

# Individual Executive Member Decision

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## 2018/19 Highway Winter Service Plan

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**Committee considering report:** Individual Executive Member Decision

**Date ID to be signed:** 8 October 2018

**Portfolio Member:** Councillor Jeanette Clifford

**Forward Plan Ref:** ID3636

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### 1. Purpose of the Report

1.1 To seek approval of the 2018/19 Highway Winter Service Plan.

### 2. Recommendation

2.1 That the Executive Portfolio Member for Highways and Transport, Environment and Countryside approves the 2018/19 Highway Winter Service Plan.

### 3. Implications

3.1 **Financial:** The cost of providing the Winter Service, including the maintenance of West Berkshire Council owned salt bins (31 no.) and undertaking up to 50 primary precautionary treatments on 511.8km of carriageway, is included in the 2018/19 revenue budget. (There is no budget provision for treatment of the secondary network, snow clearance operations or footway treatment).

3.2 **Policy:** To comply with best practice and the statutory duty to maintain the public highway in a safe condition, the Transport and Countryside Service reviews and produces a Highway Winter Service Plan annually to set out its operational proposals for Members to consider.

3.3 **Personnel:** None arising from this report.

3.4 **Legal:** Following a House of Lords ruling, the Council has had a statutory duty from 10 October 2003 to ensure, so far as reasonably practicable that the safe passage along a highway is not endangered by snow or ice.

The Winter Service is to be procured through the new Highways, Bridges and Street Lighting Term Maintenance Contract 2016.

- 3.5 **Risk Management:** None arising from this report.
- 3.6 **Property:** None arising from this report.
- 3.7 **Other:** A Stage 1 Equality Impact Assessment has been prepared.

#### 4. Consultation Responses

##### Members:

**Leader of Council:** Councillor Graham Jones

**Overview & Scrutiny Management Commission Chairman:** Councillor Emma Webster

**Ward Members:** All Ward Members

**Opposition Spokesperson:** Councillor Alan Macro

**Local Stakeholders:** All Town and Parish Councils

**Officers Consulted:** Mark Edwards, Rhona Bellis, Sarah Clarke, Carolyn Richardson

**Trade Union:** Not applicable

#### 5. Other options considered

5.1 None.

#### 6. Introduction/Background

6.1 Government guidance for highway management recommends the provision of an annually reviewed operational plan for winter service. A summary of the 2017/18 winter season and the 2018/19 Highway Winter Service Plan is provided below.

##### Summary of the 2017/18 Winter Season

6.2 October was a particularly warm month, but by the end of October high pressure resulted in a cold northerly air flow, giving the first widespread cold night of the season overnight on the 30 October.

6.3 The start of November was quite with a fairly mild westerly airflow. However, by the third week it became rather changeable, with a number of low pressure systems lingering close to the UK resulting in spells of rain and rather windy conditions. A notable change was seen from 25 November with northerly winds persisting for several days. The coldest day of the month was recorded on 30 November.

6.4 December brought a wide variety of weather types, with alternating mild and cold spells, as well as two named storms. Generally it was a wet month across southern England. A colder spell developed between 7-16 December which saw north-westerly winds predominating and widespread snow fell across the network on the 10 December. The 17-25 December saw a return to milder and often cloudy

conditions. A second rain/sleet/wet snow event occurred on the 27 December which gave a “slushy” covering of a few centimetres in places.

