

ITEM No ...5.....

REPORT TO: CITY DEVELOPMENT COMMITTEE – 26 OCTOBER 2020

REPORT ON: WINTER MAINTENANCE COVID-19 CONTINGENCY POSITION

REPORT BY: EXECUTIVE DIRECTOR OF CITY DEVELOPMENT

REPORT NO: 263-2020

1 PURPOSE OF REPORT

1.1 This report provides an overview of the contingency arrangements planned in the event of Covid-19 adversely impacting labour resource availability associated with the winter maintenance service delivery.

2 RECOMMENDATION

2.1 It is recommended that the Committee notes the content of the report and agrees that the Executive Director of City Development continues to report back to the Committee advising on any significant developments affecting the service.

3 FINANCIAL IMPLICATIONS

3.1 There are no direct financial implications arising from this report.

4 BACKGROUND

4.1 Following the severe winter experienced in 2010/2011 the Council has operated the same elevated level of service in each year since 2012/2013 (reference to Article VII of the City Development Committee of 24 September 2012).

4.2 For the 2020/2021 winter season, in addition to the risk of severe inclement weather, a new risk is posed of labour resource availability associated with potential Covid-19 outbreaks during the season.

4.3 The current winter maintenance policy, included in Appendix 1 of this report, outlines the service standard aimed to be provided subject to available resource. The current hierarchy of priority remains for the forthcoming season, and in accordance with the requirements of the Roads (Scotland) Act 1984, the Council's winter policy takes reasonable steps to maintain safe passage over public roads as far as is as reasonably practicable.

4.4 Winter maintenance predominantly consists of 2 activities; namely precautionary pre-treatment which entails salting road surfaces prior to low temperatures and reactive snow clearance. The 2 actions have alternate risk impact in relation to a Covid-19 resilience position. Pre-treatment, which is the predominant form of action deployed in Dundee, has greater scope for resilience as its deployed in advance of the event and can consequently be staggered in a phased delivery model. Snow clearance offers a lesser scope of resilience as this requires simultaneous, reactive deployment of resource, although snowfall events are of infrequent occurrence in Dundee.

4.5 Noted in Table 1 below is a summary of treatment actions undertaken in previous years. Following a change to digital recording in 2012/2013 the average excludes the high snowfall years of 2010/2011 and 2011/2012.

Table 1: Winter Treatment Summary

| Year | Average | 2019/20 | 2018/19 | 2017/18 | 2016/17 | 2015/16 | 2014/15 | 2013/14 | 2012/13 |
|--|---------|---------|---------|---------|---------|---------|---------|---------|---------|
| Precautionary Pre-Treatments (No. of days in season) | 70 | 86 | 43 | 99 | 54 | 61 | 75 | 57 | 85 |
| Snow Clearance (Number of days in season) | 3 | 0 | 0 | 5 | 0 | 0 | 3 | 0 | 16 |

5 LOCKDOWN AND QUARANTINE SCENARIO IMPLICATIONS

- 5.1 Three identified resource capacity risk scenarios associated with Covid-19 are summarised in Table 2 below.

Table 2: High Level Risk Summary

| Risk Description | Control Measure | Risk Rating |
|---|---|-------------|
| Covid-19 outbreak in workforce leading to labour unavailability | Workgroups are physically separated to squad groups to reduce the potential spread within the workforce | Medium |
| Covid-19 outbreak leading to depot quarantine | Service can be redeployed to an alternate depot location | Low |
| Local or national lockdown | Essential service would continue uninterrupted | Low |

- 5.2 The peak labour unavailability level recorded in the Road Maintenance Partnership (RMP) during the pandemic to date was experienced during March and April when the labour unavailability rate reached 25%. This rate was associated with a combination of employees shielding due to underlying health conditions and self-isolating due to either presenting Covid-19 symptoms or having been in interaction with a person displaying symptoms. It is noted that the testing position currently available may benefit the availability of this second group in the event of a second wave scenario.

6 CARRIAGEWAY WINTER MAINTENANCE CONTINGENCY PLAN

- 6.1 The RMP operate 3 drivers' rotas and utilise 2 of these rosters concurrently to resource 2 shifts (AM and PM) covering a service period from 5.00am to 9.00pm (overlapping during normal working hours). To accommodate absenteeism there is scope to reduce the number of rotas from 3 down to 2. While undesirable, the service could reduce resource to operate with a single shift through with the use of scheduled rest periods to cover a short period of labour unavailability. In the scenario a single shift resource arrangement coincided with a prolonged continuous snowfall event, this could lead to exceeding drivers' hours regulations, although this would be classified as a permitted emergency situation as declared by the Tayside Contracts Transport Manager.
- 6.2 The RMP operate with a number of additional HGV drivers which could be utilised for winter maintenance duties if resource levels required to be supplemented in the event of a significant labour unavailability outbreak.
- 6.3 As noted in the winter maintenance policy, the RMP has additional support from external contractors on standby which would be utilised if required. While external support is usually utilised for Priority 2 and 3 routes, to supplement the RMP's dedicated resource in continuous snowfall events, this resource could be utilised for Priority 1 route treatment if required.

