



Nottingham

City Council

# Nottingham Highway Asset Management Strategy

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## Document History

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## **1.0 Executive summary**

Managing our highways is a critical challenge to Nottingham City Council, which must manage an ageing network with high public expectations. At the same time, resources are reducing, less funding is available and there is increased pressure on other local authority services.

The highway infrastructure is the council's most valuable asset. The highway network is vital to the economic, social and environmental well-being of Nottingham. Asset management provides an established and coherent approach to managing our highway infrastructure. It allows highway managers to make the case for highway investment and in doing so supports decision-makers in reconciling short-term pressures and long-term priorities.

Strong leadership and commitment from Leaders, Councillors and Senior Officers is required in order to implement and embed the principles of asset management. This document will be used, to ensure Asset Management is successful within Nottingham City Council.

## **2.0 Introduction**

The Highway Asset Management Strategy (HAMS) will set out how Nottingham City Council will best manage its highway infrastructure assets and network taking into consideration customer needs, local priorities, asset condition and best use of available resources. This strategy incorporates recommendations from the HMEP Highway Infrastructure Asset Management Guidance Document – May 2013.

This strategy will then be used to inform the highway maintenance schemes that are to be implemented within the Council's 2016-21 future works programmes.

Finally this strategy will be used to promote the continuous improvement of our highway asset management by capturing the outcomes of using the optimum treatments or interventions over the whole life cycle of the different asset groups.

## **3.0 Purpose and relationship with other documents**

The Department for Transport (DfT) has worked with the highways sector to develop the Highway Maintenance Efficiency Programme (HMEP) which allows local highway authorities to connect and share their practices of 'what works' across the sector that will allow Nottingham Council to achieve greater efficiency in maintaining its highway infrastructure assets in the future.

The Council has established an organisational structure (Figure 3.1) that reflects the importance that asset management plays in the delivery of its highways and transport services. This structure enables the development, continual review and embedment of strategic documents and promotes asset management practices.