- 6.5 Low pressure dominated the start of January with storm “Eleanor” bringing strong winds on the 2 and 3 January. The second week of the month was rather mild with a southerly airflow across the UK. Storm “David” brought gusts of 50-60mph between 17-18 January. The last full week of the month was rather changeable, with low pressure to the north-west of the UK. Storm “Georgina” pushed a cold front across the region on the 24 January, while the previous day was unseasonably mild across the southern half of the country.
- 6.6 The first week of February was cold with a northerly winds and widespread rain. Although the middle of the month was often unsettled, it was milder with westerly winds. The third week was more settled with high pressure dominating which resulted in lower temperatures. An exceptionally cold easterly airflow developed from 26 February which combined with moisture from the warm North Sea allowed snow showers to develop.
- 6.7 March continued with a historically cold easterly air mass from Siberia which resulted in numerous cold nights. Frequent snow showers developed on the 1-2 March and temperatures failed to rise above 0°C anywhere during these first two days. The middle part of the month saw a return to milder and often wet conditions. However, high pressure over Scandinavia allowed a second very cold easterly airflow to move across the region, bringing further widespread snow showers on the 17-18 March. Temperatures failed to rise above 0°C anywhere on the 18<sup>th</sup>. There were a few mainly fine days and the rest of the month remained milder and often unsettled.
- 6.8 The first few days of April saw active weather fronts bringing bands of rain and showers. Much of the first half of the month continued with this rather unsettled theme. A brief very warm and sunny spell developed from the 18-21 April, which saw the highest maximum temperatures in April since 1949. The 21 April marked the end of this brief warm spell, as thunderstorms broke out widely across southern Britain, some bringing torrential rain and frequent lightning. It then turned cooler and more unsettled towards the end of the month.
- 6.9 During the season the Primary Treatment Network was treated on 63 occasions and the Snow Clearance Network 21 times. As a result approximately 5068 tonnes of salt was used in total through the season. With this in mind the salt stock held at Chieveley Depot will be 1,500 tonnes for the coming season. This stockpile will be replenished throughout the winter season to maintain sufficient supply in accordance with the Winter Service plan. However, should the need arise the Council have access to 1,000 tonnes of additional salt which is stored off site by the Council’s Term Contractor (Volker Highways Ltd).
- 6.10 Details of Volker Highways Ltd performance and the number of treatments undertaken during the 2017/18 winter season are provided in Appendix B and C. Of the 567 routes treated during the winter period, 565 were treated within the specified 3 hour period. Through the season only 2 routes were not completed on time.

- 6.11 For the 2017/18 winter period, the Highway Winter Service Plan and associated treatment routes were published on the Council's website and incorporated into the Council's online mapping facilities.
- 6.12 The "Safer Driving" leaflet was revised and copies were distributed to relevant stakeholders. It was also made available on the Council's website.

### **Winter Service Plan 2018/19 Treatment Networks**

#### **Primary Treatment Network**

- 6.13 For the coming season it is proposed to include Cods Hill and Woolhampton Hill on the Primary Treatment Network following representation from Woolhampton Parish Council. The additional treated length will be funded by the Parish Council. These additions will account for 40% of the highway network and will include all "A" and "B" classified roads and some strategically important "C" class and unclassified roads. No routes have been removed. These routes will receive precautionary treatment when hoar frost and/or ice are forecast. Details of these routes are in Appendix A of the Highway Winter Service Plan 2018/19.

#### **Secondary Treatment Network**

- 6.14 The Secondary Treatment Network, which represents 21% of the highway network, will be treated when hoar frost and/or ice have been experienced for an unbroken period of 72 hours or greater (ie, sub-zero temperatures experienced through the period for 3 continuous days and nights). No routes have been added or removed from this network for the coming season. Details of these routes are in Appendix B of the Highway Winter Service Plan 2018/19.

#### **Snow Clearance Treatment Network**

- 6.15 The Snow Clearance Treatment Network (Roads), which accounts for 49% of the highway network ensures, that as far as is reasonably practicable all bus routes and access routes to schools and doctors surgeries will be cleared of snow as a priority. No routes have been added or removed from this network for the coming season. Details of these routes are in Appendix H of the Highway Winter Service Plan 2018/19.
- 6.16 Footways will be cleared of snow using cross-service resources as they become available. The Footway Snow Clearance Network includes major town and village centres as well as footways to NHS hospitals and surgeries, schools and other key public buildings owned by the Council. The only addition proposed to this network is to extend Route E5 to "The Three Horseshoes" Public House. No routes have been removed. Details of these routes are in Appendix I of the Highway Winter Service Plan 2018/19.

#### **Contingency Treatment Network**

- 6.17 The Contingency Treatment Network which covers 46.8% of the highway network, will be treated when hoar frost and/or ice or snow are forecast but only when there is a national shortage of salt or limited salt supplies and/or there has been a Government directive to limit salt use. No routes have been added or removed from this network for the coming season. Details of these routes are in Appendix C of the Highway Winter Service Plan 2018/19.

## **Salt Bins**

- 6.18 Currently there are 452 salt bins serving Council offices and public buildings with daily access and the road network, of which 31 are owned and maintained by the Council and 421 are owned and maintained by the Town or Parish Councils.

