



Traffic Management During Emergencies Guideline

STATE EMERGENCY MANAGEMENT

A Strategic Framework for Emergency Management in Western Australia.

RESPONSIBLE AGENCY

State Emergency Management Committee Business Unit

APPROVED BY

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Amendments Table

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December 2023	Version 3.03 - Consequential amendments approved by SEMC to reflect the initial publication of the Restricted Access Permit System Guideline (resolution number 106/2023). All amendments are as outlined in the State EM documents amendments table December 2023 .	SEMC Business Unit
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Acknowledgements

The SEMC acknowledges the Aboriginal peoples throughout the State of Western Australia as the Traditional Custodians of the lands where we live, work and volunteer. We recognise Aboriginal peoples continued connection to land, waters and community, and pay our respects to Elders both past and present.

This document was designed to be viewed electronically and aims to meet the West Australian Government's web accessibility requirements, including meeting the World Wide Web Consortium's Web Content Accessibility Guidelines version 2.1 (WCAG 2.1) at level AA. If anything in this document is inaccessible to you, or you are experiencing problems accessing content for any reason, please contact the State Emergency Management Committee Business Unit at semc.policylegislation@dfes.wa.gov.au.

All of the State emergency management legislation and documents can be accessed via the [State Emergency Management Framework page](#) of the [State Emergency Management Committee website](#).

Contents

Part One: Introduction 5

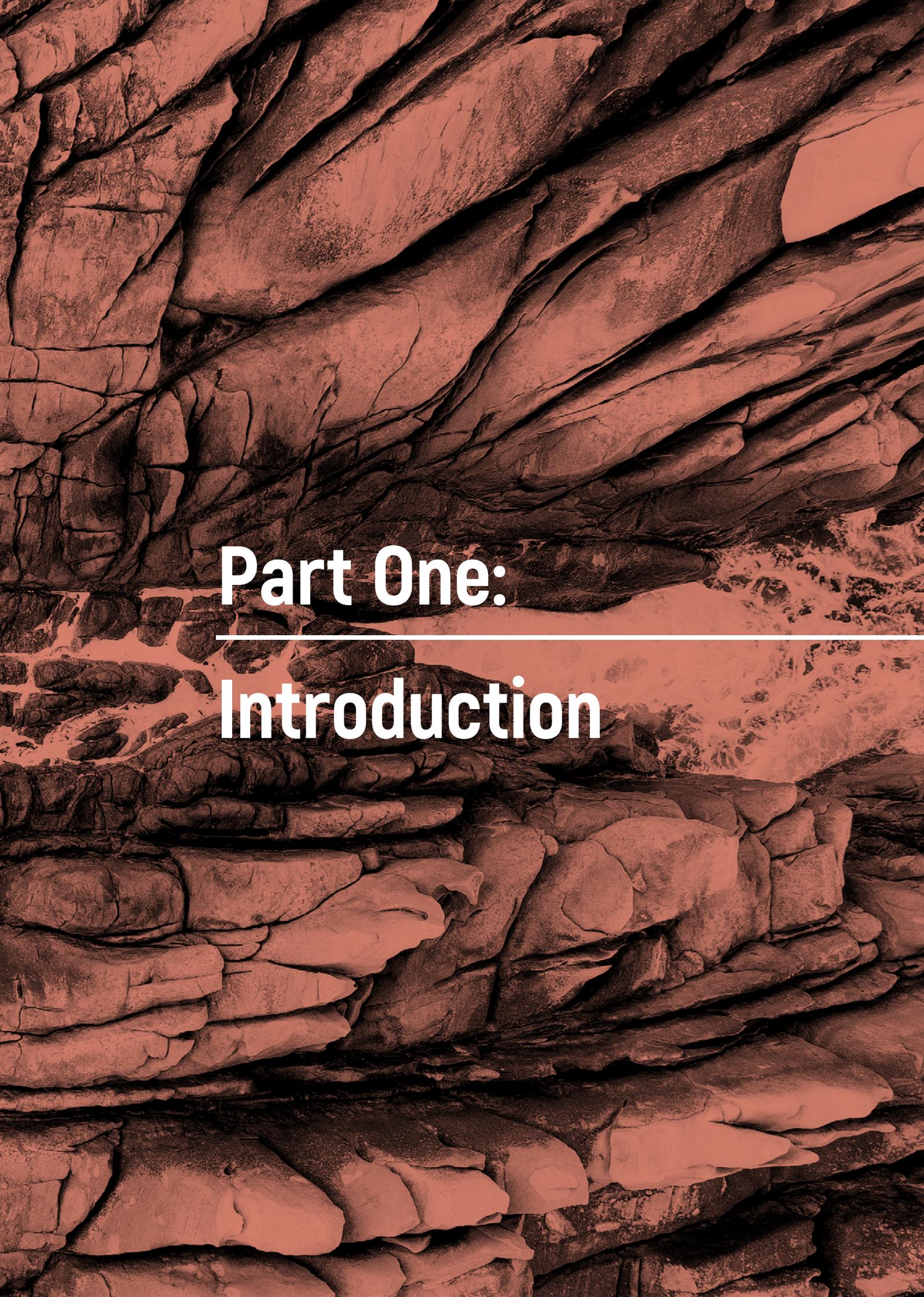
1.1	Background	6
1.2	Acknowledgement	6
1.3	References	6
1.4	The Road Network in Western Australia	7
1.5	Aim	7
1.6	Glossary	7

Part Two: Traffic Management Operations 9

2.1	Operational Management	10
2.2	Traffic Management Considerations	10
2.3	Vehicle Control Points	12
2.4	Types of Vehicle Control Points	14
2.5	Traffic Management Planning	16
2.6	Public Information	17
2.7	Reopening the Road	18

Appendices 20

	Appendix A: Traffic Management Plan Template	21
	Appendix B: Road Opening Assessment	24
	Appendix C: Road Opening Checklist	25
	Appendix D: Traffic Management Aide Memoire	26
	Appendix E: Vehicle Control Point Operators Checklist	28



Part One:

Introduction

1.1 Background

The State Emergency Management Policy (State EM Policy) section 5.8 and State Emergency Management Plan (State EM Plan) section 5.3.3 forms the authority for this guideline. This guideline provides a more detailed insight into traffic management and is intended for use by emergency services, combat and support agencies, local government and private contractors who may be tasked to provide traffic management services during an emergency.

