



Royal Borough of Windsor and Maidenhead

HIGHWAY ASSET MANAGEMENT STRATEGY FOR CARRIAGEWAYS AND FOOTWAYS

**Highways, Park & Countryside
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“The Royal Borough of Windsor & Maidenhead is a great place to live, work, play and do business supported by a modern, dynamic and successful Council”

Our vision is underpinned by four principles:

Putting residents first

Delivering value for money

Delivering together with our partners

Equipping ourselves for the future

What is Highway Asset Management?

“The way an organisation manages its highway assets to deliver its strategic priorities and service needs effectively”.

1. Ensuring that core data is correct
2. Producing different models for investment which would lead to a range of outcomes going forward
3. Creating an even greater emphasis on preventative work rather than reactive repairs
4. Setting out the benefits of longer term programming

CONTENTS

- 1 Introduction (what is the purpose of this strategy?)
- 2 What is asset management and why adopt it?
- 3 What are our objectives for asset management?
- 4 What Carriageway and Footway assets are we responsible for?
- 5 What have we spent on maintaining the Carriageways and Footways over the last 5 years and what has been the impact on their condition?
- 6 What is the current condition of the Carriageway assets and what condition are we targeting?
- 7 What impact will the current budget have on asset condition?
- 8 What are the best investment options for the future?
- 9 How do we develop a 3 indicative programme for the maintenance of the network?
- 10 How do we decide what treatment is right?
- 11 How will we ensure the HAMS is working?

Appendix A The Royal Borough's highway asset valuation

Appendix B Corporate Governance Policy – 2016/2017 - corporate objectives relevant to the HAMS

Appendix C Performance benchmarking with neighbouring councils

Frequently used acronyms

DfT	Department for Transport
HAMS	Highway Asset Management Strategy
HMEP	Highway Maintenance Efficiency Programme

1. INTRODUCTION (WHAT IS THE PURPOSE OF THIS STRATEGY?)

- 1.1 The Royal Borough of Windsor and Maidenhead (the Royal Borough) is responsible for the maintenance of the majority of the highway assets in the borough. These assets include; carriageways, footways, bridges, public rights of ways, highway verges, ditches and drainage, street lighting, traffic signals, signs and street furniture. This strategy focuses on the carriageways and footways. Future updates will incorporate the other transport assets.
- 1.2 The carriageway and footway assets are the most valuable asset that we, the Royal Borough own. In 2015/16, they were valued at £1.115 billion(Appendix A – The Royal Borough's highway asset valuation). The carriageways and footways are essential to us meeting the Royal Borough corporate objectives of exercising the highest standards of care and control over the assets and resources available, ensuring that these are protected from the risk of loss, damage or misuse, are used in the most efficient, effective and economic way and deliver services in a way that represents the best value for money achievable. As such, a valuable and heavily used asset needs considerable expenditure to maintain an appropriate condition.
- 1.3 The government is promoting the implementation of asset management techniques within highway authorities and has established the Highway Maintenance Efficiency Programme (HMEP) to provide guidance and best practice examples to support this. Furthermore, in January 2017 the Department of Transport set aside £801 million for local highway authorities to improve local road networks and public transport.
- 1.4 In addition, in 2016/17 the Whole of Government Accounts (WGA) for highway assets forms part of the Council's audited balance sheet. It is therefore vital that we can demonstrate that they are being managed efficiently and in accordance with national guidance.
- 1.5 This Highway Asset Management Strategy (HAMS) focuses carriageways and footways assets and forms an umbrella document for all other highway asset management strategies, setting out all generic aspects of asset management and establishing a template. This HAMS describes how we are currently maintaining our carriageway and footway assets and what we intend to do going forward to ensure we are; aligned to national best practice, contributing to the delivery of the Royal Borough's operational policies, and providing an efficient service to the road user.
- 1.6 In order to implement asset management, we must achieve buy-in at several levels within the Council, with leadership coming from elected Members and senior management, and implementation at an officer level.
- 1.7 This HAMS aligns to the UK Roads Liaison Group (UKRLG) and HMEP Highways Infrastructure Asset Management Guidance and the Royal Borough's corporate objectives. It is supported by a suite of documents including the Highway Maintenance Management Plan (HMMP) and the Highway Safety Inspection Manual (HSIM), as well as other asset specific strategies.
- 1.8 This HAMS outlines our approach to maintaining these essential assets and in doing so, answers the questions that follow throughout this document:

2. WHAT IS ASSET MANAGEMENT AND WHY ADOPT IT?

- 2.1 The Highways Maintenance Efficiency Programme (HMEP) and the UK Roads Liaison Group's 'Maintaining a Vital Asset' leaflet describes asset management and how it can help as follows:

'Asset management promotes a business-like way to highway maintenance. It makes better use of limited resources and delivers efficient and effective highway maintenance. It takes a long term view of how highways may be managed, focusing on outcomes by ensuring that funds are spent on activities that prevent expensive short-term repairs. This makes the best use of public money whilst minimising the risk involved in investing in highway maintenance.'

