over by motorists and construction equipment—primarily dump trucks. While most workers assume the biggest threat is an errant driver who breaches the barricades and strikes construction workers, the fact is most workers are killed by construction vehicles.

The following steps are critical to the safety of roadway construction workers:

1. The area directly in front or behind trucks and large equipment is a prohibited zone. Do not walk or work in front or behind the equipment unless you receive verbal and visual communication from the operator that it is safe to do so. Do not approach a vehicle unless the operator signals his or her approval.
2. Don't be a victim of complacency. Stay alert and do not underestimate the risk of tasks you perform regularly or fail to notice a change in your surroundings. Be careful not to stray into open traffic lanes or pathways of trucks delivering materials.
3. Position yourself so that you have peripheral vision of everything in the area where you are working. Don't stand in shadows or in areas where you may be hard to see.
4. Create a routine to glance around in all directions for awareness of surroundings.
5. Wear appropriate high-visibility garments that comply with industry standards. Keep vest closed in front and on sides to ensure visibility.
6. Listen for back-up alarms, horns or other signals warning you of nearby vehicles. Don't "learn to ignore" alarms. Look up when you hear one.
7. Stay in your assigned area. Remain behind barriers or other traffic control devices designed to separate you from traffic and construction equipment.
8. **STAY ALERT!** What you don't see can kill you.



Do not stand directly in front or behind equipment.



Don't become complacent with routine tasks.



Pause to look around and note activities near you.



STAY ALERT!

ACKNOWLEDGEMENTS:

Many of the materials contained in this document are based upon safety training documents developed by the Lane Construction Company and its subsidiaries REA Construction and Virginia Paving.

Hand signal chart developed by City and County of Honolulu, Department Of Human Resources Division of Industrial Safety and Workers' Compensation

How Should I Use OSHA?

The following exercise is a “worst case” example of how an employee might have to respond to unsafe work practices. ***This has been developed for teaching purposes only.*** ARTBA recommends you work with your employer to resolve safety concerns and create a good safety climate. Most responsible employers are anxious to solve safety problems that are brought to their attention. While contacting OSHA should be a last resort in most instances, if you have a serious concern for your safety, do not hesitate to contact the agency, or if you are in a union, you may contact your local representative.

Scenario Part I: You have recently become employed with Kareless Contracting, Inc. As a new employee, you are assigned to work as a flagger, stopping traffic on a two-way road when it becomes necessary for construction equipment to cross it.

You have never flagged before, but your supervisor gives you a few brief instructions in the morning and sends you to work. You notice there are no signs on the road, warning drivers of construction activities ahead.

What should you do?

1. Walk away from the job.
2. Tell your supervisor you are uncomfortable with the task, but continue working.
3. Ask your supervisor for more training and for traffic control signs.
4. Call OSHA



STOP AND DISCUSS

Discussion points: The third option is the best. If you feel unsafe and need more training or protection, talk to your supervisor. Do not continue working if you feel there is an imminent danger until that concern is resolved. Do not walk away from the job as that may be a cause for discipline.

Scenario Part II: You decide to talk to your supervisor. He sends you to another job. A week later, you are assigned back to the original site. There are still no traffic control signs and you have not received any more training. When you express your concerns again to the supervisor, he says if you are uncomfortable, you are welcome to quit.



What should you do?

1. Continue to work.
2. Refuse to work.
3. Ask your foreman/supervisor to consult with the company safety officer.
4. Call your local union steward.



STOP AND DISCUSS

Discussion points: This is a very difficult situation, but ultimately you are the one responsible for your personal safety. If you are legitimately concerned about your safety, do not continue working in an unsafe job. You should seek help. Ask your supervisor to talk with the company safety officer. If that option is not available, you may want to talk to another manager, senior supervisor, your local union representative or OSHA.

Scenario Part III: Since this is not a union job, you don't have a steward to call. You refuse to work in these unsafe conditions, so your employer gives you the task of cleaning all the portable toilets on the site and gets another worker to perform the flagging operation.

What should you do?

1. Get some good rubber gloves.
2. Tell your supervisor you will perform the flagging assignment.
3. Call OSHA.
4. Quit.



Discussion points: Your contract or work agreement may dictate the kind of work you are expected to perform for your employer. In many instances, you may have to perform the tasks you are assigned. In a union environment, your collective bargaining agreement may dictate your scope of duties. Again, your safety is your most important concern and you should not place yourself in a dangerous situation. If other workers are placed in an unsafe environment and you have tried unsuccessfully to resolve these hazards with your employer, you should get help. Call OSHA or your representative.



STOP AND DISCUSS

Scenario Part IV: Now you feel frustrated and angry so you decide to call OSHA. What should you be prepared to discuss when you file a complaint?

1. An explanation of the hazard to which you and/or your fellow employees are exposed.
2. The number of workers exposed.
3. The type of work you are doing.
4. Your efforts to talk to your employer about the problem.
5. How often you are in the dangerous situation.
6. Has anyone been hurt, or have there been any "near-misses."





STOP AND DISCUSS

Discussion points: All of the items listed are relevant to OSHA, but you need not have all the information before you call to make a complaint. In talking with OSHA, you need to provide them with credible information that your concern is legitimate. The more details you have, the more likely it will be that OSHA will prioritize your complaint.

Scenario Part V: You are nervous about filing a complaint with OSHA since your boss has already told you to quit if you feel unsafe. Who can you get to file the complaint for you?

1. A co-worker
2. An attorney
3. Your local minister
4. Your spouse



STOP AND DISCUSS

Discussion points: Any of the people listed can issue a complaint on your behalf. Again, OSHA will be reviewing the complaint to ensure it is legitimate and filed by a responsible person who has knowledge about the hazard.