## **Operations**

- 6.19 The Winter Service period for 2018/19 will operate from Monday 29 October 2018 to Sunday 31 March 2019, although this period may be extended if weather conditions dictate.
- 6.20 Precautionary salting, snow clearance, salt bin provision and the response to adverse weather will be carried out in accordance with the policy and guidance as detailed within the Council's Highway Winter Service Plan 2018/19.
- 6.21 All decisions and actions will be made by the Council's Winter Service Duty Officer using forecast information as supplied by the Council's contracted forecaster and local roadside weather stations.
- 6.22 Operationally, the delivery of the Highway Winter Service will be provided by the Council's Highway Maintenance Term Contractor, Volker Highways Ltd.
- 6.23 A copy of the 2018/19 Highway Winter Service Plan will be issued to all Members and all Parish/Town Councils as part of the consultation process. It will also be available on the Council's website.
- 6.24 Salt stocks remained above the minimum requirement of 500 tonnes throughout the winter season. To meet the environmental requirements, the salt stock at Chieveley Depot is covered. At the start of the winter season a total of 2,500 tonnes of salt will be available for the Council's use (1,500 tonnes at Chieveley Depot and 1,000 tonnes off site).

## **Communications**

- 6.25 A copy of the Highway Winter Service Plan is provided in Appendix G. A paper copy of the plan along with the associated treatment routes will be made available in the Member's Room during the consultation.
- 6.26 Following approval of this report, the "Safer Driving" leaflet will be revised to reflect any changes in the Primary Treatment Network and any recommendations within this report. The leaflet will also be made available on the Council's website.
- 6.27 Following approval of this report, an electronic copy of the Highway Winter Service Plan will be distributed to all Members and Parish/Town Councils.
- 6.28 The Highway Winter Service Plan 2018/19 and associated treatment routes will be published on the Council's website to allow users to make an informed decision whether to make a journey.
- 6.29 A map and list showing salt bin ownership will also be published on the Council's website.

## 7. Supporting Information

7.1 In preparing this report, reference was made to the following supporting information/documentation:

The Overview and Scrutiny Management Commission’s review of the 2010/11 winter season.

UK Roads Group publication “Lessons Learned from Severe Weather February 2009”.

Well-managed Highway Infrastructure – A Code of Practice, October 2016.

The resilience of England’s Transport Systems in Winter – Interim report, July 2010.

## 8. Options for Consideration

8.1 None.

## 9. Proposals

9.1 It is proposed that the Highway Winter Service Plan 2018/19 is approved.

## 10. Conclusion

10.1 That the Executive Portfolio Member for Transport and Countryside approves the 2018/19 Highway Winter Service Plan.

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### Background Papers:

Approved 2017/18 Highway Winter Service Plan

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### Subject to Call-In:

Yes:  No:

The item is due to be referred to Council for final approval	<input type="checkbox"/>
Delays in implementation could have serious financial implications for the Council	<input type="checkbox"/>
Delays in implementation could compromise the Council’s position	<input type="checkbox"/>
Considered or reviewed by Overview and Scrutiny Management Commission or associated Task Groups within preceding six months	<input type="checkbox"/>
Item is Urgent Key Decision	<input type="checkbox"/>
Report is to note only	<input type="checkbox"/>

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### Wards affected:

All Wards, Town and Parish Councils

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### Strategic Aims and Priorities Supported:

The proposals contained in this report will help to achieve the following Council Strategy priority:

**HQL1 – Support communities to do more to help themselves**

**Officer details:**

Name: Andrew Reynolds  
Job Title: Highways Manager  
Tel No: 01635 519076  
E-mail Address: [andrew.reynolds@westberks.gov.uk](mailto:andrew.reynolds@westberks.gov.uk)

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## **11. Executive Summary**

- 11.1 Following a House of Lords ruling, the Council has had a statutory duty from 10 October 2003 to ensure, so far as reasonably practicable that the safe passage along a highway is not endangered by snow or ice.

## **12. Conclusion**

- 12.1 That the Executive Portfolio Member for Highways and Transport, Environment and Countryside approves the 2018/19 Highway Winter Service Plan.

