

challenges in Winter Service delivery 2018 onwards

Richard Hayes CEng FIHE
DMS

Chief Executive IHE

Issues to be raised

- revised code of practice
- Revenue funding crisis
- Skills and succession planning
- Role across a wider remit

Revised code of practice

- Effective from October 26th 2018
- Risk based approach
- Review of policy essential
- Litigants waiting in the wings

Revenue funding crisis

- Revenue down substantially
- Finance officers challenging budgets
- Lack of contingency
- Insurance sector concerns
- Increased public awareness and scrutiny

2019 revenue funding

- Authorities going broke
- Services standards under threat
- Other services with 'greater demands'
- Capital funds being used creatively
- Haemorrhaging good staff
- Statutory duty to maintain

Code of Practice changes

- Risk based approach across all services
- Competence standards
- Less prescriptive
- No minimum standards
- Resilience
- Emerging technologies need to be used

Why does it matter?

- Section 41 duty
- Basis of ability to defend 3rd party claims
- RBA wont be easy but good guidance available

Will it be an improvement?

- Authorities set their own standards
- Affordability can be factored in
- Prioritises asset management
- Confirm maintenance policy
- Informs investment decisions

Wider responsibilities

- Part of civil emergency process
- Exercise potential situations
- Awareness of duty
- Involve senior staff and members

What should you do?

- Consistency with other authorities
- Need good data
- Appetite for risk defined
- Enhance asset management skills

What should be done for winter services ?

- Review of 2017/8 essential
- Resilience levels defined
- Policy review with members
- Evidence crucial
- NWSRG review of App H will assist

You've been listening to

- Richard Hayes CEng FIHE DMS
- Chief Executive IHE,

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Legal Briefing

Minimising exposure to winter Court action

Adrian Runacres

NWSRG

NATIONAL WINTER SERVICE RESEARCH GROUP

Top Winter Service Issues

- Changing conditions overnight
- Timing of operations & speed of reaction
- Not (quite) doing what was instructed
- Decisions not to treat based on residual salt levels
- Extent of treated network – carriageways but also footways & cycleways
- Bridge decks and other ‘cold spot’ treatment
- **Drainage (maintenance of)**
- [interestingly, although it does come up from time to time, this list does not include instructed spread rates]

A Robust Defence

An Authority must be able to demonstrate that:

- Their policy was well considered and reasonable;
- Their management system was capable of meeting policy, was effective and was applied consistently;
- Their decision making was reasonable and took into account all potentially pertinent information available throughout the period leading up to the collision, i.e. This includes monitoring;
- Their actions were in keeping with their decision making.

A Reasonable Policy

- Preferably follows national guidance;
- At least takes national guidance into account and, where 'departures' occur, reasonable practices appropriate to that area are implemented instead;
- Is preferably similar to the policies of neighbouring authorities;
- Is preferably formally approved by Elected Members;
- Was preferably developed following stakeholder consultation exercises;
- Is publicised.

Case 1

- Collision between LGV and motor car on a Principal 'A' Class road at around 07:30hrs on a week day morning in January.
- Carriageway was adversely affected by a large area of 'black ice' (glaze ice) that extended for approximately 50 metres in one traffic lane (Police photos and witness evidence)
- RSTs of down to -4C following evening showers had been predicted in forecasts received by the Authority
- Decision was taken to pre-salt following the showers using 10g/m² and then to monitor with 'Stand-To' in the morning (from 06:00hrs)

Case 1

- This decision was consistent with the Winter Plan which only referred to increasing pre-salt spread rates when RSTs were -5C or below (or for snow).
- The data shows that the predicted timing of the showers was accurate, and that the salting operation was undertaken after the showers had ceased.
- The pertinent salting vehicle data log also shows that the collision site had been treated with 10 g/m² during the operation.
- The vehicle also had a valid calibration certificate.
- Lowest recorded overnight/morning RST was -3.9C and no reports of adverse conditions were received before the collision occurred.

Case 1

- However, national recommended practice is to increase spread rates at these RSTs when roads are wet.

TREATMENT MATRIX K (De-icer spread rates in g/m²) Good coverage, medium level of traffic, normal loss after spreading			
Frost or forecast frost Road Surface Temperature (RST) and Road Surface Wetness	Dry salting	Pre- wetted salting	Treated salting
RST at or above -2°C and dry or damp road conditions	8	8	7
RST at or above -2°C and wet road conditions	8	8	7
RST below -2°C and above -5°C and dry or damp road conditions	11	11	8
RST below -2°C and above -5°C and wet road conditions	21	21	16
RST at or below -5°C and above -10°C and dry or damp road conditions	20	21	15
RST at or below -5°C and above -10°C and wet road conditions ^o	2 x 20	2 x 21	30

Case 1

- It is 'obvious' that liquid water on the road surface dilutes salt solutions and lessens their effectiveness in preventing ice formation.
- This is, in fact, the most likely reason for the ice to have formed.
- When questioned by their QC in a case conference, the only answer the Authority had as to why their policy did not follow national guidance in this respect was that their experience indicated it was not necessary.
- The case was settled before going to Court.