Scenario Part V: Your co-worker, who is also worried about his safety, agrees to file a complaint with OSHA. How should he contact the Area or Regional OSHA Office?

1. Go online.
2. Send a fax.
3. Send a letter.
4. Make a call.



STOP AND DISCUSS

Discussion points: You may contact OSHA using any of the methods listed above.

www.OSHA.gov
1-800-321-OSHA

Scenario Part V: You file a complaint and OSHA soon arrives to conduct an inspection. Shortly after the inspection, you are fired because the boss says you are a troublemaker and are stirring up problems. You suspect it is because he knows you were involved in filing a complaint with OSHA. What can you do?

1. Find a new job.
2. Complain to OSHA within 30 days of being fired.
3. Write a letter to the local paper exposing the discrimination.
4. Handout flyers at the jobsite to your fellow employees expressing your concerns.



STOP AND DISCUSS

Discussion points: In this situation, option 2 is the best answer, but you have a limited amount of time to file the complaint. Remember if you do not contact OSHA, and the employer takes an action because you are complaining to them about a safety issue, you may not be “protected.” Unless OSHA is contacted, the protection offered in section 11C of the OSHA Act may not apply.

REVIEW THE FOLLOWING:

When you believe working conditions are unsafe or unhealthful, you should call your employer's attention to the problem. If your employer does not correct the hazard or disagrees with you about the extent of the hazard, you also may file a complaint with OSHA.

Refusing to do a job because of potentially unsafe workplace conditions is not ordinarily an employee right under the OSH Act. (Your union contract or state law may, however, give you this right, but OSHA cannot enforce it.) Refusing to work may result in disciplinary action by the employer. However, employees do have the right to refuse to do a job if they believe in good faith that they are exposed to an imminent danger. "Good faith" means that even if an imminent danger is not found to exist, the worker had reasonable grounds to believe that it did exist.

But, as a general rule, you do not have the right to walk off the job because of unsafe conditions. If you do and your employer fires or disciplines you, OSHA may not be able to protect you. So, stay on the job until the problem can be resolved.

Your right to refuse to do a task is protected if all of the following conditions are met:

- Where possible, you have asked the employer to eliminate the danger, and the employer failed to do so; and
- You refused to work in "good faith." This means that you must genuinely believe that an imminent danger exists. Your refusal cannot be a disguised attempt to harass your employer or disrupt business; and
- A reasonable person would agree that there is a real danger of death or serious injury; and
- There isn't enough time, due to the urgency of the hazard, to get it corrected through regular enforcement channels, such as requesting an OSHA inspection.

When all of these conditions are met, you take the following steps:

- Ask your employer to correct the hazard;
- Ask your employer for other work;
- Tell your employer that you won't perform the work unless and until the hazard is corrected; and
- Remain at the worksite until ordered to leave by your employer.

If your employer discriminates against you for refusing to perform the dangerous work, contact OSHA immediately.

Source: <http://www.osha.gov/as/opa/worker/refuse.html>

Name: _____ Date: _____ Job Location: _____

Internal Traffic Control Plan Development Check List Ideas to Consider for ITCP Drawing

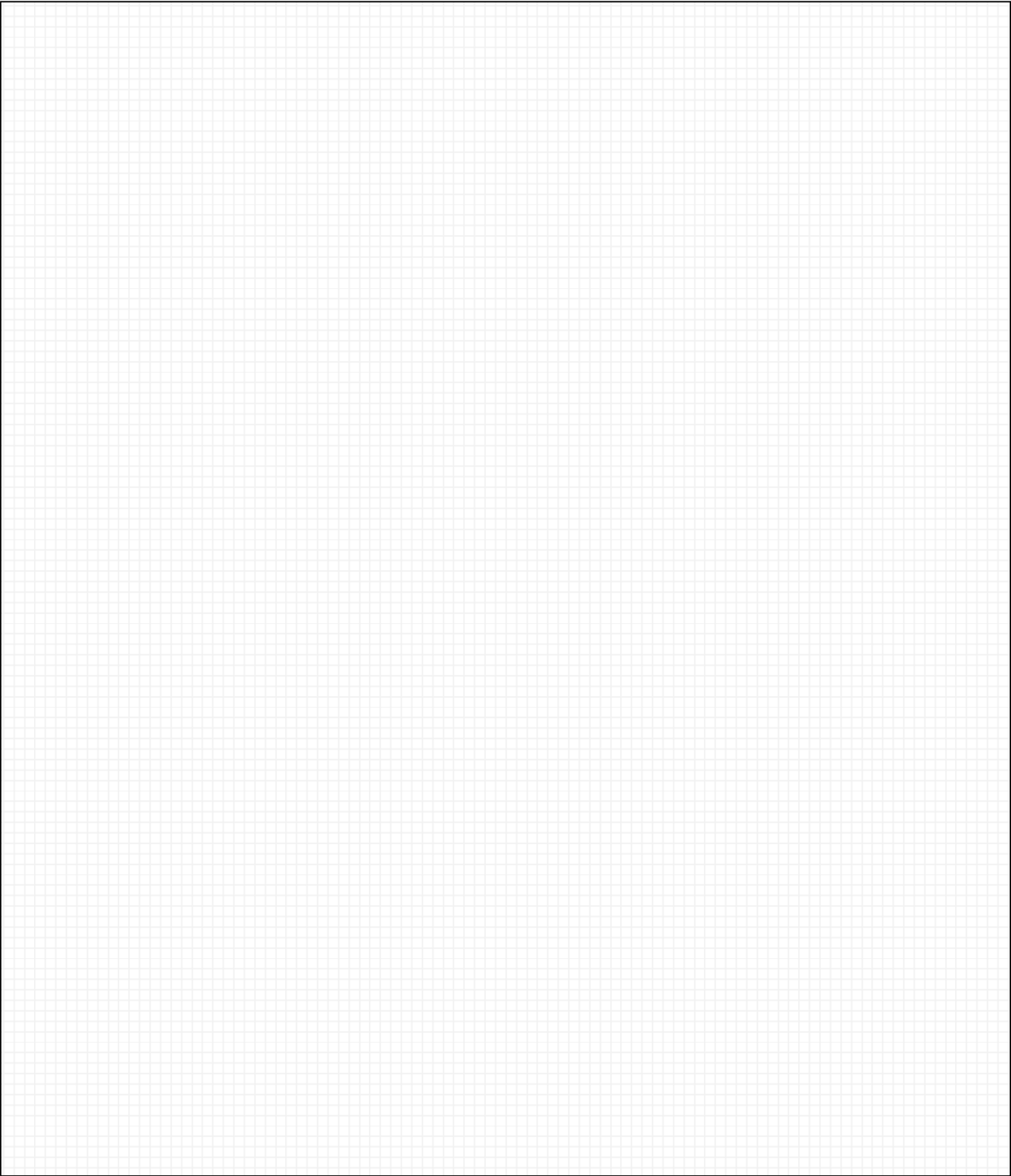
- ☐ Draw basic work area layout, which can be taken from project drawings or the traffic control plan
- ☐ Plot where work activities will take place
- ☐ Plot the vehicle access points
- ☐ Identify where equipment will be backing and create pedestrian free zones
- ☐ Plot how workers will get to and from work areas
- ☐ Draw the traffic flow for large equipment
- ☐ Determine the storage areas
- ☐ Plot how materials will get to and from staging areas
- ☐ Establish parking areas for workers and visitors
- ☐ Establish restroom and break areas
- ☐ Plot utilities
- ☐ Write notes to explain the diagram and specify duties of personnel