This Plan is to be read in conjunction with the State Emergency Management Framework including the *Emergency Management Act 2005*, the *Emergency Management Regulations 2006*, State Emergency Management Policy, plans and procedures, guidelines and glossary.

For the purposes of this guideline, unless otherwise specified, the responsibility for Traffic Management is referred to in the context of the *Emergency Management Act 2005*. It is acknowledged that authority and responsibility in relation to Traffic Management may arise under other legislation, by delegation or agreements between agencies.

1.2 Acknowledgement

The State Emergency Management Committee acknowledges the work undertaken by agency representatives who provided expert advice and assistance in the development of this guideline.

1.3 References

The following legislation and code provide for the construction, maintenance and operation of all public roads in Western Australia:

- *Road Traffic Act 1974*
- *Road Traffic Code 2000*
- *Main Roads Act 1930*.

Other relevant legislation may be required to 'close roads' or restrict access in the interest of safety during emergencies including the following:

- *Emergency Management Act 2005*
- *Fire and Emergency Services Act 1998*
- *Fire Brigades Act 1942*
- *Bush Fires Act 1954*
- *Public Health Act 2016*
- *Exotic Diseases of Animals Act 1993*
- *Dangerous Goods Safety Act 2004*.

Hazard Management Agencies/Controlling Agencies should consider this legislation when developing traffic management strategies within an incident area.

1.4 The Road Network in Western Australia

The road network is managed by a number of agencies, the major principles being:

- MRWA
- Local Government (LG)
- The Department of Biodiversity, Conservation and Attractions (DBCA) for State Reserves and National Parks
- Private roads owned and maintained by private organisations.

The National and State Highways and Main Roads networks are available at www.mainroads.wa.gov.au.

1.5 Aim

This guideline is provided for use by emergency management agencies, Main Roads Western Australia (MRWA) staff, local government staff and traffic management contractors. This guideline is provided to agencies who have a traffic management role in an emergency and should be used when developing agency specific internal procedures.

1.6 Glossary

Terminology used in this guideline shall include the meaning as prescribed in section 3 of the *Emergency Management Act 2005* (the Act) and the State Emergency Management Glossary.

Knowledge of traffic management terminology is required to understand this guideline. Key definitions are provided below:

Closed Road a road closed by an authorised person or blocked by an approved barrier and regulatory sign.

Detour the designation of identified roads as the alternate to the primary route. Detours can be "all vehicles", "light vehicles only" or "heavy vehicles".

Lane Control a traffic management tactic whereby one lane is closed and the other is used to move traffic in groups.

Full Road Closure where road access is closed to access to all vehicle and pedestrian traffic with the exception of persons meeting criteria authorised by the Incident Controller (IC) and emergency responders and infrastructure providers undertaking response activities in support of the incident objectives approved by the incident controller.

Partial Road Closure a road closed to the general public, through which restricted access is controlled. Some Partial Road Closures permit residents and other persons having a pecuniary interest to gain access to the incident or emergency area, or vehicles to transit, whilst denying access to the general public. Management of the Partial Road Closure may be conducted via Lane Control or system implemented by the Incident Controller such as a Restricted Access Permit System (RAPS).

Road Closure Restricted Access Point a road closure that allows access for emergency response vehicles and limited other pre-approved stakeholders through the Restricted Access Permit System.

Road Network a generic name given to a system of public access roads.

Road Sign a sign approved for use on all public roads specified by AS Standard 1742 Part 3 and approved under the *Main Roads Act 1930*.

Side Track a temporary short detour around an incident constructed as part of the incident response, Side tracks generally do not have a sealed pavement.

Traffic Access Management Officer an officer appointed by the Incident Controller under the Planning and Operations Function of the Incident Management Team to implement a Restricted Access Permit System at the Vehicle Control Point.

Traffic Broadcast a broadcast, delivered using a variety of mediums, to advise road users of issues or information affecting the road network.

Traffic Controllers traffic control personnel.

Traffic Detour a temporary route taking traffic around an area of restricted access.

Traffic Management the functions of planning and controlling the movement of vehicles on a road network area to meet the objectives established by the Incident Controller.

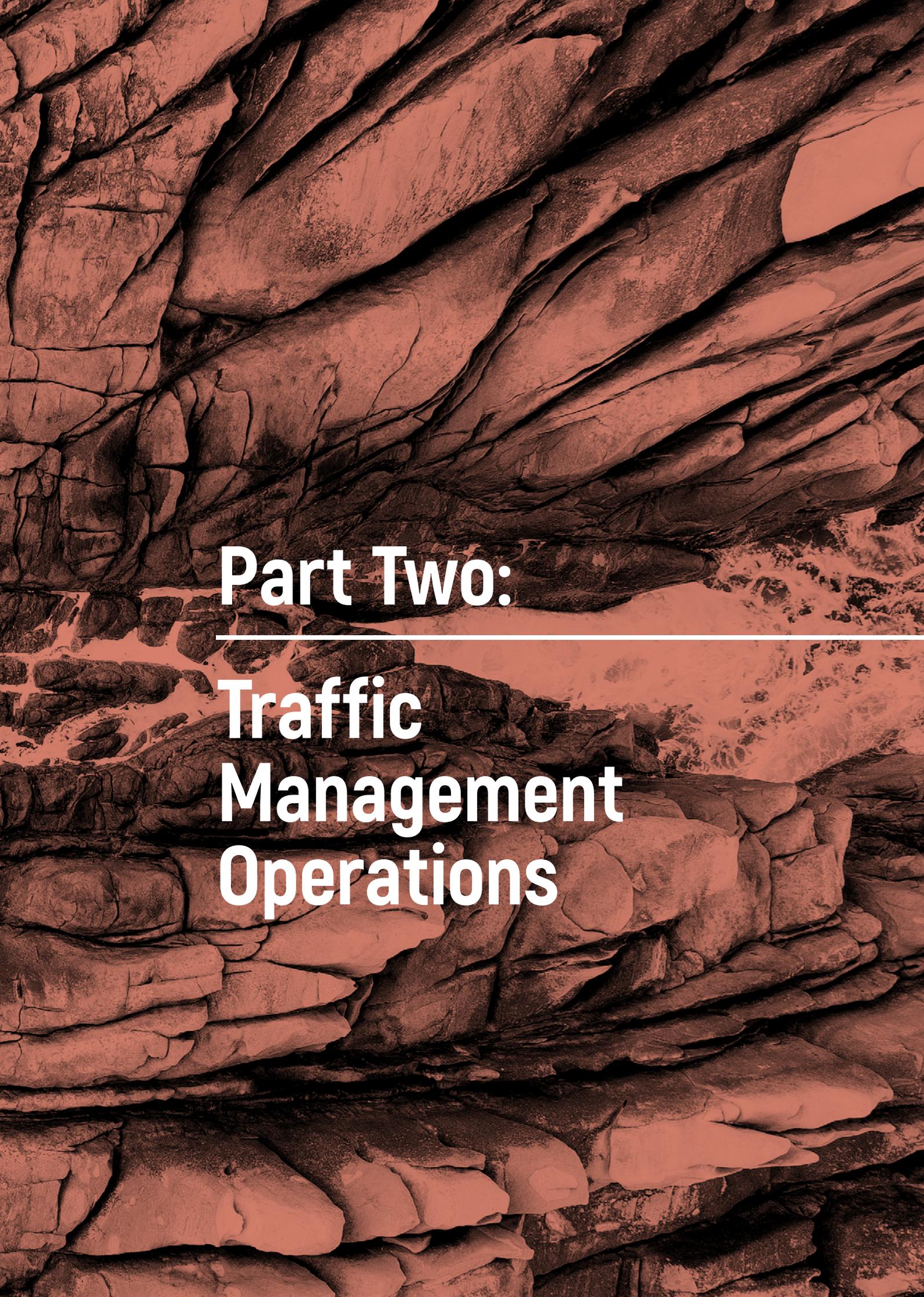
Traffic Management Plan (TMP) the documented arrangements approved by the IC to achieve the Incident Controller's traffic objectives, including details of closed roads, vehicle control points, evacuation and detour routes, electronic and static signage, traffic broadcasts, intelligent traffic systems and maps.