Case 2

- Collision between two vehicles at around 07:00hrs on a week day morning in February on a Principal Road in a Metropolitan Borough – where the road passes an area of fairly open ground (a cemetery).
- Carriageway was clearly adversely affected by a heavy hoar frost (Police photos and witness evidence)
- RSTs of down to -5C and a heavy hoar frost had been predicted in forecasts received by the Authority
- Decision was taken to pre-salt in evening and re-salt in the morning – both operations using 15g/m²
- Spreading vehicle data log records show that the site was treated at 19:48hrs and again at 06:13hrs

Case 2

- All the depot records and staff timesheets etc relating to the operation referred to a 15g/m² spread rate (both instructed and applied)
- The route plan in the Winter Service Policy document indicated that the route required 4.5 tonnes of salt to treat at 10g/m² and 9 tonnes at 20g/m²
- This would indicate that it would require 6.75 tonnes at 15g/m²
- Salting fleet was fairly old and exhibited significant numbers of faults, as demonstrated in maintenance records
- Calibration records were incomplete

Case 2

- Weighbridge records indicated that the vehicle had spread 3.6 tonnes in the evening operation and 4.2 tonnes in the morning operation
- Records of previous operations, undertaken during the month leading up to the date of the collision, indicated that too little, and varying, amounts of salt had been spread on this route throughout the whole of that period
- And this appeared to be the case on other routes too
- This situation had not been identified or queried by anyone at all
- Case was settled before getting to Court

Case 3

- Single vehicle collision (motorcycle) at around 06:20hrs on a Saturday morning on an urban main road
- Area of 'black ice' (glaze ice) on carriageway
- Police photos show an area of flowing water and ice in a distinct and narrow strip, extending from a driveway of a residential property on one side of the road to a drainage gully on the opposite side (It was on a bend, so the carriageway was superelevated)
- It had been a wet period generally leading up to that date but there was no precipitation during the previous afternoon, overnight or during the morning

Case 3

- Forecast had been for sub-zero RSTs, hoar frost and a 'risk of ice in damp or wet areas'
- Decision was to pre-treat during the evening and to patrol during the early morning
- Records show that the route was treated during the evening but that the morning patrols did not visit this location
- The driver of the pertinent salting vehicle made no record of observing any ice or water flowing across the road during the evening operation
- The amount of water involved would readily have negated the salt application in a relatively short period of time

Case 3

- Unfortunately, there was a long history of problems of water flowing onto the highway at this location
- The Authority had been aware of the issue and, about three years prior to the collision, had undertaken improvement works on the land owned by the frontager (with their permission) to solve the problem
- These works included the construction of a gully and a pipe system to feed the water into the underground highway drainage system before it reached the highway

Case 3

- Even more unfortunately, there were no records to indicate that, after these improvement works had been constructed, they had ever been inspected
- And the gully was not included in any routine gully cleansing schedule
- There was a deal of witness evidence stating that, prior to the collision, water had been flowing onto the road fairly continuously for about a week
- A Safety Inspection had been carried out on the morning of the day before the collision and did not record any problems at the site

Case 3

- The case was settled on the basis that, once the Authority had carried out improvement works at the site, it then had a duty to maintain them
- It was also felt that, because the collision had occurred and that ice was present at that time, the Court would prefer the witness evidence from the locals about the water flow over the previous week or so, rather than that of the Safety Inspector and salting vehicle driver

Case 4

- Snow and ice on a suburban street (collision was outside a Council run Home for the elderly and approx 100 yards from a Primary School) at 07:50hrs on a weekday
- It was on a 'Secondary' route
- Forecast = RSTs below 0C from 1800hrs to 1000hrs : min of -3C
- Snow around dawn, with accumulations up to 2cm

Case 4

- The decision was taken to treat Primary and Secondary Routes in the evening at 20g/m²
- Plus a re-treatment at 20g/m² in the morning before 0700hrs
- Plus drivers remaining in the depots after the morning operation whilst conditions (snowfall) was monitored

Case 4

- However, the pertinent road was not treated in either operation
- Secondary routes were 'planned' some time previously and consisted solely of marked up maps showing the lengths of road to be treated – not actual 'routes'
- Contractor & Client did not liaise and it is clear that parts of the Secondary network were routinely missed out in operations over a number of seasons
- This was not identified by the Client

Case 4

- There was a history of contacts from the school and the Care Home to the authority
- However, their concerns were always answered with 'it's already on the Secondary network' etc
- After the incident, the Client side wrote a letter to the Contractor, copying in the school and care home, asking the Contractor to 'spot' salt the area 'when snow and ice were forecast' (whatever that means !)
- The Contractor actually put it onto a Primary salting route (because this was easier to manage)
- But didn't tell the Client !
- Case was settled before getting to Court



Thank you

Adrian Runacres

NWSRG

NATIONAL WINTER SERVICE RESEARCH GROUP



www.southglos.gov.uk



Department
for Transport



South Gloucestershire Challenge Fund and Cycle Ambition Fund

- The Challenge Fund A4174 scheme was coordinated and delivered by South Gloucestershire Council which was awarded £14 million pounds from the Department for Transport.
- This scheme focused on the maintenance of the A4174 Avon Ring Road, the busiest road in our network which carries 55,000 vehicles a day and 500 cyclists.
- The ring road links many major employers including the Ministry of Defence, Royal Mail, Rolls Royce and Airbus with the north Bristol fringe as well as the M4, M5 and M32.
- It was imperative that we kept traffic flowing during the works.

Bromley Heath Viaduct – structural repairs

- The Bromley Heath Viaduct was constructed in February 1966 as a single carriageway road over the River Frome and in 1988 was upgraded to a dual carriageway.
- Routine inspections found the viaduct needed:
 - pier strengthening
 - bearing and hinge replacement
 - drainage improvements
 - water proofing
 - parapet replacement
 - concrete repairs



Bromley Heath Viaduct – cyclist and pedestrian improvements

- We were also successful in bidding for funding to improve cycling and pedestrian provision.
- To do this, we widened the southern viaduct by 2 meters by constructing a cantilever composite bridge.
- We installed a new safety barrier between the path and the carriageway, which will reduce the risk of collisions with vehicles.
- The scheme provides a high standard and safer shared use facility and two way path.