But good asset management is not just about making best use of existing funds. It also provides a clear evidence base to justify the need for investment in highway maintenance, for example through prudential borrowing.

Many councils understand the potential benefits to them of good asset management, but often cite a lack of resource as the main reason for not adopting good practice, resulting in a short term, reactive approach being used. This is inefficient, allows more defects to develop and is more costly in the longer term. Research has shown that reactive repairs are four times more costly than preventative treatments.

Highway infrastructure asset management is an established and widely recommended approach both in the UK and internationally. Where it has been adopted for highways, savings of at least 5% on budget have been reported. It also supports decision-makers in reconciling short-term problems with long-term priorities. In other public service sectors such as the water industry, asset management has been well-established for some years, and has produced savings of up to 15%.'

- 2.2 In 2014, the Government announced £6 billion will be made available between 2015/16 and 2020/21 for local highway maintenance capital funding nationally. Since then, £250 million has been added between 2016/17 and 2020/21 as part of a Pothole Action Fund (£70 million of funding from the Pothole Action Fund will be allocated by formula to Local highway authorities in 2017/18). £173,000 will be allocated to Windsor and Maidenhead as a Pothole Action Fund. In addition, £483,000 will be allocated to the borough as the National Productivity Investment Fund. As of November 2016, an additional £1.1 billions was allocated for local roads nationally. Of this, £801million has been set aside for an incentive fund, to reward councils who demonstrate they are delivering value for money in carrying out cost effective improvements, in part through sound asset management.
- 2.3 Local highway authorities, such as the Royal Borough, will be assigned a proportion of the incentive fund annually based on their ability to demonstrate that efficiency measures are being implemented. Local highway authorities will be put into one of three bands. If the Royal Borough is able to demonstrate that we are in Band 3 we will receive £365,000 per year more than if we are only in Band 1. This is a significant sum of money and helps to justify allocating resources to implement robust asset management and other efficiency measures.

Figure 1: DfT Incentive Fund Distribution

Year	2015/16	2016/17	2017/18	2018/19	2019/20	2020/21
Band 1	100%	90%	60%	30%	10%	0%
Band 2	100%	100%	90%	70%	50%	30%
Band 3	100%	100%	100%	100%	100%	100%

3. WHAT ARE OUR OBJECTIVES FOR ASSET MANAGEMENT?

- 3.1 To adopt the recommendations of the Highway Maintenance Efficiency Programme.
- 3.2 To utilise up-to-date information to understand asset condition and maintenance requirements.
- 3.3 To adopt life cycle planning techniques to inform asset investment need and to provide evidence for business cases and funding applications.
- 3.4 To use whole life costing principles to minimise the cost of asset ownership over the long-term.
- 3.5 To provide senior officers and elected Members of the Council with the information required to make informed decisions.96.1
- 3.6 To achieve Band 3 in the DfT Incentive Fund Self-Assessment for the 2018/19 funding allocation.

4. WHAT CARRIAGEWAY AND FOOTWAY ASSETS ARE WE RESPONSIBLE FOR?

- 4.1 We own and maintain circa 618.43km of local carriageways and circa 1068.03km of local footways. We break these carriageways and footways down into classifications is shown in Table 1 below.