Traffic Management Map a geospatial representation of the traffic management arrangements.

Variable Message Sign an electronic panel (either trailer mounted or a fixed structure) on which brief traffic messages can be illuminated. The messages can be changes remotely.

Vehicle Control Point (VCP) a full or partial road closure through which all vehicle access is controlled. All VCPs are permanently staffed. Vehicles or persons (or classes of vehicles or persons) explicitly authorised by the Incident Controller may proceed after validation by the Traffic Controller. Persons requesting access permission who are not specifically authorised by the IC are held at the VCP pending permission / exclusion to enter the incident area.

Vehicle Control Point (VCP) Restricted Access Permit Vehicle control points are locations near restricted access areas that allow permit holders entry to the area once their permit and identification have been validated. Restricted access permits specify which VCP the permit holder can enter the area through.



Part Two:

**Traffic
Management
Operations**

2.1 Operational Management

Operational management of emergency incidents is detailed in State EM Policy section 5, State EM Plan section 5 and State EM Response Procedures 4.1-4.22. The responsibility for the operational management of hazards has been assigned to various agencies. During any emergency, the Hazard Management Agency or Controlling Agency will appoint an Incident Controller (IC).

The IC has full operational control and powers under the Acts listed in the References section, including the power to close roads. All response actions, including the traffic management strategy, MUST be approved by the IC. Traffic management should be conducted in accordance with State EM Policy section 5.8 and State EM Plan section 5.3.3.

2.1.1 Incident Management Team (IMT)

During an emergency, the responsibility of delivering a traffic management strategy ultimately rests with the assigned IC. The formulation of associated tasks should be conducted as a component of the incident management team's planning function with assistance from different agencies. Implementation of the plan will be part of the operations function.

The formulation of tasks through the planning function ensures that the Traffic Management Plan (TMP) is approved by the IC and reviewed to meet the changing circumstances of the incident. See 'Traffic Management Plan' at Appendix A.

The IMT (via the operations function) may request the Western Australian Police Force (WA Police Force), MRWA or Local Government (LG) (including contractors engaged by LG), to undertake traffic management tasks in order to execute aspects of the traffic management plan as approved by the IC.

Where national or state highways are affected, traffic management plans should be developed in consultation with MRWA.

2.1.2 Operational Area

Where the incident is more widespread, an Operational Area Manager may be appointed by the HMA or Controlling Agency. One or more IMTs may be incorporated into this operational area. Traffic management will continue to be applied within incident areas as required by the IC and wider TMPs developed to strategically manage traffic across the operational area.

2.2 Traffic Management Considerations

The IC has overall responsibility for the management of traffic during an emergency which includes the management of movement of all vehicles, persons, and animals within the identified area.

Traffic management at emergency incidents is directed towards the achievement of the following objectives:

Objective 1: To ensure the safety of road users and responders by:

- Establishing and maintaining vehicle control
- Restricting access to the area through the use of road closures
- Establishing controlled transit of the incident site.

Objective 2: To provide unrestricted road egress for casualty or community evacuations.

Objective 3: To provide unrestricted road access for emergency responders.

Objective 4: To establish detours to by-pass the incident area.

Objective 5: To promote driver behaviour to avoid the incident area.

Objectives 1, 2 and 3 should be initiated immediately for safety and response requirements, based on the IC's risk assessment. Objectives 4 and 5 should be initiated as soon as practicable to avoid traffic congestion and the consequent public concerns.

2.2.1 Risk Assessment

The IC is responsible for conducting an immediate risk assessment to identify the situation confronting the response. The assessment should include the risk to and from road users. The type of incident, severity, impact area and projected impact area should govern the TMP put in place. The risk assessment should cover the entire incident area, including a "wider view" of road access affected. Incident risk assessment considerations for roads should be considered when reopening the roads using Appendix B 'Road Opening Assessment' and 'Road Opening Checklist' at Appendix C.

2.2.2 Emergency Access Routes

Emergency ingress and egress routes should designate routes into and away from the incident for the use of emergency responders and infrastructure providers undertaking response activities in support of the incident objectives.

Where practicable, emergency ingress and egress routes should not conflict with evacuation routes, following a direction being utilised by members of the public for the purposes of leaving the emergency area following an order or recommendation to evacuate.

2.2.3 Evacuation Routes

Where the incident affects residential areas, the TMP should include designated evacuation routes. These can either lead to a nominated evacuation centre or where general evacuation is ordered or recommended. Evacuation routes away from the incident should be designated to a point where the evacuees can disperse under their own arrangements. These evacuation routes should be one way out.