Exercise: Using the following worksheets and the checklist above, practice sketching an internal traffic control plan for an operation of your choice, or use the included drawings. Remember to include safe traffic control principles, including:

- **Limit vehicle backing**
- **Control vehicle access points**
- **Isolate workers from vehicle and equipment movements**
- **Design buffer spaces to protect workers from vehicles and equipment**
- **Consider use of signage**

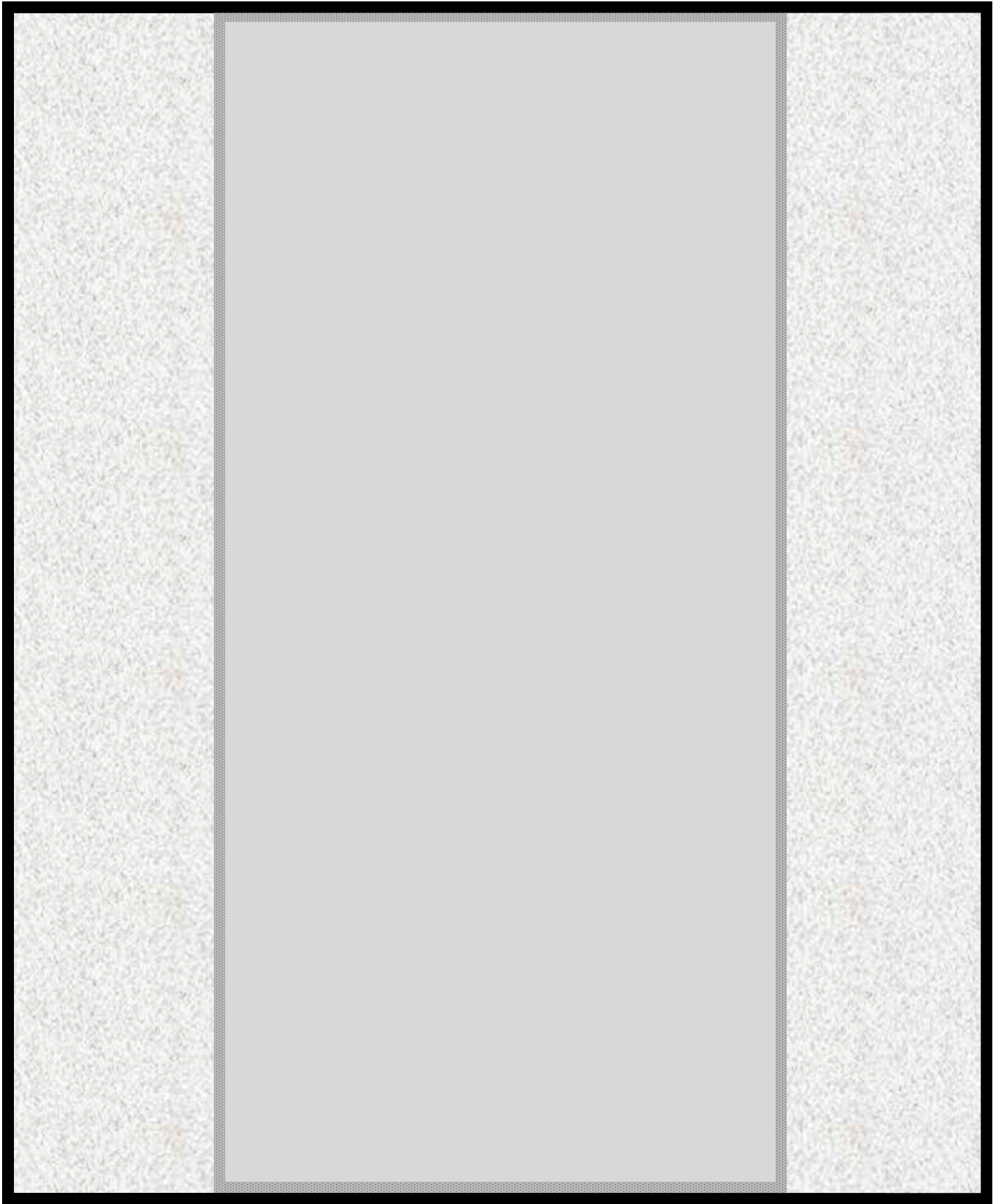
INTERNAL TRAFFIC CONTOL PLAN DRAWING

Name: _____ Date: _____ Job Location: _____



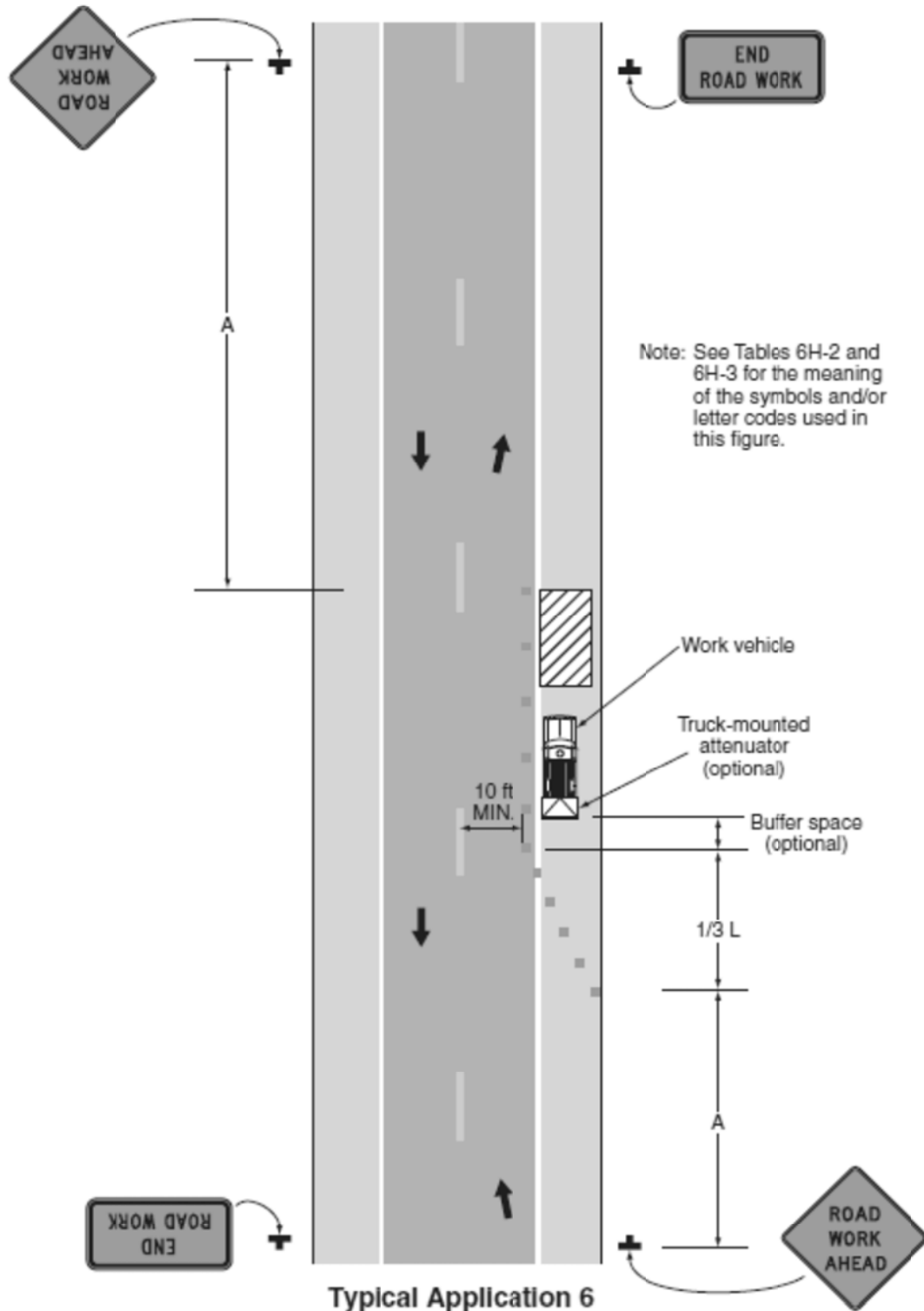
INTERNAL TRAFFIC CONTROL PLAN DRAWING

Name: _____ Date: _____ Job Location: _____



C-4

Figure 6H-6. Shoulder Work with Minor Encroachment (TA-6)



Reply to the attention of:



JUL 23 2009

Bradley M. Sant, Esq.
Vice President, Safety & Education
American Road & Transportation Builders Association
1010 Massachusetts Avenue, NW
Washington DC 20001

Re: Whether use of high-visibility warning garments by construction workers in
highway work zones is required

Dear Mr. Sant:

We are writing to clarify guidance that we previously provided to you on requirements for the use of high-visibility apparel in highway construction work zones. On March 11, 2004, you asked for clarification of the Occupational Safety and Health Administration's (OSHA's) policy regarding high-visibility apparel. On May 11, 2004, we issued a letter of interpretation responding to your questions.