## **13. Appendices**

- 13.1 Appendix A – Data Protection Impact Assessment
- 13.2 Appendix B – Equalities Impact Assessment
- 13.3 Appendix C – Contractors Performance in delivering the 2017/18 Winter Service
- 13.4 Appendix D – Summary of Winter Operations 2017/18
- 13.5 Appendix E – Changes to the Primary, Secondary, Snow Clearance and Contingency Networks 2018/19
- 13.6 Appendix F – Salt Bins to be removed from the Network for 2018/19
- 13.7 Appendix G – List of departures from the Code of Practice for Maintenance Management
- 13.8 Appendix H – Highway Winter Service Plan 2018/19
- 13.9 Appendix I – Summary of Consultation Responses



## Appendix A

### Data Protection Impact Assessment – Stage One

The General Data Protection Regulations require a Data Protection Impact Assessment (DPIA) for certain projects that have a significant impact on the rights of data subjects.

Should you require additional guidance in completing this assessment, please refer to the Information Management Officer via [dp@westberks.gov.uk](mailto:dp@westberks.gov.uk)

Directorate:	Economy and Environment
Service:	Transport and Countryside
Team:	Highways
Lead Officer:	Andrew Reynolds
Title of Project/System:	Highway Winter Service Plan 2018/19
Date of Assessment:	16 August 2018

### Do you need to do a Data Protection Impact Assessment (DPIA)?

	Yes	No
<p><b>Will you be processing SENSITIVE or “special category” personal data?</b></p> <p>Note – sensitive personal data is described as “<i>data revealing racial or ethnic origin, political opinions, religious or philosophical beliefs, or trade union membership, and the processing of genetic data, biometric data for the purpose of uniquely identifying a natural person, data concerning health or data concerning a natural person’s sex life or sexual orientation</i>”</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will you be processing data on a large scale?</b></p> <p>Note – Large scale might apply to the number of individuals affected OR the volume of data you are processing OR both</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will your project or system have a “social media” dimension?</b></p> <p>Note – will it have an interactive element which allows users to communicate directly with one another?</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will any decisions be automated?</b></p> <p>Note – does your system or process involve circumstances where an individual’s input is “scored” or assessed without intervention/review/checking by a human being? Will there be any “profiling” of data subjects?</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will your project/system involve CCTV or monitoring of an area accessible to the public?</b></p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will you be using the data you collect to match or cross-reference against another existing set of data?</b></p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
<p><b>Will you be using any novel, or technologically advanced systems or processes?</b></p> <p>Note – this could include biometrics, “internet of things” connectivity or anything that is currently not widely utilised</p>	<input type="checkbox"/>	<input checked="" type="checkbox"/>

If you answer “Yes” to any of the above, you will probably need to complete [Data Protection Impact Assessment - Stage Two](#). If you are unsure, please consult with the Information Management Officer before proceeding.

## Appendix B

### Equality Impact Assessment - Stage One

We need to ensure that our strategies, policies, functions and services, current and proposed have given due regard to equality and diversity as set out in the Public Sector Equality Duty (Section 149 of the Equality Act), which states:

- “(1) A public authority must, in the exercise of its functions, have due regard to the need to:**
- (a) eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;**
  - (b) advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it; this includes the need to:**
    - (i) remove or minimise disadvantages suffered by persons who share a relevant protected characteristic that are connected to that characteristic;**
    - (ii) take steps to meet the needs of persons who share a relevant protected characteristic that are different from the needs of persons who do not share it;**
  - (c) foster good relations between persons who share a relevant protected characteristic and persons who do not share it, with due regard, in particular, to the need to be aware that compliance with the duties in this section may involve treating some persons more favourably than others.**
- (2) The steps involved in meeting the needs of disabled persons that are different from the needs of persons who are not disabled include, in particular, steps to take account of disabled persons' disabilities.**
- (3) Compliance with the duties in this section may involve treating some persons more favourably than others.”**

The following list of questions may help to establish whether the decision is relevant to equality:

- Does the decision affect service users, employees or the wider community?
- (The relevance of a decision to equality depends not just on the number of those affected but on the significance of the impact on them)
- Is it likely to affect people with particular protected characteristics differently?
- Is it a major policy, or a major change to an existing policy, significantly affecting how functions are delivered?
- Will the decision have a significant impact on how other organisations operate in terms of equality?
- Does the decision relate to functions that engagement has identified as being important to people with particular protected characteristics?
- Does the decision relate to an area with known inequalities?
- Does the decision relate to any equality objectives that have been set by the council?