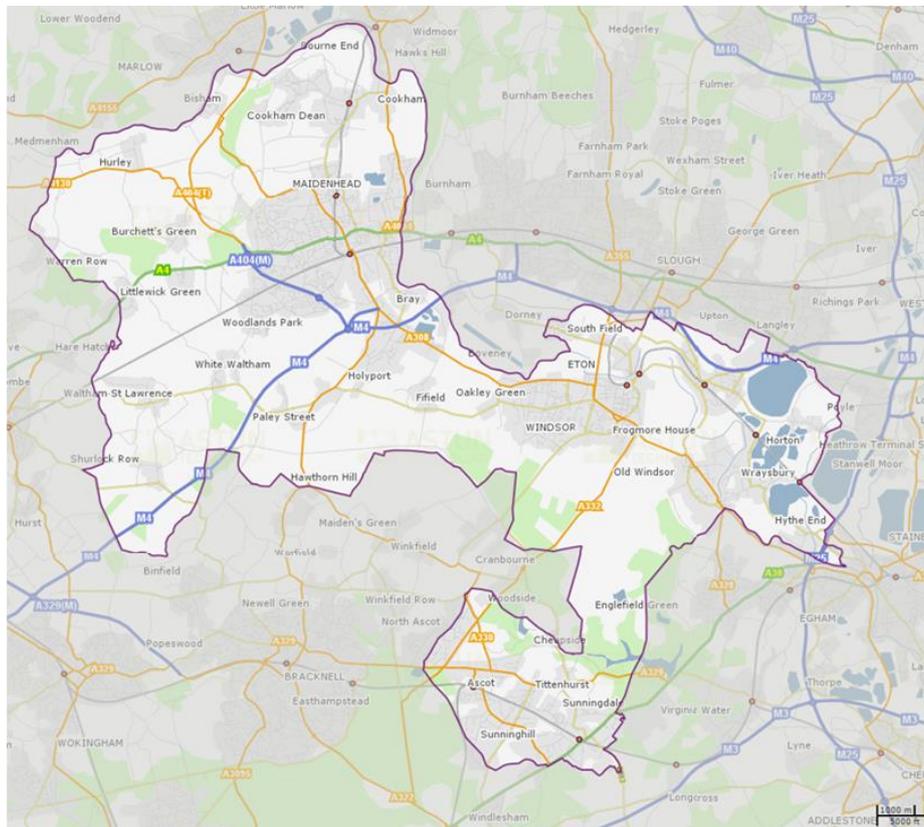
Table 1: Royal Borough Carriageway and Footway/Cycleways asset inventory.

Asset Group	Classification	Length of Network (km)	Average Width of the Network (m)	Area of the Network (km2)
Carriage ways	A roads	96.1	16	840.1
	B & C roads	174.31	28	1220.17
	U roads	348.02	12	2088.12
	TOTAL	618.43	N/A	4148.39
Footway & Cycleways	1	52.8	4	105.6
	2	204.5	4	409
	3	272.8	4	545.6
	4	534.1	4	1068.2
	Cycleways	3.83	7	13.405
	TOTAL	1068.03	N/A	2141.805

- 4.2 Within the Royal Borough there are 6.8km of trunk roads and 29.2km of motorways, such as the A404 and M4. These are owned and maintained by Highways England (formally the

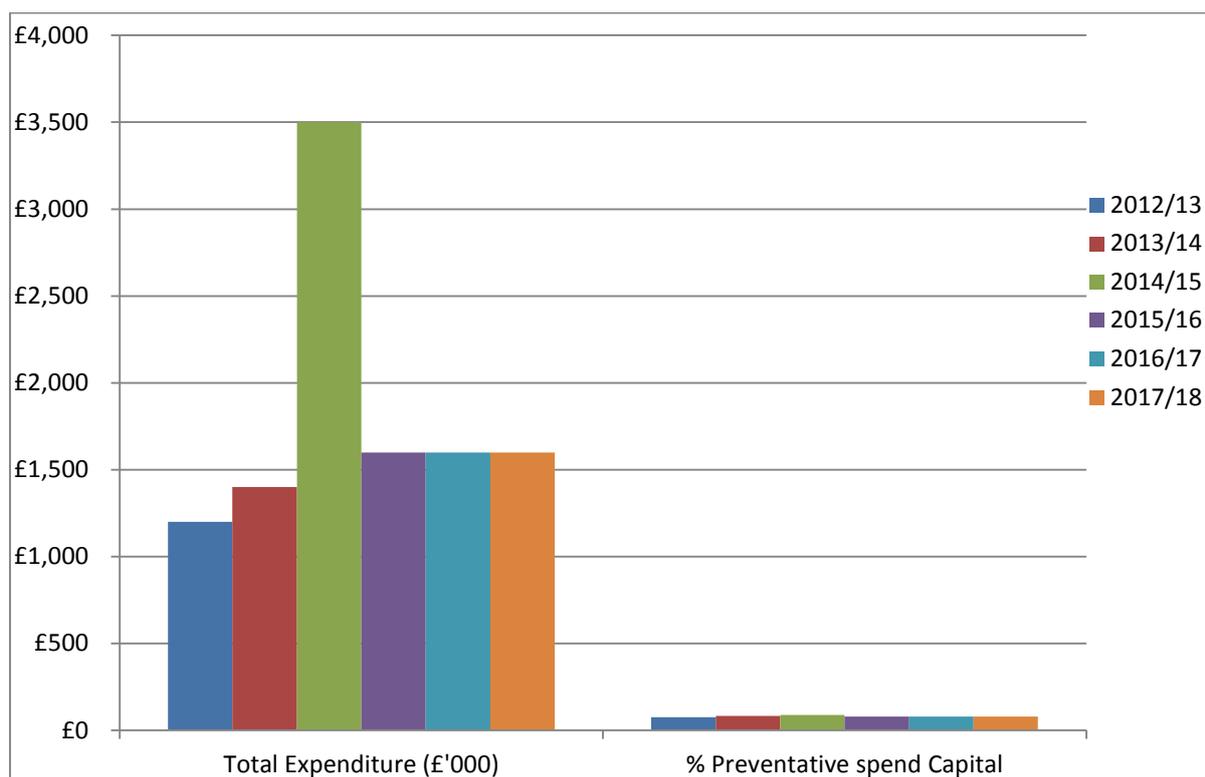
- 4.3 Highways Agency), are not the responsibility of the Royal Borough and are therefore not included in this HAMS. These are shown in Figure 2 below.
- 4.4 There are also a number of private roads within the Royal Borough. The landowners and/or adjacent property owners are responsible for the maintenance of these roads.