2.2.4 Local Roads

Where local roads are to be impacted for extended periods, either through a full or partial road closure, or traffic detour, the responsible LG must be notified as soon as practicable and considered when developing the Traffic Management Plan. A traffic detour, particularly from a state to a local road, may require traffic to transit community locations which are not expecting traffic volumes of the frequency prevalent on the State Road Network. Every effort should be made to ensure that appropriate speed restrictions and community notifications are applied to such detours. Consultation with MRWA, the LG, government or private organisation is essential.

2.2.5 National Land Transport Network

The National Land Transport Network in Western Australia is considerable and the traffic density on these highways is substantial. There are long distances between towns or roadhouses, which can provide adequate support services if required during emergencies. The networks are subject to hazards such as floods, bushfires and cyclones which can necessitate road closures for substantial periods. The opportunity to initiate effective traffic detours on these routes is very limited.

The most practical traffic management approach is to hold vehicles at major towns, possibly hundreds of kilometres from the actual incident site or operational area. Timing is critical. In the case of cyclones and floods, forewarning enables this approach to be implemented.

Incidents such as bushfires and road crashes, require immediate action to hold traffic at strategic locations or run the risk of causing major traffic congestion, banked up on highways for long periods or even days. ICs should consider traffic management well beyond the bounds of the immediate incident.

2.2.6 Heavy Vehicle Network

The State Road Network, available at www.mainroads.wa.gov.au is a vital asset for the heavy haulage transport industry. There are strict regulations governing the size and weights of heavy vehicles and the roads on which they can operate, to protect road infrastructure.

There are ten (10) established Heavy Vehicle Networks which specify the length, weight, number of axles etc. Network 10 carries ALL classes and sizes of vehicles, whilst Networks 1 – 9 carry less heavy vehicles. Heavy vehicles accessing higher networks are not allowed to traverse lesser networks without a special permit issued by MRWA.

During an emergency it may be necessary to establish a heavy vehicle route to cater for this issue and consultation with MRWA Heavy Vehicle Service (HVS) and the responsible LG is essential. Routing heavy vehicles onto non-approved HVS network routes can lead to a potential structural collapse or road pavement damage. Failure to consult with the asset owner could lead to an accident and/or significant litigation. Heavy vehicle networks can be sourced from the MRWA website at www.mainroads.wa.gov.au.

2.2.7 Bridges and Floodways

There are numerous bridge and floodway assets on the road network. Bridges span waterways, railways and roads and are constructed to various standards and of various materials. Floodways are constructed in locations subject to water flow over the road where a bridge structure is impractical. It is essential to consider the load capacity or vehicle restrictions traversing these structures. MRWA Heavy Vehicle Service officers should be consulted.

2.2.8 Road Conditions

Road conditions are a major consideration in traffic management planning. Where road works are in progress or the surface is unsealed, these routes should be avoided. Latest road condition reports can be obtained from the MRWA website: travelmap.mainroads.wa.gov.au/Home/Map.

2.3 Vehicle Control Points

A Vehicle Control Point (VCP) is staffed at a full or partial road closure and is established following a risk assessment for all or some of the following reasons:

- To prevent road access to the incident area for the prime purpose of safety
- To provide controlled access/egress for emergency responders, casualties or evacuees
- To provide controlled transit of a road past an incident
- To monitor a system of restricted access.

Voice communications must always be available between the IC/IMT and the VCP. It is critical that situational awareness is maintained and that VCPs are moved if the location becomes hazardous.

An 'Aide Memoire' is located at Appendix D and 'Vehicle Control Point Operators Checklist' is located at Appendix E.

2.3.1 Vehicle Control Point Activation

The IC is responsible for the ultimate decision on the location, status, and management of a VCP. The IC should maintain awareness of risk assessments to determine if the road remains open or closed and ensure any risk assessment undertaken to determine the full extent of these risks is documented.

Where the Controlling Agency does not have sufficient capability or authority to establish a VCP, the asset owner may be requested to establish a VCP in accordance with the approved traffic management plan in the immediate response phase to an emergency. The IC should consider the use of an asset owner such as MRWA or LG to assist in the operation of road closures where time and resources permit. For closures on main roads, particularly National Transport Routes, MRWA should be notified immediately for assistance. Any agency may establish a VCP where this is considered necessary for safety of the public and emergency services personnel until the arrival of the Controlling Agency or agency authorised by the IC. However, the authority of the IC to maintain the VCP must be provided at the earliest opportunity thereafter.

The essential information pertaining to Road Closures and VCPs that MUST be communicated to relevant agencies includes:

- The Controlling Agency for the incident
- IC's, name and contact number(s)
- IC's lawful directions to be followed, including the relevant sections of legislation (if applicable)
- Road(s) affected, by name
- Incident location (by reference to road distance to nearest town / locality / roadhouse)
- Location of the Incident Control Point or the Forward Command Post
- Road closures (Full, Partial or RAP)
- Location of VCP(s)
- Estimated duration of road closures.

VCPs are the "last line" of incident site control and entry past a VCP may be hazardous. A 'Road Closed' sign, as specified in the Codes of Practice, is to be erected. The closed road may or may not be staffed. Any road user breaching the closure may be subject to prosecution. VCPs that are permanently staffed, will be positioned in a safe location for VCP operators.

2.3.2 Vehicle Control Point Operation

Once a VCP is established it will remain in place until directed by the IC that it is no longer required. This decision must be made following consultation with the asset owner operating that specific VCP. VCP personnel will ensure:

- Two-way communications are maintained in accordance with the established communications plan
- Personnel at the VCP have been advised of the evacuation route and evacuation plan
- VCP personnel will provide a situation report for the information of the IC via the agency commander in accordance with established communication protocols

2.0 | TRAFFIC MANAGEMENT OPERATIONS

- If there is an issue at the VCP then the IC must be notified
- If the VCP needs to be moved this must be authorised by the IC unless it is an urgent situation such as the VCP coming under imminent threat or a loss of communications so it's safety can no longer be assured
- Where the VCP is moved without prior authorisation, the IC must be advised ASAP.

VCP personnel will maintain a documented record of the establishment of the VCP, any matters relating to the operation of the VCP and where possible the details of persons/vehicles entering or leaving the area (excluding responding emergency services). This information is to be provided to the IC (or IMT representative) at each shift change.