Bromley Heath viaduct

from South Gloucestershire Council



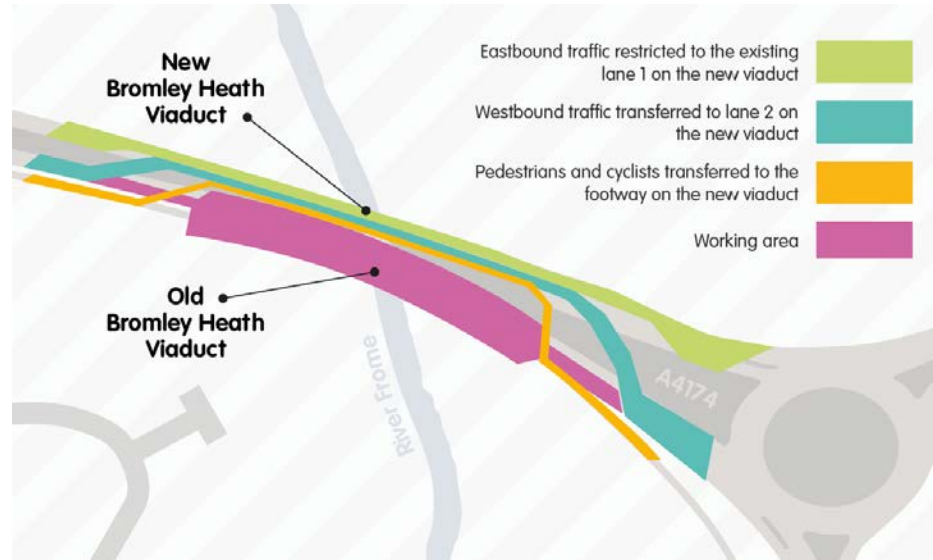
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HD vimeo

Bromley Heath Viaduct – traffic management

- The extent of the work required **the southern viaduct to be completely closed to all traffic for the duration of the project** and we built a contraflow to take all traffic on to the northern viaduct.
- This halved capacity of the ring for the duration of the works – a total of 33 weeks starting in July 2017 to April 2018 (CHECK weeks)

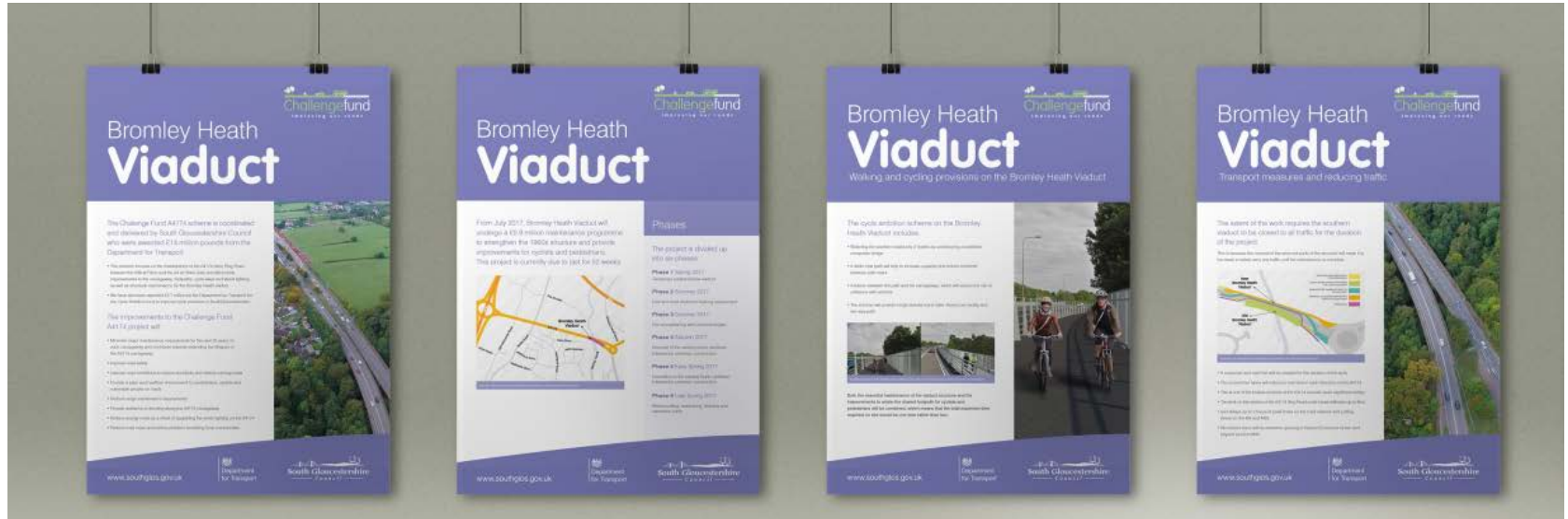


Bromley Heath Viaduct – early engagement

- We held on site and stakeholder meetings while in the planning stages of the works, up to a year in advance.
- 19 resident meetings took place before the works
- The team attended roadshows and exhibitions at major employers in the area