Figure 2: The Royal Borough's map showing the network of major roads



5. WHAT HAVE WE SPENT ON MAINTAINING THE CARRIAGEWAYS AND FOOTWAYS OVER THE LAST 5 YEARS AND WHAT HAS BEEN THE IMPACT ON THEIR CONDITION?

- 5.1 Figure 3 overleaf presents our expenditure history since 2012/13. This shows that over the years our combined carriageways and footways spend has fluctuated, with a slight rise over the course of the 5 years. In 2014/15 the budget increased significantly as can be seen in Figure 3 below. This was due to additional centra government funding for roads. This is a consequence of the Royal Boroughs commitment to invest more in roads.
- 5.2 Following from 2014/15, the total expenditure on road maintenance since 2015/16 till present has remained the same. Subsequently, there were no changes to the preventative capital percentage on road maintenance.

Figure 3: Carriageways expenditure history between 2012/13 and 2017/18

- 5.3 The carriageway condition data was collected via UK Pavement Management System (UKPMS) surveys to provide us with information to inform maintenance and funding requirements, to report on national performance indicators required by the Government, and to calculate asset valuation for Whole of Government Accounts. Condition data for 2016/17 is presented in Table 2 below.

Table 2: The Royal Borough's carriageways UKPMS Scanner and CVI condition for 2016/17.

Single List No.	Performance Indicators	Performance
	Description	Current
Item 130-01 Scanner	% of principal roads where maintenance should be considered	5%
Item 130-02 Scanner	% of non-principal classified roads where maintenance should be considered	6%
BV224b* CVI	% of unclassified roads where maintenance should be considered	8%

* BV224b data was not collected by the Royal Borough for many years due to it not being a requirement by government. However data has started to be collected again to inform maintenance and funding needs.

- 5.4 In addition, we benchmark ourselves with neighbouring boroughs to provide an insight on how we are performing compared to others and to track progress against our corporate objectives. Performance benchmarking is presented in Appendix C – Performance benchmarking with neighbouring councils.

6. WHAT IS THE CURRENT CONDITION OF THE CARRIAGEWAY ASSETS AND WHAT CONDITION ARE WE TARGETING?

- 6.1 For this current version of the HAMS, only investment modelling for carriageways has been undertaken, this will be further supported in future versions with investment modelling of the state of the footways in the borough.
- 6.2 We have established target conditions to ensure highway asset maintenance functions on the ground are aligned to and contribute to achieving the Royal Borough’s corporate vision.
- 6.3 Table 3 outlines the categories used to define the conditions.

Table 3: Condition information categories.

Condition	Description
Red	Roads where structural maintenance should be considered
Amber	Roads where preventative maintenance should be considered
Green	Roads in good condition

- 6.4 Our current and target carriageways conditions are as shown in Figure 4 and are summarised in Table 4: The carriageway assets are split between A, B&C and U roads.

Figure 4: Current and target carriageway surface conditions for A, B&C, and U roads