2.3.3 Vehicle Control Point Handover / Handback

Where management of traffic including a VCP is handed over to an asset owner all existing protocols remain in place. Where the IC directs control of a VCP be changed to an asset owner they will ensure an effective handover occurs between those agencies. The handover should include:

- A full risk assessment and briefing is conducted with the asset owner to the status of the VCP
- A written record is completed of the information provided
- A reliable contact point is provided to the asset owner.

2.4 Types of Vehicle Control Points

2.4.1 Full Road Closures

A full road closure is the denial of all vehicular and pedestrian traffic. Due to circumstances specific to the emergency it may be the decision of the IC to not allow anyone, including emergency service and support organisation personnel into an affected area due to safety concerns.

Where a full road closure is established under the provisions of existing legislation such as the *Emergency Management Act 2005*, *Bush Fires Act 1954*, *Road Traffic Code 2000*, *Dangerous Goods Safety Act 2004*, access to an area where a full road closure is in place can only be authorised by the IC.

The IC may authorise the following to enter a full road closure:

- An Emergency Vehicle responding to the emergency, under the control of:
 - The Hazard Management Agency
 - The Controlling Agency
 - A combat agency
 - A support organisation, including utility /critical infrastructure providers.
- Persons meeting criteria authorised by the IC.

Note: Any person or vehicle not specified above is NOT permitted to transit a Road Closure.

2.4.2 Partial Road Closures

A Road Closure Restricted Access Point is a road closure that allows access for emergency response vehicles and limited other pre-approved stakeholders such as infrastructure providers undertaking response or recovery activities in support of the incident objectives or persons meeting criteria authorised by the IC. The limited access will be provided through the Restricted Access Permit System (RAPS).

A Partial Road Closure may be implemented to allow movement through a road closed to general traffic, under the following circumstances approved by the IC when both of the following conditions are met:

- lane control is initiated
- a system of access into a restricted area is implemented.

2.4.3 Lane Control

Lane control may be used as an effective traffic management tactic to maintain traffic flows. The decision to employ this tactic is solely dependent on the risk assessment and the approval of the IC. A VCP must be established at both ends of a lane-controlled transit.

2.4.4 Restricted Access to Area of Operations

The IC needs to exercise caution when allowing persons access through full and partial road closures.

Due to circumstances specific to the emergency it may be the decision of the IC to not allow anyone, including emergency service and support organisation personnel into an affected area due to safety concerns. Those same concerns need to be addressed when down grading a Full Road Closure to a Partial Road Closure.

The IC may allow restricted access to an area or specified properties within the incident area for a period of time. A restricted access permit may be validated and granted to allow residents, property owners, business owners, and utility companies (unless escorted) inspecting critical infrastructure/properties to access the designated restricted access area.

Before restricted access is permitted, the IC must be satisfied that the areas being accessed have been subjected to a risk assessment. The identified emerging and residual risks must be managed to an acceptable level prior to community members entering.

It is the responsibility of the HMA to develop and maintain a restricted access permit system (RAPS) for their hazard/s, for use by the IC or Controlling Agency as required.

The SEMC's Restricted Access Permit System Guideline should be used by HMAs when developing agency specific internal RAPS for their hazards.

The statutes referred to in this guideline provide for the common right of entry to be denied provided the powers cited in these Acts have been evoked, e.g. an emergency situation has been declared, a lawful direction has been given or dangerous goods create a dangerous situation and immediate measures are required to avert risk.

When, in the opinion of the IC the risk to safety has been mitigated to an acceptable level but the incident scene needs to be preserved for the purposes of coronial or evidentiary investigation, a system of restricted access may be established by the IC in consultation with WA Police Force.

When deciding to allow people to enter an area affected by an emergency the IC will consider:

- The immediate need

- The risk to vulnerable people and others
- The risk of emergency conditions changing.

The system utilised for restricted access may vary dependent on the circumstances of the emergency and will be in accordance with the ICs decision and approved procedures.

Persons failing to meet restricted access requirements should be denied access as with a Full Road Closure.

An Aide Memoire has been developed to assist personnel at the VCP, and is available at Appendix D.

2.5 Traffic Management Planning

Traffic management planning should be conducted in consultation with the asset owner to ensure the suitability and capacity of alternative routes. The strategies described below should be considered when developing the traffic management plan (TMP) for an emergency.

2.5.1 Vehicle Control Points

The use of VCPs as detailed above provides the IC the ability to control access to an incident area where this is essential for personal safety.

Where it is impractical / unsafe to establish a VCP [cyclones, floods etc.] the IC may close a road.

2.5.2 Closed Road

Roads may be closed for a variety of reasons, such as road works, special events or emergency incidents. The Commissioner of Main Roads provides delegated authority to close roads for these purposes.

At a minimum a "Road Closed" sign, under the Australian Standard for Traffic Management AS1742.3:2019 Traffic Control for works on roads, as specified by Main Roads WA at <https://www.mainroads.wa.gov.au/technical-commercial/working-on-roads/>, is to be used. The closed road may or may not be staffed. Any road user breaching the closure may be subject to prosecution.

Traffic Controllers in attendance at a road closure do not have the authority to prevent access, but may take details of the registration plate number of any road user who breaches the closure for subsequent prosecution. In an emergency, Traffic Controllers confronted by road user's intent on breaching the closure should warn the driver that:

- Passing the road closure could lead to danger
- Breaching the road closure is an offence under the relevant legislation
- Their vehicle registration and driver description is being noted.

Details of the breach should be reported to the IMT or Police Commander immediately.

A range of other strategies may be utilised in Traffic Management Planning as per the 'Traffic Management Plan' template at Appendix A to control the flow of traffic. These include:

- Detours
- Side Track Diversion
- Variable Message Signs (VMS)
- Traffic Signals

- Road Signage
- Traffic Maps.

2.5.3 Detours

Detours are the most effective tactic to avoid access to the incident site and maintain traffic flows. There are three classifications of detour, an **All Vehicle Route**, a **Light Vehicle Route**, and a **Heavy Vehicle Route**. **All Vehicle Routes** bypass all vehicles around the incident site whereas different routes can be identified for **Light** and **Heavy** vehicles. Detours will entail additional road distances to be traversed but pose less risk and lost time in the longer term. Heavy vehicles routes in particular may involve considerable additional kilometres of travel.