On November 20, 2006, the Occupational Safety and Health Review Commission (Review Commission) issued a decision in the case of *Secretary of Labor v. The Ruhlin Company*. In that decision, the Review Commission discussed our response to Question (2) of the May 11, 2004 letter of interpretation. We are issuing this letter to clarify OSHA's position regarding requirements for the use of high-visibility apparel in highway construction work zones.

If you need additional information, please contact us by fax at: U.S. Department of Labor, OSHA, Directorate of Construction, Office of Construction Standards and Guidance, fax # 202-693-1689. You can also contact us by mail at the above office, Room N3468, 200 Constitution Avenue, N.W., Washington, D.C. 20210.

Sincerely,

A handwritten signature in blue ink that reads "Richard E. Fairfax".

Richard E. Fairfax, Acting Director
Directorate of Construction



Reply to the Attention of:

DUL 23 2009

Letter #20080829-8611

Re: Whether use of high-visibility warning garments by construction workers in highway work zones is required

We previously wrote to you on March 11, 2004 in response to your question about the use of high-visibility apparel in highway construction work. We stated:

It is well recognized in the construction industry that construction workers in highway/road construction work zones need to be protected from traffic. The MUTCD [*Manual on Uniform Traffic Control Devices*, issued by the Federal Highway Administration] reflects industry practice with respect to identifying the types of situations where these workers need high-visibility warning garments. In such cases section 5(a)(1) requires the use of such garments.

Subsequently, the Occupational Safety and Health Review Commission, in *Ruhlin Co.*, (OSHRC No. 04-2049, Nov. 20, 2006), determined that the letter did not provide construction employers with fair notice of a requirement for employees in highway construction work zones to wear high-visibility garments. The Commission interpreted the letter as indicating an Agency view that high visibility garments are only required in those instances identified by the MUTCD with mandatory language (i.e., where the MUTCD states that such garments “must” or “shall” be used).

Since that was not OSHA’s view, we are withdrawing our earlier answer to that question, restating the question below, and providing a more comprehensive answer to clarify and expand on OSHA’s reasons for concluding that section 5(a)(1) of the Occupational Safety and Health Act requires construction workers in highway/road construction work zones to be protected from road and construction traffic by wearing high-visibility garments.

Question: *Construction employees working on highway/road construction work zones often risk being struck by traffic. Do the OSHA standards require high-visibility apparel for these construction workers?*

Answer

Road and construction traffic poses an obvious and well-recognized hazard to highway/road construction work zone employees. OSHA standards require such employees to wear high visibility garments in two specific circumstances: when they work as flaggers¹ and when they are exposed to public vehicular traffic in the vicinity of

¹ 29 CFR 1926.201(a) states:

excavations.² However, other construction workers in highway/road construction work zones are also exposed to the danger of being struck by the vehicles operating near them. For such workers, section 5(a)(1) of the OSH Act, 29 U.S.C. § 654(a)(1), also known as the General Duty Clause, requires similar protection.³

The Federal Highway Administration's (FHWA) recent issuance of a final rule (Worker Visibility, 23 CFR Part 634)⁴ demonstrates the need for all workers who are exposed either to public traffic or to construction vehicles and equipment to wear high-visibility apparel.⁵ Section 634.3 of the Worker Visibility Rule states:

All workers within the right-of-way of a Federal-aid highway who are exposed either to traffic (vehicles using the highway for purposes of travel) or to construction equipment within the work area shall wear high-visibility safety apparel.

The purpose of this requirement, as stated in section 634.1, is "to decrease the likelihood of worker fatalities or injuries caused by motor vehicles and construction vehicles and equipment" In the preamble to the Worker Visibility rule, the FHWA stated:

High visibility is one of the most prominent needs for workers who must perform tasks near moving vehicles or equipment. The need to be seen by those who drive or operate vehicles or equipment is recognized as a critical issue for worker safety. The sooner a worker in or near the path of travel is seen, the more time the operator has to avoid an accident. The FHWA recognized this fact and included language in the 2000 Edition of the Manual on Uniform Traffic Control Devices (MUTCD) to address this issue.

Volume 71 of the Federal Register, page 67792 (emphasis added).

Flaggers. Signaling by flaggers and the use of flaggers, including warning garments worn by flaggers shall conform to Part VI of the *Manual on Uniform Traffic Control Devices* (1988 Edition, Revision 3 or the Millennium Edition), which are incorporated by reference in § 1926.200(g)(2).

In 2003, the MUTCD was revised to provide that "flaggers shall wear" high visibility apparel. (2003 Edition, November 20, 2003).

² For work to which 29 CFR Part 1926 Subpart P (Excavations) applies, § 1926.651(d) requires that "employees exposed to public vehicular traffic shall be provided with, and shall wear, warning vests or other suitable garments marked with or made of reflectorized or high-visibility material."

³ Section 5(a)(1) requires employers to provide their employees:

. . . employment and a place of employment which are free from recognized hazards that are causing or are likely to cause death or serious physical harm to his employees

⁴ Final Rule for Worker Visibility, 71 Fed. Reg. 67792 (November 24, 2006).

⁵ The FHWA issued Part 634 pursuant to Public Law 109-59 (Aug. 10, 2005), which applies only to Federal-aid highways. However, the FHWA's reasoning makes clear that all employees who work near road traffic need the protection provided by high visibility garments.

The FHWA's rationale underlying the rule well illustrates that the industry recognizes that construction workers in highway/road construction work zones need protection against the hazard posed by moving traffic. The FHWA's recent mandatory standard for workers on federal-aid highways shows that struck-by hazards in highway/road construction work zones are well recognized by the construction industry. Furthermore, the standard indicates that a feasible means of addressing that hazard is the wearing of high-visibility apparel. Accordingly, high-visibility apparel is required under the General Duty Clause to protect employees exposed to the danger of being struck by public and construction traffic while working in highway/road construction work zones. Typically, workers in a highway/road work zone are exposed to that hazard most of the time.