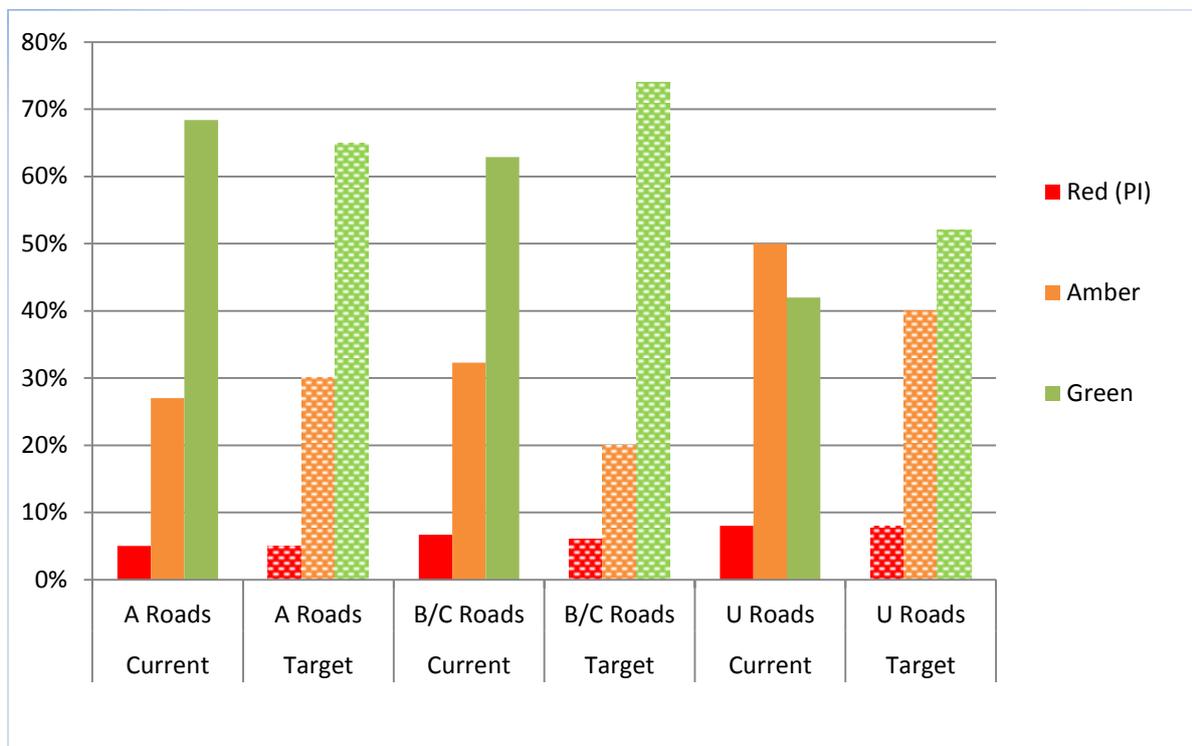


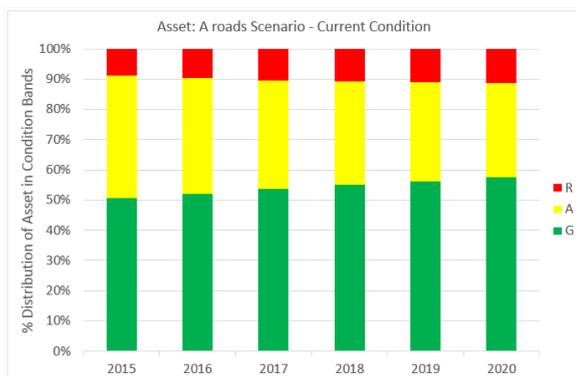
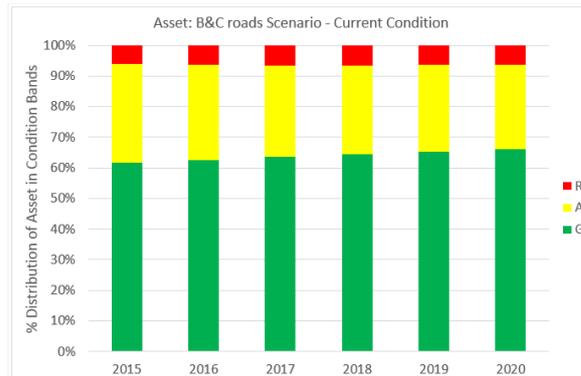
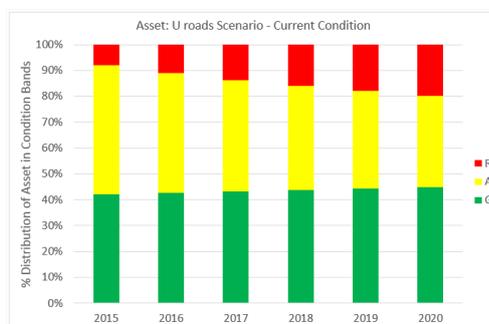
Table 4: Scanner & CVI Carriageway current and target condition summary

Condition Band	Current Carriageway Condition			Target Carriageway Condition		
	A Roads (Scanner)	B/C Roads (Scanner)	U Roads (CVI)	A Roads	B/C Roads	U Roads
Red (PI)	5%	6.7%	8%	5%	6%	8%
Amber	27%	32.3%	50%	30%	20%	40%
Green	68.4%	62.9%	42%	65%	74%	52%