2.5.4 Side Track Diversion

Where an incident blocks a major road over a short distance (+ – 200 metres) and the duration of the road block may be extensive, MRWA may create a side track diversion. This tactic may also be employed where the road asset pavement or structure is damaged. This exercise involves considerable expenditure and also involves permission from the resident, lessee or traditional land owner. The decision by the IC to implement this option should be made in consultation with MRWA.

2.5.5 Traffic Signals

Throughout Western Australia (WA) all traffic signals are configured and changed through the MRWA Road Network Operations Centre (RNOC). This centre can, at the request of the IC change particular signals to “flash yellow” or provide “through, left or right turn” preferences or adjust signal times.

2.5.6 Road Signage

All road signage in WA is covered by the *Main Roads Act 1930*. The signs are designed to permit maximum visibility and interpretation by road users. Australian Standard AS 1742.3 – 2019 specifies the size, colour and shape of all signs. Temporary signs are required to be displayed during certain circumstances such as road works, special events and may be used during emergency incidents. Details of the signs for these applications are found at www.mainroads.wa.gov.au.

2.5.7 Traffic Management Plan Mapping

Where possible, Traffic Management Plans (TMP) should include one or more maps. These provide a visual representation of the TMP and clear guidance to all responding emergency management agencies. They can also be posted on websites for public information. MRWA regularly updates road GIS datasets and can provide this service to the IMT upon request.

2.6 Public Information

The IC is responsible for the provision of public information with respect to traffic management strategies during an emergency. This advice should be distributed in accordance with the State Support Plan - Emergency Public Information and through a range of mediums.

Information and instructions to be delivered to the public should be documented in the Incident Action Plan approved by the IC.

Public information advice should include:

- The location of the road closures (road names)

2.0 | TRAFFIC MANAGEMENT OPERATIONS

- Anticipated duration of disruption
- Alternative route details (including heavy vehicles)
- Road conditions, advice and warning relating to the use of alternative routes
- Instructions to the public.

2.6.1 Traffic Broadcasts and Notifications

Traffic broadcasts and notifications are a valuable tool to provide road user information to motorists and may be used as a primary tactic in support of a Traffic Management Plan. Communication with road users makes use of radio, television, the internet, variable message signs and social media to inform the public and encourage users to avoid areas of congestion or incidents.

2.7 Reopening the Road

The IC has final authority to return the road to the asset owner. The principles and process for re-opening roads, closed during the incident response, are addressed below:

2.7.1 Principles

- Road clearing and re-opening process should be considered at the beginning of the incident.
- Authority to re-open the road rests with the asset owner, after it has been safely returned from the IC.
- A risk assessment must be completed by the IC in consultation with the asset owner prior to any decision to re-open a road.
- Roads may be re-opened progressively.
- Generally, roads should NOT be re-opened during hours of darkness.
- The practice of alternately closing, then opening roads should be avoided.
- Intelligence sharing across stakeholders is critical to effective and timely decision making in re-opening roads.

2.7.2 Process

1. IC determines that the road can be safely returned to the asset owner
2. IC formally returns road to the asset owner
3. The asset owner formally accepts control from the IC
4. Asset owner conducts a full safety survey of the road, if necessary in company with a HMA or Controlling Agency representative
5. Asset owner assesses damage to road pavement, structures, lines and signs
6. Based on the damage assessment, the asset owner may:
 - i. Re-open the road without restriction at a time specified and removes detours
 - ii. Maintain the road closure due to critical damage to infrastructure and maintains the established detours

- iii. Re-open the road with specified vehicles class restrictions
- iv. Re-open the road with speed restrictions
- v. Provide public notification of the road status and condition.

The process above is particularly relevant to road networks affected by cyclones and flooding.

2.8 Road user welfare

Road closures are normally set up at locations which afford the road user personal support services such as fuel, food, water, accommodation, amenities and communications. This is a particular consideration where the road network provides limited scope for effective detours.

However, there are circumstances where large numbers of road users can be “trapped” at road closures for long periods in extreme temperatures. In these cases, the personal welfare of road users becomes an issue. The following should be considered by the IC as part of the Traffic Management Plan.

1. Where possible, establish VCPs at **a roadhouse or a town location** and “hold” ALL vehicles at this location.
2. Where road users have passed the nearest source of support services and have been “trapped” at a road closure:
 - If possible, locate the VCP at a rest point or turn-around point.
 - Direct road users to return to the nearest town or roadhouse if the closure is to exceed 8 hours.
 - Where necessary, arrange assistance to manoeuvre vehicle turn-around (off road if necessary / possible).
 - Where the above cannot be achieved (e.g. large trucks), assist people to a place of safety, if possible
 - Include road users in the catering logistics of the on-scene response, e.g. amenities
 - Arrange to regularly provide information, check health issues and assess further support requirements.

The Department of Communities is responsible for coordinating the provision of emergency relief and support services to people affected by an emergency or disaster where required in accordance with State EM Policy section 5.9.5, State EM Plan section 5.54 and the State Support Plan - Emergency Relief and Support.

An evacuation centre may be established for the purpose of providing emergency relief and support services to affected persons and can include emergency catering and accommodation. Evacuation centres should be established in accordance with the relevant local government’s local emergency management arrangements.

The activation of the State Support Plan - Emergency Relief and Support will be at the request of the HMA or Controlling Agency or by the State Relief and Support Coordinator. The level of response will be determined by the State Relief and Support Coordinator on the basis of information supplied by the HMA or Controlling Agency.



Appendices

Appendix A: Traffic Management Plan Template

An interactive template can be found in the Emergency Management Tools section on the [SEMC website](#). The template includes the following information:

1. Overview
 - i. Incident type/name
 - ii. Incident Controller
 - iii. Operational period dates
 - iv. Date completed
 - v. Time completed
 - vi. Plan number
 - vii. Area of Operations
 - viii. Web/EOC/other incident management system reference
2. Situation
 - i. Describe the situation or emergency leading to the need for Vehicle Control Points (VCPs) to be established:
3. Mission
 - i. Describe the mission in this traffic management plan:
4. Execution
 - i. Roles
 - a. Hazard Management Agency (HMA):
 - b. Controlling Agency (if different to HMA):
 - c. Incident Controller (or Police Commander with incident control if 'Police' hazard)
 - d. Police Commander
 - e. Main Roads WA representative
 - f. Local Government representative (with responsibility for local roads)
 - g. Local and/or District Emergency Coordinator(s)
 - h. Other relevant contacts:
 - ii. Authority
 - a. Legislative authority to close the road(s) (Refer to Police Request for Assistance form if applicable.)
 - b. Actions required for breaches of VCP(s) (Expectations supported by legislation & consistent with public messaging.)