Richard E. Fairfax, Acting Director
Directorate of Construction

NOTE: OSHA requirements are set by statute, standards and regulations. Our interpretation letters explain these requirements and how they apply to particular circumstances, but they cannot create additional employer obligations. This letter constitutes OSHA's interpretation of the requirements discussed. Note that our enforcement guidance may be affected by changes to OSHA rules. Also, from time to time we update our guidance in response to new information. To keep apprised of such developments, you can consult OSHA's website at <http://www.osha.gov>.

Fatal occupational injuries at road construction sites, 2003–07

Stephen Pegula

During the 5 years from 2003 to 2007, 639 workers were killed at road construction sites, according to data from the Bureau of Labor Statistics Census of Fatal Occupational Injuries (CFOI) program.¹ The majority of these fatal occupational injuries were incurred by workers in the highway, street, and bridge construction industry.²

This report is an update of an earlier analysis of fatal occupational injuries at road construction sites from 1995–2002 that was published in the December 2004 issue of the *Monthly Labor Review*.³ While total fatal occupational injuries declined nearly 10 percent from 1995 to 2007, fatal occupational injuries at road construction sites have increased in number and as a percentage of all fatal occupational injuries. (See table 1.)

There are many ways to define a road construction site. The CFOI program defines road construction sites as including construction, maintenance, or utility work on a road, highway, or street. The 2009 edition of the *Manual on Uniform Traffic Control Devices* from the Federal Highway Administration defines work zones as follows:

A work zone is an area of a highway with construction, maintenance, or utility work activities.

Stephen Pegula is an economist in the Office of Safety, Health, and Working Conditions, Bureau of Labor Statistics. Email: Pegula_S@bls.gov.

Table 1. Fatal occupational injuries at road construction sites by year and percentage of all fatal occupational injuries, 1995–2007

Year	Fatalities	Percentage of all fatalities
1995	94	1.5
1996	93	1.5
1997	94	1.5
1998	113	1.9
1999	124	2.0
2000	106	1.8
2001	118	2.0
2002	102	1.8
2003	110	2.0
2004	119	2.1
2005	165	2.9
2006	139	2.4
2007	106	1.9

A work zone is typically marked by signs, channelizing devices, barriers, pavement markings, and/or work vehicles. It extends from the first warning sign or high-intensity rotating, flashing, oscillating, or strobe lights on a vehicle to the END ROAD WORK sign or the last TTC [temporary traffic control] device.⁴

The manual also details several elements commonly found at road construction sites, including proper signage, channeling devices such as cones and barricades, buffer spaces and lane tapering to protect workers, and flagger control. It also provides diagrams and procedures for sample work zones based on the type of lane closures required.

This report focuses on the events that resulted in the fatal work injuries at road construction sites as defined by the CFOI program over the 2003–07 period.

Overall

From 2003 to 2007, there were 639 fatal occupational injuries that occurred at road construction sites, which accounted for 2 percent of fatal occupational injuries overall. During these 5 years, the high was in 2005 (165 fatalities) and the low was in 2007 (106 fatalities).

Male workers accounted for over 97 percent of the fatal work injuries at road construction sites, compared with 93 percent for all fatal work injuries and 99 percent for fatal work injuries in the construction industry.⁵ Hispanic or Latino workers were slightly more likely to be killed at a road construction site than they were in all fatal workplace injuries.

Just under 17 percent of the workers killed at road construction sites from 2003 to 2007 were born outside of the United States. Almost 80 percent of these foreign-born workers were Hispanic or Latino. Approximately 2 out of every 3 foreign-born workers killed at a road construction site were born in Mexico. Texas had the largest number (31) of fatal occupational injuries incurred by foreign-born workers at road construction sites.

Focus on fatal events

The most common event⁶ associated with fatal occupational injuries incurred at a road construction site was *worker struck by vehicle, mobile equipment*. Of the 639 total fatal occupational injuries at road construction sites during the 2003–07 period, 305 were due to a worker being struck by a vehicle or mobile equipment. (See table 2.)

More workers were killed by construction-related vehicles or equip-

Table 2. Fatal occupational injuries at road construction sites due to workers being struck by vehicles or mobile equipment by type of vehicle or mobile equipment, 2003–07

Vehicle, equipment	Fatalities
All cases.....	305
Truck.....	177
Dump.....	73
Pickup.....	32
Semi.....	23
Car.....	70
Steam roller, road paver.....	15
Grader, leveler, planer, scraper..	9
Van.....	8
Backhoe.....	5

ment⁷ (38 percent) than by cars, tractor-trailer trucks, and vans (33 percent). This finding was consistent with the 1995–2002 data.

A total of 100 fatally injured workers (33 percent) were employed as construction laborers. Another 37 (12 percent) were employed as highway maintenance workers. First-line construction supervisors and managers accounted for 28 (9 percent) of the fatalities, while crossing guards (including flaggers) accounted for 27 fatalities (9 percent). Some other important characteristics involving this type of fatal work injury are as follows:

- Workers were fatally struck 101 times by a vehicle or mobile equipment that was backing up. In 60 of these cases, the worker was fatally struck by a dump truck that was backing up.
- In the cases in which the worker was struck by a vehicle backing up, there were 25 cases in which the back-up alarm was referenced in the case narrative. In 11 of these cases, the back-up alarm of the vehicle

or mobile equipment was not functioning or did not exist. In 14 of these cases, the back-up alarm of the vehicle or mobile equipment was functioning but did not alert the decedent.