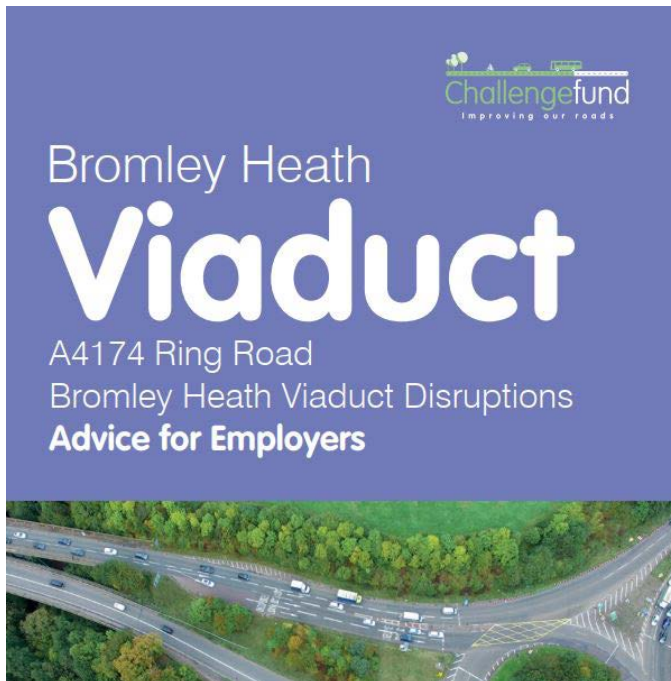
Bromley Heath Viaduct – providing the facts

Thousands of flyers were printed, information boards, bannerstands and feedback forms were all available at our public events.



Bromley Heath Viaduct – toolkits

We provided toolkits for businesses, schools and Highways England full of advice on how to minimise disruption



What your school or college can do to minimise the impact



Clear and wide communication

Spread the message far and wide. Engage your senior management team and cascade the information to all staff, parents and the wider school community. Update your website and staff intranet and noticeboard with information. Update guidance for new starters and visitors.



Internal point of contact

Expect an increase in staff and parents reporting travel problems and make sure they have a clear person or place to go for help or referrals to other available support.



Core hours and flexible working

We realise teachers and support staff cannot work from home but consideration could be given to holding staff meetings at lunchtime to allow more time to get to work in the mornings. As an employer you can help staff avoid peak times by implementing a flexible approach that allows staff to work from home after lessons have finished, avoiding the evening rush hour.



Reduce trips made by car and promote other modes

The works are an opportunity for those living more locally to travel more actively, bringing a number of benefits to your staff and school community as well as reducing the number of vehicles travelling to your site. Make it clear that cycling and walking access will not be impacted by the works. Offer cycle storage facilities, encourage parents to launch a walking bus for pupils living locally. Ensure staff and parents are aware of the support the council can offer to encourage journeys to be made by walking, cycling or public transport – the Travelwest roadshow team and Road Safety Team are available to come to your site to provide more information and advice for staff, parents and pupils.

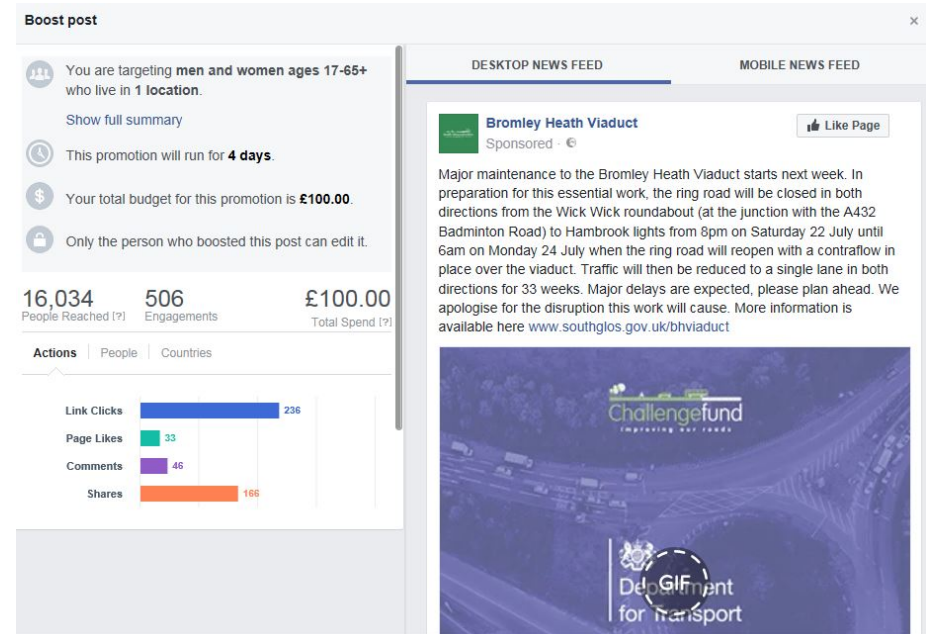


Reducing business travel

Encourage staff and visitors to consider whether business journeys through the works are essential. Journeys could be avoided through tele-conferencing or arranging in-person meetings to take place in an alternative location.