- 6.5 Our current performance indicators (red zone) are very good both regionally and nationally. The benchmarking with our neighbouring councils (Appendix C) demonstrates that we are on par with our peers for A and B/C road condition and generally better than most with regard to unclassified roads. On this basis, and in alignment with the Royal Boroughs corporate objectives, we have set performance indicator targets which represent a steady state situation.
- 6.6 Within Figure 3 (previous page) and Table 4 above, one will note that we have targeted improvements in the percentage of the network in the amber zone. The reason for this being that maintenance on carriageway in the amber zone is often cheaper than treatments required for carriageways in the red zone (which tend to require deeper resurfacing). As such, by targeting the amber zone our money goes further and prevents further deterioration into the red zone, which would lead to greater maintenance costs.
- 6.7 This 'prevention is better than cure' proactive approach is endorsed by the HMEP and is generally considered to be best practice. The approach prevents roads reaching the red zone and minimises disruption to the road user and the need for reactive maintenance such as pothole repairs.

7. WHAT IMPACT WILL THE CURRENT BUDGET HAVE ON ASSET CONDITION?

- 7.1 We have utilised condition data and investment modelling techniques to forecast the condition for carriageways over a 5 year period, should the current budget of £1.65 million continue, in addition the £173,000 of Pothole funding and £483,000 of Productivity Investment fund will further improve the overall network condition. This investment modelling has been carried out using the HMEP's Lifecycle Planning Toolkit, a tool endorsed by the government. For this current version of the HAMS, only carriageways have been analysed, this will be further supported in future versions with analysis of the state of the footways in the borough.
- 7.2 Figure 5 overleaf, illustrates the predicted condition of the carriageways on the principal network (A Roads) non-principal network (B and C roads) and the unclassified network (U roads) should the current carriageway budget and maintenance strategy continue.

Figure 5: Condition prediction at the current budget for carriageways**A Road Network: Current Budget - £107,725****B&C Road Network: Current Budget - £530,135****U Road Network: Current Budget - £513,800**

Note 1: Red shows assets in poor condition, Amber shows assets in a deteriorating condition, and Green shows assets in good condition.

7.3 These graphs illustrate that at the current level of funding, and using the present maintenance strategy, the existing carriageways funding will enable a broadly steady state condition over 5 years for the A and B/C networks. However, the unclassified road network shows a deteriorating condition. This deterioration in condition will manifest itself in several ways, including:

- An increase in the number of roads needing repair i.e. more cracks visible, leading to potholes, more uneven roads, etc.
- An additional liability on personal injury or damage claims.
- An increase in the number of potholes, triggering more responsive maintenance to meet statutory duty.
- A 'fire-fighting approach' being adopted rather than 'invest to save' measures, hindering the Royal Borough's ability to demonstrate robust asset management practice.

7.4 Based on the current budget and maintenance strategy, there will be 89km of roads in need of repair by 2019/20, a 43km rise from 2014/15. This will have a big implication upon the

- 7.5 level of reactive maintenance required, and therefore reducing the budget available for planned maintenance work.
- 7.6 We have also predicted that there will be a circa £30,000 rise in potential compensation claims to £70,000 by 2019/20.
- 7.7 This information is now being used to support a business case for targeted funding to maintain the current condition of the A, B/C and unclassified carriageways and prevent deterioration. This could be achieved through a combination of an appropriate level of funding and adjustments to the existing maintenance strategy.

8. WHAT ARE THE BEST INVESTMENT OPTIONS FOR THE FUTURE?

- 8.1 We have also investigated a number of investment options to help us understand how the carriageways network condition will change over a 5 year period.
- 8.2 Four budget scenarios were processed (Table 5) to predict the impacts of maintaining, reducing, increasing and redistributing the level of funding.

Table 5: Budget Scenarios

Budget Scenarios	Annual Budget	Capital Expenditure (over 5 years)
Current	£1,650,000	£9,900,000
Reduced (-50%)	£825,000	£4,950,000
Enhanced (+50%)	£3,300,000	£18,439,709
Steady State	£2,370,000	£14,230,500