- 6.4 Noted in Table 3 below is an assessment summary of the labour resource unavailability impact associated with the carriageway winter maintenance service.

Table 3: Labour Resource Unavailability Impact Summary (Carriageway Priority Routes)

| Resource Availability | Priority 1 Network | Priority 2 Network | Priority 3 Network |
|-----------------------|-------------------------------|--|--|
| 100% | Full Service Standard | Resource assigned following completion of P1 network | Resource assigned following completion of P2 network |
| 75% | Full Service Standard | Resource assigned following completion of P1 network | Resource assigned following completion of P2 network |
| 50% | Full Service Standard | Resource assigned following completion of P1 network | Resource assigned following completion of P2 network |
| 25% | Delayed route completion time | Resource assigned following completion of P1 network | Resource assigned following completion of P2 network |
| 0% | Delayed route completion time | Dependant of regional mutual aid availability | Dependant of regional mutual aid availability |

7 FOOTWAY WINTER MAINTENANCE CONTINGENCY PLAN

- 7.1 Footway treatment is deployed as a reactive service in the event of, prolonged periods of freezing temperatures and snow or ice formation, and consequently features a lesser number of treatment actions throughout the season compared with the carriageway service.
- 7.2 The labour resource utilised for the footway winter service is facilitated by a combination of Tayside Contracts employees and Dundee City Council Environment Department employees. While training requirements are applicable to the task, due to the operation not featuring an HGV license requirement, there is a greater pool of labour available within both workforces.
- 7.3 The primary constraint with footway provision is clearing snow prior to education and retail centres opening. In overnight snowfall situations, the Priority 1 routes (which feature routes to schools and district precincts) commence at 5.00am and complete by 7.00am. In the event of significant labour unavailability levels, the route treatments would be deployed consecutively, with a reduced resource. This could result in some routes not being completed until 9.00am.
- 7.4 Noted in Table 4 below is an assessment summary of the labour resource unavailability impact associated with the footway winter maintenance service.

Table 4: Labour Resource Availability Impact Summary (Footway Priority Routes)

| Resource Availability | Priority 1 Network | Priority 2 Network |
|-----------------------|-------------------------------|--|
| 100% | Full Service Standard | Resource assigned following completion of P1 network |
| 75% | Full Service Standard | Resource assigned following completion of P1 network |
| 50% | Delayed route completion time | Resource assigned following completion of P1 network |

| Resource Availability | Priority 1 Network | Priority 2 Network |
|------------------------------|-------------------------------|--|
| 25% | Delayed route completion time | Resource assigned following completion of P1 network |
| 0% | Delayed route completion time | Dependant of regional mutual aid availability |

8 POLICY IMPLICATIONS

- 8.1 This report has been subject to an assessment of any impacts on Equality and Diversity, Fairness and Poverty, Environment and Corporate Risk. There are no major issues.

9 CONSULTATIONS

- 9.1 The Council Management Team have been consulted in the preparation of this report and are in agreement with its content.

10 BACKGROUND PAPERS

- 10.1 None.

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APPENDIX 1

DUNDEE CITY COUNCIL

CITY DEVELOPMENT DEPARTMENT

ROAD MAINTENANCE PARTNERSHIP

WINTER GRITTING

& SNOWCLEARING SERVICES

POLICY STATEMENT

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WINTER MAINTENANCE POLICY AND LEVEL OF SERVICE

1. POLICY

- 1.1 Dundee City Council will operate a priority system of winter maintenance which, as far as reasonably practicable, will permit the safe movement of vehicular and pedestrian traffic on the more critical parts of the road network while minimising delays directly attributable to the adverse weather conditions, and will aim to provide a suitable level of service on footways subject to available resources.
- 1.2 The objective of this policy is to enable Dundee City Council to comply with its statutory duty to: -

“take such steps as they consider reasonable to prevent snow and ice endangering the safe passage of pedestrians and vehicles over public roads” (Roads (Scotland) Act 1984).
- 1.3 As part of the Road Maintenance Partnership, Tayside Contracts operate and maintain a fleet of dedicated winter maintenance vehicles to carry out winter maintenance operations on the adopted roads and footways maintained by the council
- 1.4 These roads and footways have been prioritised as priority, secondary or cul de sac depending on their strategic importance as referred to later in this report.