Bromley Heath Viaduct – social media

- We posted warnings of the upcoming works on Facebook and Twitter
- We used boosted posts to reach our target audience
- We created a GIF to catch people's attention
- We sent suggested social media posts to employers, stakeholders and schools
- We posted on our intranet and encouraged other organisations to do the same



Bromley Heath Viaduct – dedicated Facebook page and newsletter

- As well as the council's main corporate social media accounts, we established a project Facebook page which had 1,500 followers
- Here we provided detailed updates of the works and weekly photographs
- A regular e-newsletter was also sent out via Mailchimp



1,668 likes +1 this week



2,344 follows

Bromley Heath Viaduct – radio advertising

To make sure people knew about the works, we ran adverts on two Bristol radio stations:



- Our Heart FM advert reached 270,000 people each hearing the clip 6.1 times
- The Smooth FM reached 70,000 listening each hearing it 8.5 times

Heart FM also live reported from the Viaduct and repeatedly mentioned the works in their morning and afternoon traffic bulletins

Bromley Heath Viaduct – spreading the word

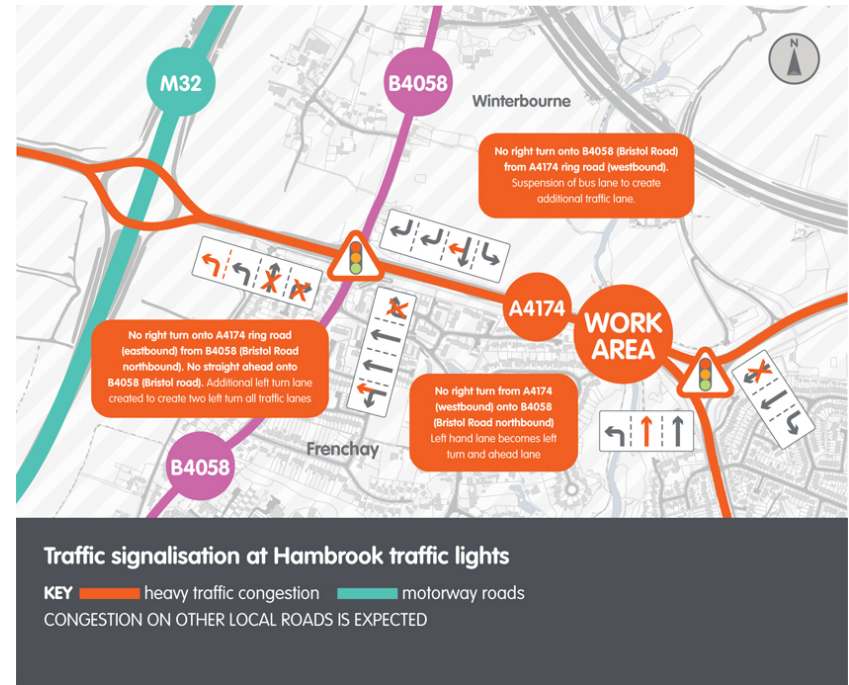
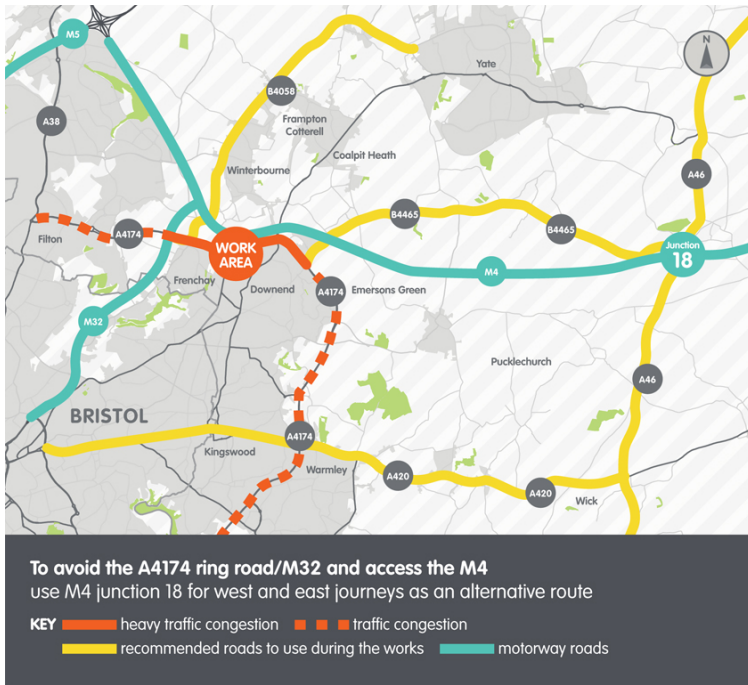
Will it cause delays?

The southern viaduct will be closed for the duration of the work and the northern viaduct will be used as a contraflow for vehicles, pedestrians and cyclists. This project is currently due to last for 52 weeks.

There will be a significant impact on journey times with queuing expected to Emersons Green in the east and beyond the ring road junction with the M32 in the west.

- In order to make people take notice of these works, we gave out stark predictions of the traffic jams IF people did not change their travel habits
- We urged people to consider:
 - their time of travel
 - mode of travel
 - their route
- And we provided people with advice and support

Bromley Heath Viaduct – helping to keep people moving



We issued maps advising people how best to avoid the works

Bromley Heath Viaduct – going the extra mile

What did we do to help the public?

- opened a new Park and Ride site early to allow more people to use public transport
- promoted our free loan cycle scheme to try a bike before buying
- offered grants to employers investing in cycling facilities for staff
- encouraged companies to relax core hours and allow more home working
- Gave away hundreds of free high visibility vests, bike lights and offered free bike checks at a number of cycling events



Bromley Heath Viaduct – going the extra mile



We held a number of guided tours of the viaduct site for residents, students and local groups and clubs



The schools most affected by the works were invited to contribute to a time capsule, buried next to the viaduct to be opened in 50 years

Bromley Heath Viaduct – what did people think?

- ***Business***

“Well done Bromley Heath Viaduct - great communication with the community before starting and helping with our concerns and also throughout the project.”