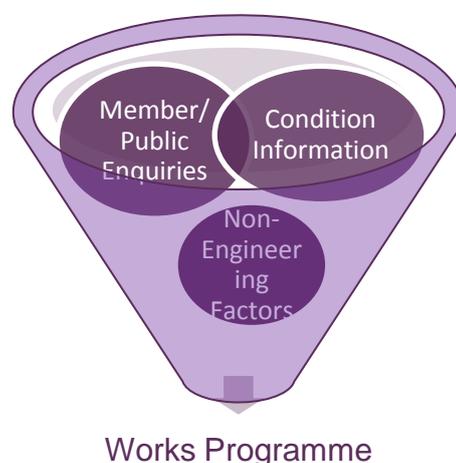
- 8.3 The results of the investment modelling suggests that the current budget (£1.65million) enables a broadly steady state condition over 5 years for the A and B/C networks. However, the unclassified road network shows a deteriorating condition.
- 8.4 The reduced budget scenario (£0.8million) is shown to be insufficient to maintain the present condition across all classifications.
- 8.5 The enhanced budget scenario (£3.3million), is sufficient to maintain a steady state condition in unclassified roads. However, the A and B/C network shows a rapid improvement in condition, based on current strategy and budget distribution.
- 8.6 It should be noted that any increased expenditure would be offset to a certain extent by a reduction in reactive maintenance expenditure and a reduced likelihood of third party claims.
- 8.7 The disparity between condition trends for A, B & C roads and U roads indicates that a redistribution of budgets could aid a steady state condition across all classifications. Within the modelling we distributed the budget from 22% to 17% for A roads, 37% to 26% for B&C roads and 41% to 58% for U roads. With this redistribution the overall budget to maintain a steady state was calculated at £2.4million.
- 8.8 It is possible that a steady state scenario could be achieved with a lower budget, with improvements to the current maintenance strategy, such as the adoption of innovative

- 8.9 treatments and materials. We work closely with our highway maintenance contractors and monitor the industry for such opportunities.
- 8.10 A separate modelling run was also conducted, removing the surface dressing maintenance technique, to examine the effect this would have on road condition and overall budgets. The results of this analysis showed a significant decline in condition across all carriageway classifications. To maintain a steady state condition without the use of surface dressing, the budget would need to be circa £3.0million.
- 8.11 The recommendation of the investment modelling is to target a steady state condition, with an increased budget of £2.4million. This requires an adapted distribution of funding to ensure that unclassified roads are maintained to the same level as A and B/C roads, as well as the continued use of cost effective preventative treatments such as surface dressing.
- 8.12 Further results of the investment modelling undertaken can be found in the separate report 'Investment Modelling 2015 Carriageways for Royal Borough of Windsor and Maidenhead'.

9. HOW DO WE DEVELOP A 3 YEAR INDICATIVE PROGRAMME FOR THE MAINTENANCE OF THE NETWORK?

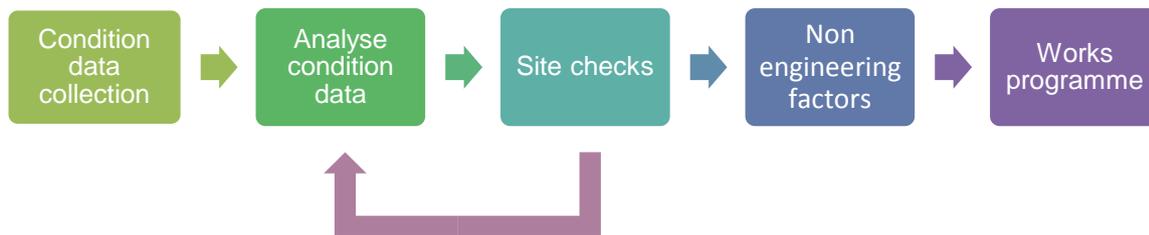
- 9.1 Our 3 year indicative programme for the maintenance of the carriageways and footways network is refreshed annually. This enables forward planning, helps forecast budget requirements and co-ordination of works with utility companies and other regeneration schemes.
- 9.2 We prioritise works using prioritisation tools, incorporating data from Coarse Visual Inspections (CVI), Detailed Visual Inspections (DVI) and SCANNER surveys, collected by specialist surveying companies. Site investigations, conducted by the Royal Borough engineers, ensure that that defects being triggered and the respective treatments reflect the defects that matter most to the Royal Borough. These factors determine the priority ranking of every carriageway. The views of the public and non-engineering factors are also taken into account at this stage. This is highlighted below in Figure 6, outlining the importance that these external factors play in developing the works programme.

Figure 6: Work programme inputs.



A flowchart showing how the forward works programme is developed is shown in Figure 7.