2. SERVICE PROVISION

Operating Period

- 2.1 The winter operating period is detailed in Appendix A of this policy.
- 2.2 The “core” period for monitoring and priority operating will run from late October until early April. Carriageway, secondary and cul de sac route additional support resource will run from late October to early April. Footway operations will commence in the middle of November until late March, the exact starting and completion dates to be established each pre-winter season.

Service Provision

- 2.3 During this period, Tayside Contracts, the operational arm of the Road Maintenance Partnership, as principal service provider, will provide the necessary resources (including suitably trained personnel) in order to achieve the required standards. These resources cover priority, secondary and cul de sac carriageway routes.
- 2.4 During the winter period, the Road Maintenance Partnership will operate a 24-hour winter service, using weather forecasts, road and weather monitoring data supplied through competitive tender.
- 2.5 When severe weather conditions prevent outdoor activities such as grass cutting, grounds maintenance resources may be allocated to winter services as required.

3. INFORMATION FOR ACTION

Levels of Readiness

3.1 Three levels of readiness are to be applied throughout the Winter period:

Green:

3.2 'Normal' monitoring and action conditions apply. When sub-zero temperatures are forecast over no more than 4 consecutive days to be followed by a thaw, a daily standard action of pre-grits on Priority Routes will be applied. Only staff and workforce whose normal duties include winter action, monitoring and supervision are involved.

3.3 Routes treated under Green:

- a Carriageway Priority routes only.
- b Footway: No treatment of footway routes.

Amber:

3.4 Extended monitoring and action conditions apply. When prolonged freezing conditions i.e. 5-10 consecutive days, snowfall or extreme ice is forecast. Additional staff will be allocated duties to handle extended reporting systems. Workforce participation will be extended as appropriate, other Services will be notified for assistance as required, including Emergency Planning, Neighbourhood Services: Environment and Emergency Services. The state of readiness of plant and equipment will be checked, inspect and replenish grit bins where appropriate.

3.5 Routes treated under Amber:

- a Carriageway Priority and Secondary routes, any variance from this at discretion of RMP Manager.
- b Footway: Priority routes, any variance from this at discretion of RMP Manager.

Red:

3.6 Full monitoring and action conditions apply. Severe and continued snowfall or extreme ice is forecast endangering the continuity of the infrastructure. Actions as per Amber, mobilisation of additional external resource and supplementary resource from other departments. Full reporting systems in place, including daily status reports to members, Contact Centre, emergency services and appropriate Council Services.

3.7 Routes treated under Red:

- a Carriageway Priority, Secondary and cul de sac routes, any variance from this at discretion of RMP Manager.
- b Footway: Priority and secondary routes, any variance from this at discretion of RMP Manager.

4 PRIORITIES AND TREATMENT STANDARDS

Adopted Carriageways

- 4.1 The basis for establishing priority routes in relation to the formally adopted road network is as follows:
- i All strategic routes
 - ii Main service bus routes
 - iii Other heavily trafficked roads
 - iv Other adopted roads
- 4.2 In order that treatment of major roads (i-iii above) can be provided within an acceptable timescale, the number and length of priority routes must be held to a level commensurate with available resources.

Night Shift Cover

- 4.3 A limited night shift cover will operate on certain routes of strategic importance within Dundee City because of the need to treat these roads out-with priority treatment times.

Treatment Routes

- 4.4 The respective categories covered are as follows:

| <u>Route Category</u> | <u>Hours of Cover</u> |
|-----------------------|-----------------------|
| Priority Routes | 0500-2100 |
| Secondary Routes | 0730-1600 |
| Cul de sac Routes | 0730-1600 |

Priority Routes

- 4.6 The main standby system will operate for all priority routes.
- 4.7 As part of the standby system between Mondays and Saturdays, regular early morning reporting at 0400 hours will operate (with the facility to call the crews out as early as 0500 hours for priority routes if conditions dictate). During periods of anticipated relatively mild weather an operational decision may be taken daily to temporarily suspend this, though road temperatures will still be monitored.
- 4.8 Sundays and public holidays reporting of standby personnel will only be carried out if required

Secondary and Cul de sac Routes

1. All resources will initially be concentrated on priority routes, and it is only when these priority routes have been adequately dealt with that resources will be deployed on secondary routes and then cul de sac routes.

Adopted Footways

2. In order that treatment of strategic footways can be provided within an acceptable timescale, the number and length of priority routes must be held to a level commensurate with available resources.
3. Adopted footways are also categorised into priority routes and secondary routes. The priority routes are those which the footway snow ploughs deal with

first, namely education establishments, shopping areas and main bus routes. Once the priority routes have been treated to a reasonable standard, secondary routes will be dealt with next.