- ***Resident***

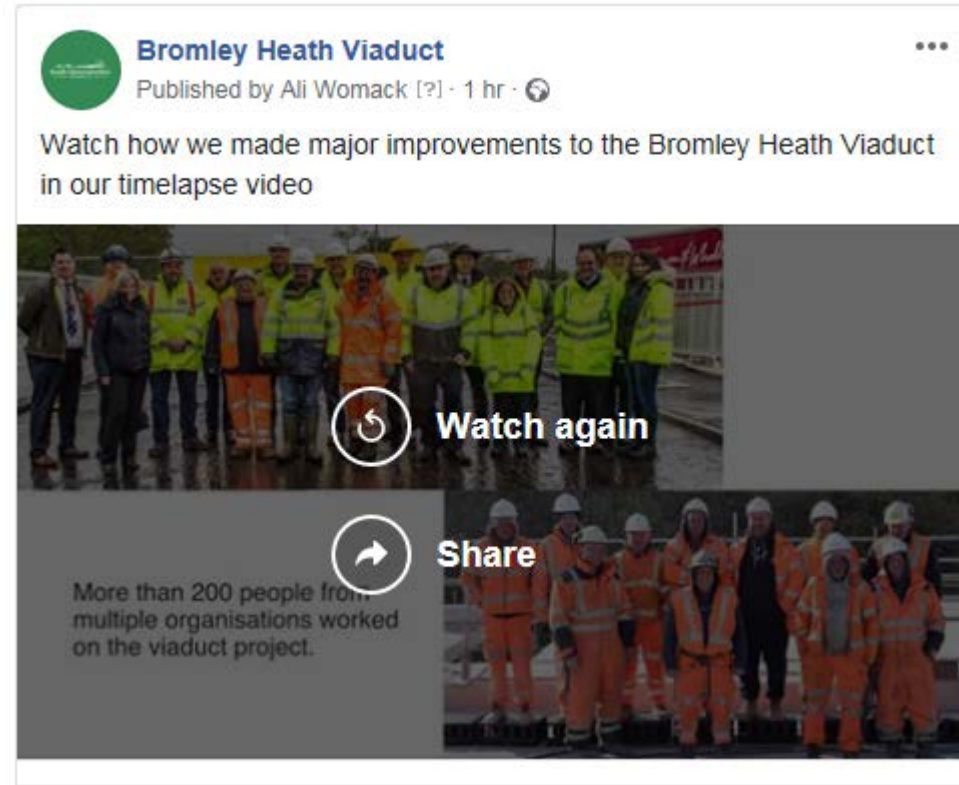
“The roadworks encouraged me to start cycling to work, which I'm still doing a year later and I'm now benefitting from the new bridge too. Well done on a well managed project with good communication on progress too.

- **Evaluation survey**

“Excellent communication which was very much appreciated.”

Bromley Heath Viaduct – more information

- From timelapse cameras located on the viaduct, we created a short video summarising the project:
<https://vimeo.com/291861204>
- More information and press releases can be found at
www.southglos.gov.uk/bhviaduct



Bromley Heath Viaduct

This scheme was one of the biggest and most high profile we as an authority have ever managed.

Despite the disruption and obvious effect on journey times, we managed to turn the negatives into a positive project which promoted sustainable travel options and opened up a two-way conversation with our residents and the travelling public.



Questions?



Best Practice When Procuring TM Services

Alastair Smith

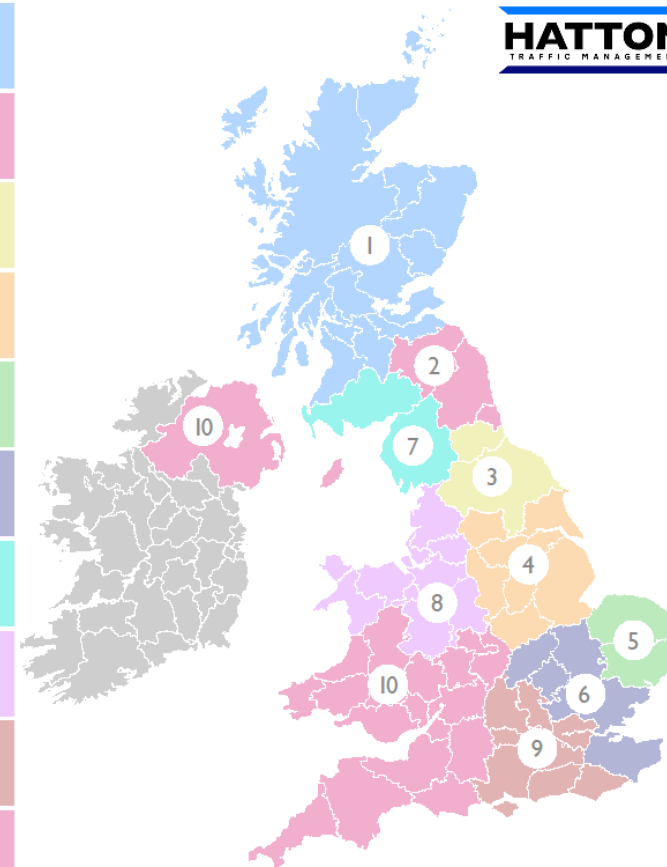


I feel your
pain!

Who are Hatton?