- iii. VCP Register - All active VCPs to be updated in the Annex of this plan as circumstances change throughout the incident response. Additional pages to be added as required.
 - a. Is the Restricted Access Permit System (RAPS) activated? YES / NO
 - b. If yes, location of RAPS issuing unit
 - c. Location of VCP(s) designated as RAPS entry and/or exit points
 - d. Conditions (including re-entry)
 - e. RAPS Unit Leader (DFES)
5. Administration and Logistics
 - i. Incident Staging Area location (or VCP staging area, if different)
 - ii. Welfare arrangements for VCP operators
 - iii. Emergency relief and support arrangements for public at VCPs
 - iv. Evacuation Centre location (if applicable)
 - v. Shift relief arrangements
 - vi. Other
6. Command and Communications
 - i. Controlling Agency's lead officer for traffic management - E.g. Traffic and Access Management Officer (DFES)
 - ii. VCP Commander / Supervisor mobile(s) - For each agency providing VCP operators:
 - iii. Radio Channel(s)
 - iv. Other (e.g. satellite phone)
7. Safety
 - i. Risks and impacts: (known or anticipated) associated with VCPs for this incident and controls in place to mitigate - Risk of direct/indirect (consequential) impact from incident and from road users, any Controlling Agency warnings
 - ii. VCP operators safety briefing - Minimum safety standards, dynamic risk assessment, emergency warning system (e.g. Red Flag)
8. Attachments (as appropriate):
 - i. Map of operational area/VCPs (ideally to show full/partial/RAPS VCPs, vehicle/agency identifiers, signage, light/heavy vehicle detours, staging area(s), etc. Annex A is provided to sketch VCP layout if formal map not yet available).
 - ii. Details of all VCPs in VCP Register (using Annex B template).
 - iii. Public information for VCPs if provided by Controlling Agency (e.g. script for VCP operators or handouts for the public).
 - iv. Police Request for Assistance form (if Police assistance required).

9. Document Information - Name, Agency Date and Time to identify:
 - i. Prepared by
 - ii. Endorsed by - may include WA Police Force, Main Roads WA, Local Government and other agency or organisation
 - iii. Approved by.
10. Annexes
 - i. Annex A: Overview Map of Operation Area relating to VCPs - To be used where a formal map is not available, to indicate relative locations of all VCPs in this Plan.
 - ii. Annex B: VCP Register - includes the following information for each VCP
 - a. VCP number
 - b. Closed between
 - c. Road name(s)
 - d. VCPs to be located at - Location (intersection name) and Staff names, call sign
 - e. To be established as: Full (Default); Partial; With RAPS¹; Without RAPS
 - f. Controlling Agency
 - g. Legislative Authority² to close the road(s): EM Act; BF Act; FB Act; RT Act; MR Act; LG Act; DG Act; Other - (specify)
 - h. Direction/information to be given to the public
 - i. Actions agreed for breaches of VCP
 - j. Specific conditions (e.g. emergency vehicles/personnel allowed through VCP)
 - k. Methods of communication for this VCP
 - l. Anticipated Duration of this VCP.

Notes

1 Restricted Access Permit System (i.e. A partial VCP nominated for this purpose).

2 EM Act - *Emergency Management Act 2005*; BF Act - *Bush Fires Act 1954*; FB Act - *Fire Brigades Act 1942*; RT Act - *Road Traffic (Administration) Act 1974*; MR Act - *Main Roads Act 1930*; LG Act - *Local Government Act 1995*; DG Act - *Dangerous Goods Safety Act 2004*.

Appendix B: Road Opening Assessment

[Summary of Road Opening Assessment to be provided]

- The Incident Controller (IC) is responsible for deciding when and where traffic management will be installed, or closing a road, and returning the road to the asset owner for inspection and reopening.
- Under the Traffic Management Plan (TMP) is the responsibility of the Plans Unit within the Planning Section with cooperation from the Operations Section to work with the Incident Controller (IC) to determine if a road can be reopened. Main Roads WA or a Local Government (LG) may help with this and the Operations Section must work closely with Planning to develop and revise the TMP accordingly.
- The Planning Officer is responsible for preparing forms for approval by the IC to change the status of roads and road closures.
- Roads that are closed will remain closed until such time as a risk assessment by the IC has been completed and an inspection and remedial action can be undertaken. See relevant Hazard Management Agency (HMA) or Controlling Agency risk assessment documentation.
- The decision to change the status of a road closure must be associated with a risk assessment and be authorised by the IC.
- The first stage of the process for reopening of roads can only be authorised by the IC, with the road then returned to the asset owner.
- HMA or Controlling Agency must conduct a full safety survey of the road. Inspection of the fire ground edge, mopping-up and treatment of hazardous trees should be undertaken in daylight hours where possible.
- IC must complete a risk assessment, in conjunction with the asset owner or a network operator. Please use the 'Road Opening Checklist' prior to re-opening the road.
- IC must determine that the road can be safely reopened. Asset owner or network operator conducts a full safety survey of the road, if necessary, in company, with a HMA or Controlling Agency representative.
- IC formally returns the road to the asset owner or network operator. The asset owner or network operator formally accepts control from the IC

Appendix C: Road Opening Checklist

An interactive checklist can be found in the Emergency Management Tools section on the [SEMC website](#).

Opening Road Actions:

- Road/s to be opened (name or subdivision group)
- IC completes risk assessment of roads
- IC determines and approves that the road/s can be safely handed back in consultation with the asset owner
- IC formally returns road to the asset owner or network operator
- The asset owner or network operator formally accepts control from the IC
- Asset owner or network operator conducts a risk assessment including a full safety survey of the road, if necessary, in company with a HMA or Controlling Agency representative
- Asset owner or network operator assesses damage to road pavement, structures, lines, and signs

Actions the asset owner or network operator may take, based on the risk assessment:

- Re-open the road without restriction at a time specified and removes detours.
- Maintain the road closure due to damage to infrastructure and maintains the established detours.
- Re-open the road with specified vehicles class restrictions
- Re-open the road with speed restrictions
- Provide public notification of the road status and condition.