Adopted Footways – Priority Routes

4. During snow or severe ice conditions these routes will have coverage as per Appendix A of this policy.

Adopted Footways – Secondary Routes

5. These footways will have similar coverage to priority routes and will be treated after the priority routes have been adequately dealt with.

Cycle Route Treatment

6. Many of the cycle routes across Dundee are covered within the current carriageway and footway treatment routes, the exception to this are those which are remote from an adopted carriageway or footway. Remote cycleways where alternate treated route provision is available via the carriageway network are included in the secondary network priority.

Grit Bins (Adopted Roads/Footways)

7. It is the Council's policy that new grit bins will be provided on request on adopted roads/footways, only at locations where the undernoted criteria are met, and that no further grit bins be provided where the carriageway or footway (as appropriate to the request) is not adopted.

4.9 The criteria referred to above are:

- 1 the location is not on a Priority footway gritting route, AND
 - 2 the location has a gradient greater than 6%, **OR**
 - 3 the location is on a tight bend (if request relates to carriageway) **OR**
 - 4 the location incorporates a series of steps (within the adopted road boundaries)
OR
 - 5 the location is within a sheltered housing area and is the main link road to local shops or public transport.
1. In new housing developments grit bins are to be provided by the Developer through Road Construction Consents to the agreed specification at appropriate locations. Following adoption of housing development roads, grit bins may be removed if the road is added to the Councils winter routes
 2. Grit bins are replenished prior to the onset of winter and periodically as required throughout the course of the winter season. Grit bins are filled with a 1:6 mixture of salt and sand/grit.
 3. As identified in the level of readiness, additional resources will be deployed during severe winter conditions to ensure that grit bins remain replenished.

Exceptions

- 4.10 Exceptions to paragraphs 4.1- 4.22 may be granted for snow or severe ice emergencies but will be subject to approval from the Director of City Development or the Head of Sustainable Transportation & Roads Infrastructure.

APPENDIX A

WINTER SPECIFICATION

| Fleet Details | | |
|-----------------------------|--|---|
| 1 | Number of carriageway gritting vehicles | 13 No. 6m3 gritters 1 No. 1.2m3 gritter 1 No. 0.8m3 gritter |
| 2 | Number of external carriageway support vehicles | 8 No. 0.8m3 Farmers tractors |
| 3 | Number of footway gritting vehicles | 22 No. f/way mini tractors 10 No. pickups (re-supply) |
| Response Standards | | |
| 4 | Response Time (time from decision instructed to treatment beginning) | 1 Hour |
| 5 | Treatment Time (time from leaving depot / starting route to completion) excluding snow routes extensions | 3 Hours |
| Winter Cover Periods | | |
| 6 | Priority Carriageway Cover – Lead in period | 1 week |
| 7 | Priority Carriageway Cover – Core period | 23 weeks |
| 8 | Priority Carriageway Cover – Lead out period | 1 week |
| 9 | Secondary & Tertiary Carriageway Cover – Lead in period | 0 weeks |
| 10 | Secondary & Tertiary Carriageway Cover – Core period | 23 weeks |
| 11 | Secondary & Tertiary Carriageway Cover – Lead out period | 0 weeks |
| 12 | Nightshift Carriageway Cover | 27 weeks |
| 13 | Priority Footway Cover – Lead in period | 0 weeks |
| 14 | Priority Footway Cover – Core period | 19 weeks |
| 15 | Priority Footway Cover – Lead out period | 0 weeks |
| 16 | Secondary & Tertiary Footway Cover – Lead in period | 0 weeks |
| 17 | Secondary & Tertiary Footway Cover – Core period | 19 weeks |
| 18 | Secondary & Tertiary Footway Cover – Lead out period | 0 weeks |
| Salt Resilience | | |
| 19 | Resilience – Fifteen-day resilience duration salt stock holding | 3900 tonnes |
| 20 | Resilience – minimum salt stock level to be held | 2340 tonnes |

| Route Prioritisation | | |
|-----------------------------|--|--|
| 21 | Carriageway route priorities – Primary Gritting Routes | Hierarchy 3B and above Schools Gradient roads Industrial estate through roads |
| 22 | Carriageway route priorities – Secondary Gritting Routes | All other roads which aren't either P1 or cul-de-sac |
| 23 | Carriageway route priorities – Tertiary Gritting Routes | Cul-de-sacs |
| 24 | Footway route priorities – Primary Gritting Routes | Urban precincts (Dundee City Centre, Broughty Ferry centre, Lochee High St and Perth Rd). Schools |
| 25 | Footway route priorities – Secondary Gritting Routes | All other footways and remote cycleways |