- Established 1976
- 147 Employees
- Turnover - £10m pa
- Traffic Management
- Vehicle Restraint Systems
- Permanent Signs

1	ABERDEEN OFFICE Axiom House, 1 International View, ABZ Business Park, Aberdeen, AB21 0BJ Tel: 01224 795 399
2	NEWCASTLE OFFICE Unit 10b, Brunswick Industrial Estate, Newcastle-Upon-Tyne, NE13 7BA Tel: 0191 236 8060
3	BISHOP AUCKLAND OFFICE Unit 1, Westerton Industrial Estate, Bishop Auckland, DL14 8AH. Tel: 01388 775 542
4	DONCASTER OFFICE Unit 9, Decoy Bank North, Lakeside, Doncaster, DN4 5JR Tel: 01302 369 893
5	NORWICH OFFICE Unit 4, Fransham Farm, Dereham, Norwich, NR19 2JT Tel: 01362 681 954
6	CHELMSFORD OFFICE Temple Wood Industrial Estate, Stock Road, Chelmsford, CM2 8LP Tel: (01277) 841 361
7	CARLISLE OFFICE Unit 1B, Western Bank Industrial Estate, Wigton, CA7 9SJ Tel: 01697 369 260
8	WARRINGTON OFFICE Unit F, Hoyle Point, Hoyle Street, Warrington, WA5 0LW Tel: 01925 649 700
9	LONDON OFFICE 1 Tilling Way, East Lane Business Park, Wembley, HA9 7NQ Tel: 02039 359 350
10	GENERAL ENQUIRIES info@hattontraffic.co.uk Tel: 0191 236 8060



Best Practice When Procuring TM

- What do you expect when you procure traffic management services?
- How do you measure the quality?
- Are the operatives fully trained and capable of carrying out duties?
- Can you relax knowing the service delivery is as expected?
- Is there a risk to the Council's reputation?
- Are the accreditations of the TM company valid and up to date?
- Did you ensure flexibility within the service delivery model?
- Are your operatives and road users operating in a safe environment?



Safety Issues to Consider

- Tasks – Multitude of roadside tasks / Multi skilled staff.
- Operational staff training.
- Risk mitigation – Planning, design, deployment of service.
- PPE – Suitability for the environment being worked in.
- Signage / Advanced warning protocol.
- RAMS – Risk Assessments / Method Statements.
- Behaviour of road users.
- Communication strategy – Public, Contractor, DLO, Client.

Multitude of Roadside Tasks

- Mindset of operatives.
- Risk assessment awareness / Compliance.
- Pressure of completion – Time factor.
- Supervision.





Perception of Road Users



Manchester City Council - Fined £15k - 2014

Manchester City Council Employee struck by car picking litter on roadside.

HSE findings ; “Manchester City Council had not identified being struck by a car as a risk associated with litter picking so no signs or safe system of work in place, staff had not been given information about controlling or informing traffic about them working on or near the road”

“Council & Contractors Fined”

October 20th 2016

- Liverpool City Council fined £15k and ordered to pay £130k costs.
- Tarmac Trading Limited fined £1.3m and ordered to pay £130k costs.
- Enterprise Liverpool Ltd fined £25k and ordered to pay £80k costs.

“By engaging with the entire project team at the very start of a project, clients like Liverpool City Council, can ensure that good health and safety culture is embodied throughout the life of the project. Ongoing communication and cooperation between the principal contractors and sub-contractors ensures that the project is being adequately planned, managed and monitored”.

Value for Money

- Partnership ethos
- Agreed priorities. (better planning & delivery)
- Communication strategy.
- Shared facilities.
- Using the contractor – more for your money.



- Contractor represents the Client.
- Stakeholder consultation.
- Elected Member / Officer Awareness of contract arrangements.
- Collective involvement in contract delivery.
- Relationship built on trust and dependability.
- Honesty, Flexibility and Reliability.
- Safety standards / Quality / Accreditation.



Make Use of Credentials



Category B2



Management System Evaluation

Health and Safety	100%
Environment	98%
Quality	100%
Corporate Social Responsibility	100%

Onsite Assessment

Health and Safety	100%
Environment	100%
Quality	100%
Corporate Social Responsibility	100%

- What value to put on innovation in the tender?
- What would you want to see that demonstrates innovation in traffic management delivery?
- Is there a potential conflict in giving a contractor more scope for innovative ways of working?
- How do you sell innovation to the Council and it's members?
- What can you get back from allowing innovation to be led from the ground?



Potential Conflict to Proceeding

- **What is getting in the way of 'new thinking' and ideas?**
- Council culture?
- Fear of private sector service creep?
- Lack of resources to consider innovation?
- Traditional mindset?
- Procurement restrictions?



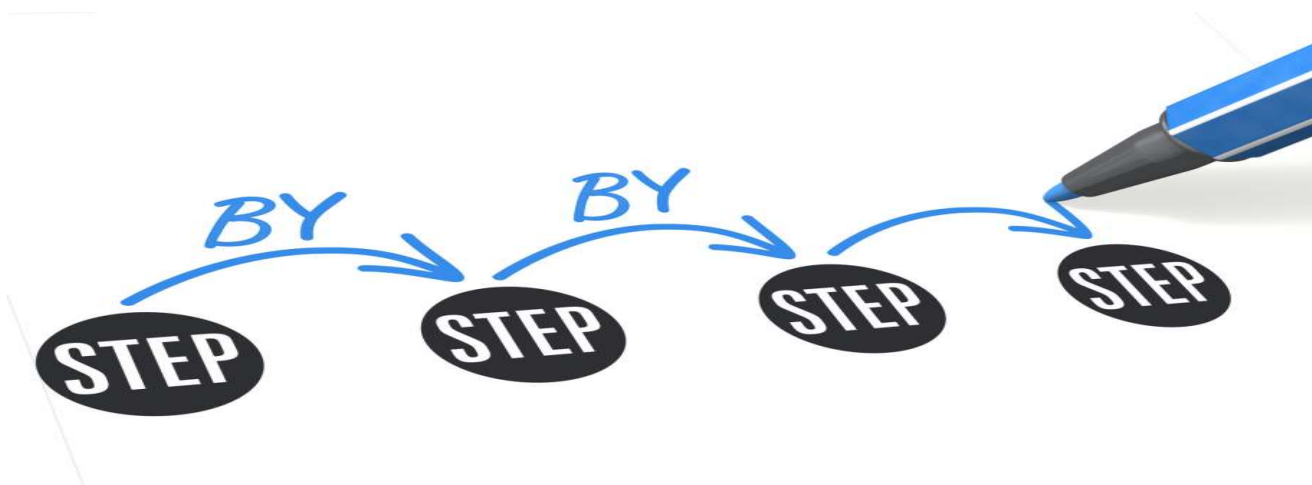
What makes a good contract?