Please complete the following questions to determine whether a full Stage Two, Equality Impact Assessment is required.

<b>What is the proposed decision that you are asking the Executive to make:</b>	Approve Highway Winter Service Plan 2018/19
<b>Summary of relevant legislation:</b>	Section 111 of the Railways and Transport Act 2003
<b>Does the proposed decision conflict with any of the Council's key strategy priorities?</b>	No
<b>Name of assessor:</b>	Andrew Reynolds
<b>Date of assessment:</b>	16/08/2018

<b>Is this a:</b>		<b>Is this:</b>	
<b>Policy</b>	<b>Yes</b>	<b>New or proposed</b>	<b>n/a</b>
<b>Strategy</b>	<b>No</b>	<b>Already exists and is being reviewed</b>	<b>Yes</b>
<b>Function</b>	<b>Yes</b>	<b>Is changing</b>	<b>Yes</b>
<b>Service</b>	<b>Yes</b>		

<b>1 What are the main aims, objectives and intended outcomes of the proposed decision and who is likely to benefit from it?</b>	
<b>Aims:</b>	To comply with best practice and the statutory duty to ensure, so far as is reasonably practicable, that safe passage along a highway is not endangered by snow or ice (Railways and Transport Act 2003).
<b>Objectives:</b>	The Council aims to provide as far as reasonably practicable safe travelling conditions on the treated network during the winter period.
<b>Outcomes:</b>	Safe travelling conditions on identified roads.
<b>Benefits:</b>	Reduce number of traffic collisions during winter period.

**2 Note which groups may be affected by the proposed decision. Consider how they may be affected, whether it is positively or negatively and what sources of information have been used to determine this.**

(Please demonstrate consideration of all strands – Age, Disability, Gender Reassignment, Marriage and Civil Partnership, Pregnancy and Maternity, Race, Religion or Belief, Sex and Sexual Orientation.)

<b>Group Affected</b>	<b>What might be the effect?</b>	<b>Information to support this</b>
Age	Older residents may have difficulty using footways during the winter period due to frost/ice or snow.	Customer Services calls Claim submissions
Disability	As above	Customer Services calls Claim submissions
Gender Reassignment	n/a	n/a
Marriage and Civil Partnership	n/a	n/a
Pregnancy and Maternity	n/a	n/a
Race	n/a	n/a
Religion or Belief	n/a	n/a
Sex	n/a	n/a
Sexual Orientation	n/a	n/a

**Further Comments relating to the item:**

Following the severe snow episodes in 2009 & 2010, the Council undertook a full and detailed performance review across all its services. The review was carried out by the Overview and Scrutiny Management Commission and their findings and recommendations, where applicable, were incorporated within the Winter Service Plan. As a result of this review, a defined snow clearance footway network was established across the district which included major town and village centres as well as footways to NHS surgeries, West Berkshire Community Hospital, schools and other key public buildings. In addition, the Winter Service Plan goes out to consultation to all Members and Town and Parish Councils each year and the Plan and associated treatment routes are published on the Council's website to allow users to decide whether to make a journey. As a result of the above, no Stage 2 Audit is required.

3 Result	
Are there any aspects of the proposed decision, including how it is delivered or accessed, that could contribute to inequality?	No
Please provide an explanation for your answer:	
Will the proposed decision have an adverse impact upon the lives of people, including employees and service users?	No
Please provide an explanation for your answer:	

If your answers to question 2 have identified potential adverse impacts and you have answered 'yes' to either of the sections at question 3, or you are unsure about the impact, then you should carry out a Stage Two Equality Impact Assessment.

If a Stage Two Equality Impact Assessment is required, before proceeding you should discuss the scope of the Assessment with service managers in your area. You will also need to refer to the [Equality Impact Assessment guidance and Stage Two template](#).

4 Identify next steps as appropriate:	
Stage Two required	No
Owner of Stage Two assessment:	n/a
Timescale for Stage Two assessment:	n/a

Date: 16 August 2018

Name:



Please now forward this completed form to Rachel Craggs, Principal Policy Officer (Equality and Diversity) ([rachel.craggs@westberks.gov.uk](mailto:rachel.craggs@westberks.gov.uk)), for publication on the WBC website.