- Sixty one workers were killed while directing or flagging traffic.
- Ten workers were killed by drunk drivers.

The next most common event leading to a workplace fatality at a road construction site was a *highway or nonhighway incident*.⁸ A total of 153 workers were killed at road construction sites in highway or non-highway incidents. Of these, 87 (57 percent) were due to a collision. In 42 of these collision cases, the decedent was driving a tractor trailer. In 47 of the cases, the decedent's vehicle struck a tractor trailer. (There were 25 cases in which the decedent's tractor trailer struck another tractor trailer.)

Forty fatal workplace injuries resulted from an overturned vehicle or mobile equipment; the decedent was driving a steam roller or road paver in 15 of these cases. There were 21 cases of a victim falling from a vehicle; the decedent was then struck by the vehicle in 15 of the cases.

Over the 2003–07 period, workers at road construction sites were fatally *struck by a falling object* 34 times. In 8 cases, the object fell from a crane (or the crane itself was the falling object), while 4 cases involved the object falling from a backhoe.

A total of 31 workers died as a result of fatal *falls* at road construction sites. Of these, 24 occurred at bridge/overpass construction sites. In the 23 instances in which the height was known for the fall at a bridge/overpass construction site, the median height of the fall was 50 feet.

Twenty three workers were killed as a result of *contact with electric current* at a road construction site. In total, 21 of these cases involved contact with overhead power lines. In 15 of these cases, a machine or item contacted the power lines and electrocuted the decedent rather than the decedent contacting the power lines directly.

Location and time

Approximately 11 percent of fatal workplace injuries at road construction sites occurred in Texas. Florida, California, Georgia, and Pennsylvania also have a sizable number of fatal occupational injuries that occur at road construction sites. (See table 3.)

In terms of time and date, fatalities at road construction sites tend to be more clustered around the traditional work time and workdays than workplace fatalities in general. For example, approximately 70 percent of road construction site fatalities during the 2003–07 period occurred between the hours of 8:00 a.m. and 4:59 p.m. (See table 4.) The corresponding figure for all workplace fatalities during that time was ap-

Table 3. Fatal occupational injuries at road construction sites by State of incident, 2003–07

State	Percentage of road construction site fatalities	Percentage of all fatalities
Texas.....	11	9
Florida.....	7	7
California.....	5	8
Georgia.....	5	4
Pennsylvania.....	5	4
Ohio.....	4	3
Illinois.....	4	3
Indiana.....	4	3
Colorado.....	3	2
Tennessee.....	3	3

Table 4. Fatal occupational injuries at road construction sites by time of incident, 2003–07

Time of incident ¹	Percentage of road construction site fatalities	Percentage of all fatalities
12:00 a.m.–12:59 a.m....	2	1
1:00 a.m.–1:59 a.m.....	2	2
2:00 a.m.–2:59 a.m.....	2	2
3:00 a.m.–3:59 a.m.....	2	2
4:00 a.m.–4:59 a.m.....	1	2
5:00 a.m.–5:59 a.m.....	2	2
6:00 a.m.–6:59 a.m.....	2	3
7:00 a.m.–7:59 a.m.....	5	4
8:00 a.m.–8:59 a.m.....	8	6
9:00 a.m.–9:59 a.m.....	8	7
10:00 a.m.–10:59 a.m....	8	8
11:00 a.m.–11:59 a.m....	9	8
12:00 p.m.–12:59 p.m..	6	6
1:00 p.m.–1:59 p.m.....	9	8
2:00 p.m.–2:59 p.m.....	10	8
3:00 p.m.–3:59 p.m.....	8	7
4:00 p.m.–4:59 p.m.....	5	6
5:00 p.m.–5:59 p.m.....	3	4
6:00 p.m.–6:59 p.m.....	2	3
7:00 p.m.–7:59 p.m.....	<.5	3
8:00 p.m.–8:59 p.m.....	1	2
9:00 p.m.–9:59 p.m.....	1	2
10:00 p.m.–10:59 p.m..	1	2
11:00 p.m.–11:59 p.m..	3	2

¹ A total of 11 cases for road construction sites and 1,779 cases overall had an unknown time of incident. Percentages were calculated using the number of cases with known time of incident data.

Table 5. Fatal occupational injuries at road construction sites by day of week, 2003–07

Day of week	Percentage of road construction site fatalities	Percentage of all fatalities
Sunday.....	3	7
Monday.....	18	17
Tuesday.....	18	17
Wednesday.....	21	17
Thursday.....	18	17
Friday.....	18	16
Saturday.....	5	10

proximately 64 percent. In addition, while almost 93 percent of fatal occupational injuries incurred at road construction sites happened on a weekday, just under 84 percent of all workplace fatalities occurred on a weekday. (See table 5.)

Finally, occupational fatalities at road construction sites are more likely to occur between April and October than are occupational fatalities in general. Workplace fatalities at road construction sites during the April–October corridor account for 73 percent of the total, while all workplace fatalities during the April–October corridor account for 62 percent of the total. In 2007, 65 percent of the hours worked in the highway, street, and bridge construction industry were in the April–October corridor.⁹ (See table 6.)

Industry and occupation

Not surprisingly, 500 of those workers fatally injured at road construction sites were working in the construction industry (private and public). Approximately 62 percent of all fatally injured workers were employed in the highway, street, and bridge construction industry. Other notable industries included truck transportation (8 percent), engineering services (2 percent), and utilities (2 percent).

Government workers constituted 14 percent of all fatalities at road construction sites from 2003–07. During that same period, they constituted 9 percent of all workplace fatalities.