- **JVC** - Working in some councils.
- **PFI** - Not always the panacea it was described to be.
- **Specification contract** – Rigid but controlling?
- **Bill of Quantities** – Know your core costs up front.
- **Partnership** – Incorporating some of the above but relies on degree of trust, honesty and open dialogue.
- **Cultural differences** – Need to understand each other.



The way forward

- Incremental and pre-planned stage approach.
- Clear objectives from the start.
- How do you turn 'You' and 'Us' into 'We'?
- Common goals and objectives.
- Find something that doesn't 'rock the boat' too much to start.





'INSIDE THE CONES'



EXCEPTIONAL

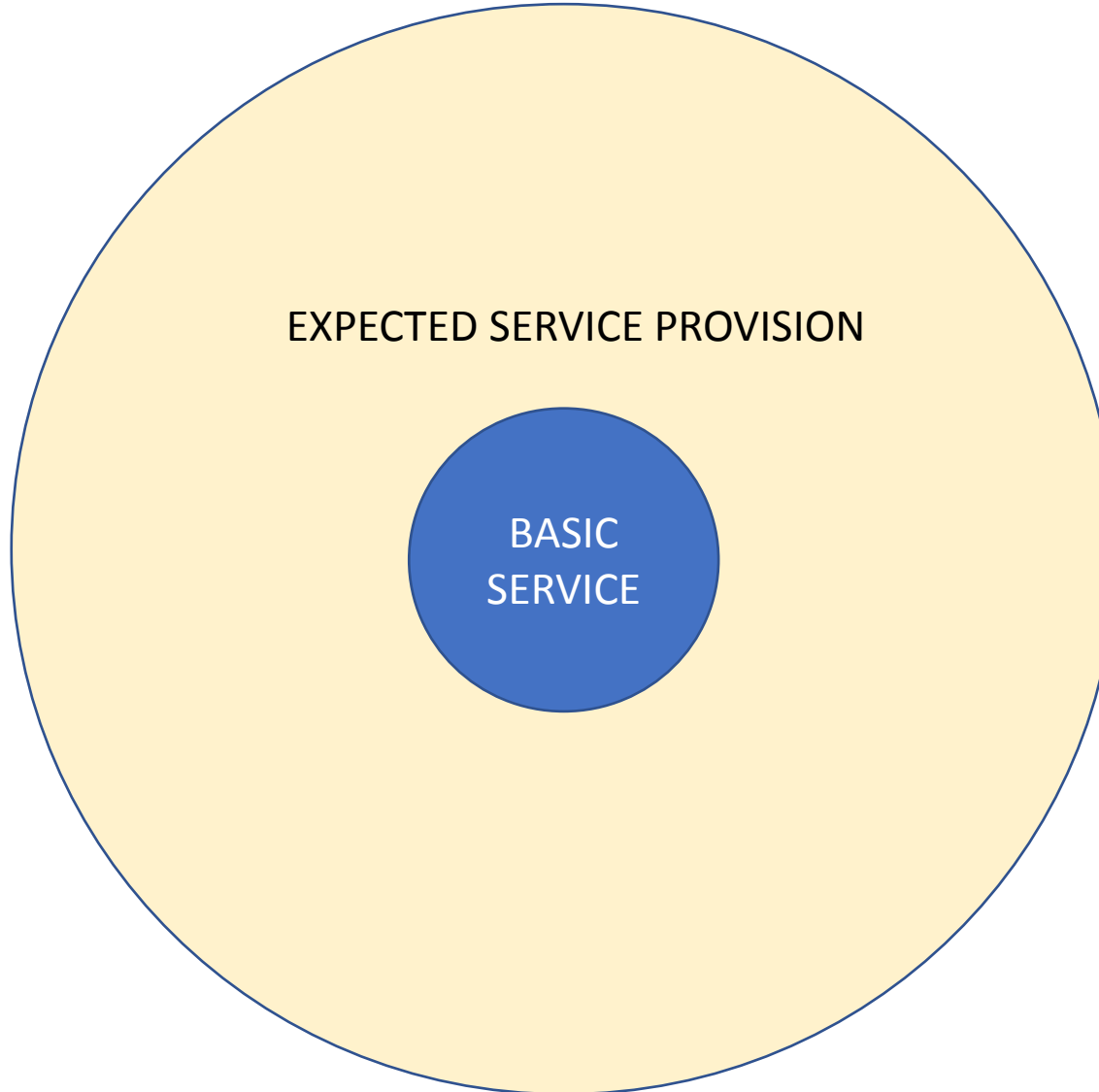
EXPECTED SERVICE PROVISION

BASIC
SERVICE

INCREDIBLE

WOW

OUTSTANDING



HATTON

T R A F F I C M A N A G E M E N T

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