Figure 7: Carriageways and footways programme of works process



10. HOW DO WE DECIDE WHAT TREATMENT IS RIGHT?

Planned Maintenance

- 10.1 Deciding what treatment is best value for the carriageway and footway from the suite of treatment options available (
- 10.2 Table 6), both in the short and long term, is based on a series of factors.
- 10.3 It is our intention to select treatments which prolong the life of the assets in the most cost effective manner. Rather than just considering the up-front cost of a treatment we analyse its whole life cost. I.e. Treatment X may cost £10/m² but only last 3 years, whereas Treatment Y may cost £20/m² but last 10 years. In this example, assuming both treatments offer an acceptable level of performance, we would choose Treatment Y.
- 10.4 It should be noted however that it is not the intention of the Royal Borough to deliver a 'gold plated' planned maintenance service that eliminates all roads in the red condition zone. This would be extremely expensive and the entire available budget would be focused on a very small percentage of the network. Instead, as per HMEP guidance, we take a balanced approach to addressing deep structural repairs (in the red zone) and applying preventative, thin surfacing treatments (in the amber zone). In this way we can prevent roads in the amber zone become red through early intervention with cheaper treatments. This is often cost effective and minimises disruption.

Figure 7 - Pavement Lifecycle Options



- 10.5 Our suite of potential planned maintenance treatment options is fed into our scheme builder tool which triggers treatments based on the condition information. This is then checked on

site, and may be confirmed with coring samples, local knowledge of the site and relative traffic conditions.

Table 6: The Royal Borough's current suite of treatment options

Condition	Carriageway treatments	Footway treatments
Red	Plane and Resurface	BIT Reconstruction 170mm
	Asphalt Concrete	BIT Resurfacing 75mm
		ASP Reconstruction
Amber	Surface Dressing	BIT Slurry seal 10mm
		ASP Take up and relay

Reactive Maintenance

- 10.6 Reactive maintenance techniques are covered in detail in the Highway Maintenance Management Plan. It is the Royal Borough's intention that reactive maintenance, such as pothole repairs, follows the principle of 'right first time' to avoid short-term repair failures and necessitating repeat visits. This is not always possible where the defect presents and immediate danger and requires a quick fix.

11. HOW WILL WE ENSURE THE HAMS IS WORKING?

- 11.1 This strategy will be reviewed and updated annually to ensure we capture and adopt asset management best practice as it evolves, to update investment modelling and to ensure the highway maintenance objectives remain aligned to the corporate objectives of the council.
- 11.2 The strategy will be under constant use and scrutiny, and should the need arise for interim updates, possibly due to changes in national guidance or the Royal Borough circumstances, then we will carry these out.

APPENDIX A – THE ROYAL BOROUGH’S HIGHWAY ASSET VALUATION**Table 7:** Asset valuation report figures for 2015/16.

Asset Group	GRC (£'000)	DRC (£'000)
Carriageways	£922,340	£102,632
Footways	£193,181	£96,818
Highway Structures	£137,318	-£7,414
Street Lighting	£23,212	-£684
Traffic Management	£8,490	£4,802
Street Furniture	£1,160	-£10,299
Highway Land Area (m ²)	£2,362,782	£2,362,782
Gross Replacement Cost (GRC)	£3,648,484	
Depreciated Replacement Cost (DRC)		£2,548,637
Depreciation	30%	

APPENDIX B – CORPORATE GOVERNANCE POLICY - 2016/2017 - CORPORATE OBJECTIVES RELEVANT TO THE HAMS

Table 8: The Royal Borough's relevant corporate objectives

Corporate Objectives	
Objective 1	Work both for and with the community in an open and effective manner, taking account of the views of all of our stakeholders, regularly reporting on our activities, performance and financial position, and maintaining the highest standards of integrity in all our dealings with the community.
Objective 2	Ensure that Service Delivery Arrangements secure the continuous improvement of services and that agreed policies, priorities and decisions are implemented on time, in a manner consistent with the needs of users and in the most efficient and effective way.
Objective 4	Exercise the highest standards of care and control over the assets and resources available, ensuring that these are protected from the risk of loss, damage or misuse, are used in the most efficient, effective and economic way and deliver services in a way that represents the best value for money achievable.
Objective 5	Ensure that the highest standards of professionalism and integrity are maintained and that all those associated with the council demonstrate leadership and public service commitment in conducting the affairs of the authority in an open and accountable manner.

APPENDIX C – PERFORMANCE BENCHMARKING WITH NEIGHBOURING COUNCILS**Table 9:** Carriageways performance benchmarking with neighbouring councils for 2014/15

Indicator	Windsor & Maidenhead*	Bracknell Forest	Buckinghamshire	Reading	Slough	Surrey	West Berkshire	Wokingham
<i>National Performance Indicators, Single List</i>								
130-01: Percentage of principal classified roads where maintenance should be considered	6%	9%	5%	6%	2%	5%	3%	5%
130-02: Percentage of non-principal classified roads where maintenance should be considered	6%	7%	8%	5%	2%	6%	6%	7%
Percentage of unclassified roads where maintenance should be considered	8%	19%	Not available	Not available	15%	16%	3%	Not available

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