Appendix D: Traffic Management Aide Memoire

This aide memoire can be found in the Emergency Management Tools section on the [SEMC website](#).



Western Australian Traffic Management Aide Memoire

Vehicle Control Point (VCP) Type	Access Level	Access	Rationale	Identification or Authorisation
 Full Road Closure	NO ENTRY Exclusion Zone Emergency Responders Only Access	<ul style="list-style-type: none"> • Fire Services • Other Emergency Services • Essential Services on notification from the Incident Management Team • A person authorised by the Incident Controller or delegate 	<ul style="list-style-type: none"> • Designated area is: <ul style="list-style-type: none"> ○ being; or has ○ likely to be impacted by fire/emergency • Access route is blocked and/or danger of hazards 	<ul style="list-style-type: none"> • Fire unit • Fire Agency ID • Emergency or Essential Services ID • Authority of Incident Controller
 Partial Road Closure	RESTRICTED ACCESS PERMIT SYSTEM Emergency Services and Restricted Access Permit Holders	<ul style="list-style-type: none"> • As Above and • Restricted Access Permit Holders 	<ul style="list-style-type: none"> • Access Route may not be: <ul style="list-style-type: none"> ○ Clear and ○ Danger of hazards may persist ie: fallen trees/powerlines 	<ul style="list-style-type: none"> • As Above and • Restricted Access Permit Holders

Refer all other enquires relating to access permits to the Incident Management Team



Western Australian Traffic Management Aide Memoire

Emergency Access Permits, Stickers, Valid ID and Essential Services Examples



Permits and Stickers



Essential Services Identifying Logos



Valid ID Samples

Traffic Access Management Officer Checklist

- Incident Controllers (IC) may prohibit movement within, into, out or around an incident area, direct an evacuation and remove persons from an area, close roads, access routes or waterways either fully or partially.
- IC may appoint / request a Traffic Access Management Officer (TAMO) under the Planning and Operations Function of the Incident Management Team (IMT).
- IC, in conjunction with the TAMO's or the planning section, identifies a requirement for Restricted Access Area/s, Permits and Restricted Access Area entry and exit point/s.
- TAMO's arrive on site for planning purposes ahead of a Restricted Access Permit (RAP) team/unit. Note - to ensure a full risk assessment and associated actions are carried out this may be the day before a RAP team is deployed.
- TAMO commences a Traffic Management Plan, a risk assessment (in conjunction with a Safety Advisor) and utilises any Standard Operating Procedures relevant to a RAP system.
- TAMO consults with WA Police Force and traffic management controller.
- TAMO provides risk assessment including actions undertaken to ensure roadways are safe to Incident Controller for approval.
- IC approves Restricted Access Area.
- TAMO requests on behalf of the IMT a cadre of trained personnel for the issuing of Restricted Access Permits i.e. (RAP team).
- Permit conditions determination is made by the IC, with consultation from the Local Emergency Coordinator.
- TAMO Operations briefs the Restrict Access Permit Team/Unit (RAPU) as to conditions for permits to be issued.
- Vehicle Control Point (VCP) location or locations are established and staffed to allow for Restricted Entry.
- RAPU reporting to the TAMO Operations issues RAP's utilising a permit sticker, a paper permit, or an ID card (see examples on Page 2) via Restricted Access Area Issuing Point at a community facility such as an evacuation centre or community centre.
- Identified VCP must have an VCP officer, entry and exit permit officer. It is preferred that an identified VCP have a WA Police Force officer in attendance, where possible.
- Community must be notified via the Public Information Officer or Community Liaison Unit about the location and details of the VCP for restricted access.

Appendix E: Vehicle Control Point Operators Checklist

An interactive checklist can be found in the Emergency Management Tools section on the [SEMC website](#). The Vehicle Control Point Operators checklist includes the following fields:

1. Overview
 - i. Incident type/name
 - ii. Incident Controller
 - iii. Operational period dates
 - iv. Date completed
 - v. Time completed
 - vi. Completed by.

As an operator of a VCP you should be briefed on the following for your VCP³:

2. Vehicle Control Point information
 - i. VCP number
 - ii. Closed between
 - iii. Road name(s)
 - iv. VCPs to be located at - Location (intersection name) and Staff names, call sign
 - v. To be established as: Full (Default); Partial; With RAPS⁴; Without RAPS
 - vi. HMA or Controlling Agency
 - vii. Legislative Authority⁵ to close the road(s): EM Act; BF Act; FB Act; RT Act; MR Act; LG Act; DG Act; Other - (specify)
 - viii. Direction/information to be given to the public
 - ix. Actions agreed for breaches of VCP
 - x. Specific conditions (e.g. emergency vehicles/personnel allowed through VCP)
 - xi. Methods of communication for this VCP
 - xii. Anticipated Duration of this VCP.
3. Confirmation of VCP arrangements
 - i. VCP meets minimum standards (1 vehicle/2 personnel; 2 escape routes; 2 methods of communication; safe conditions)
 - ii. Risks/impacts specific to this VCP

Notes

³ Ideally BEFORE deploying – if not, ASK for this information ASAP

⁴ Restricted Access Permit System (i.e. A partial VCP nominated for this purpose).

⁵ EM Act - *Emergency Management Act 2005*; BF Act - *Bush Fires Act 1954*; FB Act - *Fire Brigades Act 1942*; RT Act - *Road Traffic (Administration) Act 1974*; MR Act - *Main Roads Act 1930*; LG Act - *Local Government Act 1995*; DG Act - *Dangerous Goods Safety Act 2004*.

- iii. VCP operator understands dynamic risk assessment (Including what changes should be reported & when VCP needs to be moved)
- iv. Welfare arrangements for this VCP (Rest breaks & refreshments for VCP operators & any arrangements for affected public.)
- v. Frequency of briefings (reporting rhythm) (How & when will VCP operators be updated for situational awareness)
- vi. Planned handover for VCP operators (Time expected that VCP operators will be replaced by other personnel)
- vii. Radio channel(s) to be used
- viii. Agency Commander / VCP Supervisor (contact details) (Supervisor for VCP operators at this VCP during this incident (to include phone number)).

4. Expected Road Layout (Mark as Appropriate).