Those working in the occupation construction laborers incurred 28 percent of fatal occupational injuries

Table 6. Fatal occupational injuries at road construction sites by month of incident, 2003–07

Month	Percentage of road construction site fatalities	Percentage of all fatalities
January.....	5	8
February.....	5	7
March.....	6	8
April.....	9	8
May.....	9	8
June.....	11	9
July.....	13	10
August.....	9	10
September..	10	8
October.....	11	9
November...	6	8
December...	6	7

at road construction sites from 2003 to 2007.¹⁰ In fact, two-thirds of the workers killed at road construction sites were construction-related workers. (See table 7.)

Conclusion

Fatal occupational injuries at road construction sites accounted for 2 percent of all fatal occupational injuries from 2003 to 2007. Workers at road construction sites were often injured by being struck by a vehicle or mobile equipment. In fact, almost 10 percent of the fatalities resulted from a worker being struck by a dump truck that was backing up. Twenty-five cases involved a worker being struck by a vehicle that did not employ a back-up alarm or whose back-up alarm did not alert the worker. Drunk drivers caused the death of 10 workers in road construction sites during the 5-year period. Several entities have made increasing safety at road construction sites a priority.¹¹ □

Table 7. Fatal occupational injuries at road construction sites by occupation, 2003–07

Occupation	Fatalities	Most frequent event
Construction laborer	181	Worker struck by vehicle, mobile equipment (100)
Truck drivers, heavy and tractor trailer.....	76	Highway incident (45)
First-line supervisors/managers of construction trades and extraction workers	52	Worker struck by vehicle, mobile equipment (28)
Operating engineers and other construction equipment operators.....	51	Nonhighway incident (17)
Highway maintenance workers	41	Worker struck by vehicle, mobile equipment (37)
Paving, surfacing, and tamping equipment operators.....	35	Worker struck by vehicle, mobile equipment (17)
Crossing guards	28	Worker struck by vehicle, mobile equipment (27)
Construction managers	14	Worker struck by vehicle, mobile equipment (7)

Notes

ACKNOWLEDGMENT: The author would like to thank Matthew Gunter for his assistance in the preparation of this report.

¹ All data in this analysis are from the Bureau of Labor Statistics (BLS) Census of Fatal Occupational Injuries (CFOI). For more information, see the CFOI homepage on the BLS Web site at <http://www.bls.gov/iif/oshcfoi1.htm>. All data in this report are final. A previous analysis (see note 3) found that the location code for road construction was not being assigned uniformly throughout the data set during this period. Starting in 2003, the CFOI program incorporated a more rigorous examination of road construction site cases that included many of the techniques used in the analysis to identify road construction site cases to ensure that the location code is properly assigned. Because of this enhanced review, no additional case identification measures were undertaken for this analysis. There were, however, a few cases in which the coded data were changed after a review of the case narrative.

² The 2002 North American Industry Classification System (NAICS), which CFOI used to code its 2003–08 data, defines the highway, street, and bridge construction industry as follows: “This industry comprises establishments primarily engaged in the construction of highways (including elevated), streets, roads, airport runways, public sidewalks, or bridges. The

work performed may include new work, reconstruction, rehabilitation, and repairs. Specialty trade contractors are included in this group if they are engaged in activities primarily related to highway, street, and bridge construction (e.g., installing guardrails on highways).” For more information, see the definition for this industry on the 2002 NAICS page of the U.S. Census Bureau Web site at <http://www.census.gov/cgi-bin/sssd/naics/naicsrch?code=237310>.

³ Stephen Pegula, “Fatal occupational injuries at road construction sites,” *Monthly Labor Review*, December 2004, pp. 43–47, on the Internet at <http://www.bls.gov/opub/mlr/2004/12/resum2.pdf>.

⁴ For more information, see *Manual on Uniform Traffic Control Devices for Streets and Highways*, 2009 edition (Federal Highway Administration, December 2009), on the Internet at http://mutcd.fhwa.dot.gov/pdfs/2009/pdf_index.htm (visited Nov. 12, 2010); see page 552 for cited definition.

⁵ This includes both the private and public sector construction industry.

⁶ *Event* is defined using the Occupational Injury and Illness Classification System (OIICS). For more information, see the OIICS page on the BLS Web site at <http://www.bls.gov/iif/oshoiics.htm>.

⁷ OIICS is also used to classify the source of the fatal occupational injury. Construction-related vehicles are defined as dump trucks (source 8252 in OIICS) and construction, logging, and mining

machinery (source category 32*). The construction, logging, and mining machinery category includes backhoes, bulldozers, steam shovels, loaders, scrapers, and pavers.

⁸ These events are separate from the *worker struck by vehicle, mobile equipment*, events noted previously in that these events originate with the worker operating the vehicle, mobile equipment, prior to the incident.

⁹ Hours data are from the Current Employment Statistics (CES) survey and are not seasonally adjusted. The CES uses the 2007 North American Industry Classification System (NAICS) to classify industries. More information on the CES program can be found on the BLS Web site at <http://www.bls.gov/ces/>.

¹⁰ CFOI defines occupations using the 2000 Standard Occupational Classification (SOC) system. For more information, see the SOC (2000) page on the BLS Web site at <http://www.bls.gov/soc/2000/socguide.htm>.

¹¹ For more information on safety measures at road construction sites, see Workplace Safety & Health Topics, National Institute of Occupational Safety and Health (NIOSH), Centers for Disease Control and Prevention, on the Internet at <http://www.cdc.gov/niosh/topics/highway-workzones/>; also, the National Work Zone Safety Information Clearinghouse, on the Internet at <http://www.workzonesafety.org/> (visited Nov. 12, 2010).



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