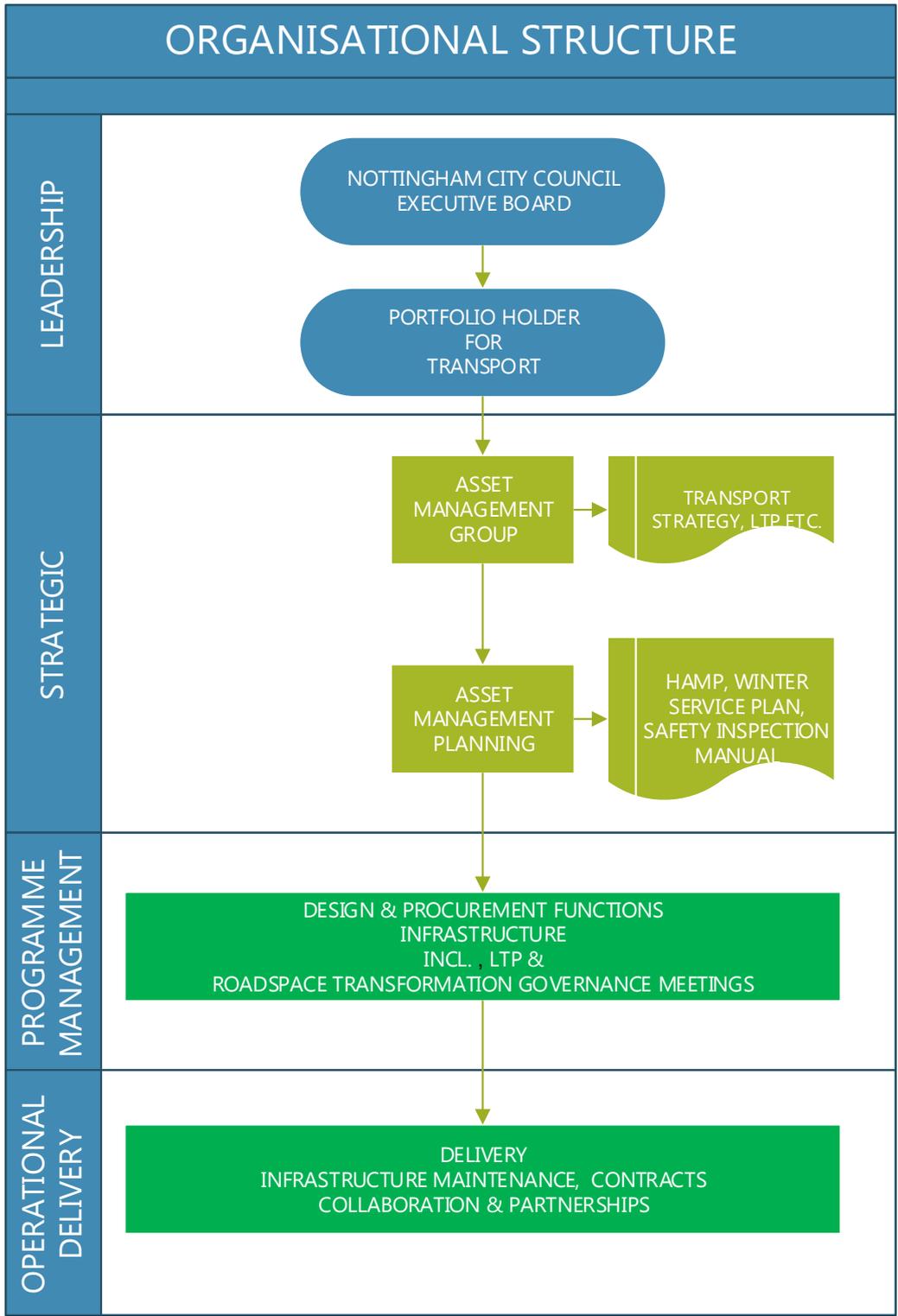


Figure 3.1. Organisational Structure

## **4.0 Asset management strategy for individual assets**

As part of the asset management strategy, and in accordance with other national guidance, the highway asset has been divided into asset groups. Each group is then broken down into asset components and activities. The asset groups and components are described in Section 5.

A key function of the asset management process is to understand the spending needs of each asset group, component and activity against performance, aims and objectives. This means understanding funding needs to meet:

- LTP objectives;
- Delivery Planning
- Performance Targets.

The main asset groups are shown below.

- Carriageways
- Footways & Cycleways
- Bridges & Structures
- Drainage
- Public Rights of Way
- Street Lighting
- Signs & Street Furniture
- Environmental Assets
- CCTV

## **4.1 Carriageways**

Carriageways (roads) are the asset group in greatest need of attention and the desired outcome of this Strategy is to improve their overall condition. The strategy targets increased investment in them in order to arrest the progressive deterioration that was occurring.

### **4.1.1 Service level to be achieved:**

Our aim is to deliver a sustainable improvement in overall condition of roads in the City of Nottingham. In order to achieve this aim a preventative maintenance strategy will be adopted alongside major maintenance to deliver the best value for money. Preventative works will be given the same budget priority as other budget heads in accordance with the lifecycle approach adopted within Nottingham City. Investment will recognise the differences in condition between various road hierarchies and the service levels required by our corporate goals. This will also require appropriate investment within the ancillary items as:

- Lining maintenance
- Drainage Maintenance
- Safety Fence Maintenance
- Skidding maintenance

### **4.1.2 Maintenance approach**

The maintenance approach adopted will ensure the budget is appropriately allocated in line with the lifecycle of the asset. Therefore, the budget split may mean a higher allocation of funds to preventative maintenance rather than structural maintenance. This means investing a greater proportion of the available budget to treat roads in the early stages of deterioration.

A preventative approach targets assets that are not currently in need of full structural renewal and proposes to extend the assets whole life by arresting/delaying deterioration. An analogy for this Strategy is the roads are equivalent of painting wooden window frames rather than waiting for them to rot and need expensive replacement. Preventative maintenance is maintenance that is regularly

performed to lessen the likelihood of it failing. Preventative maintenance is performed while the equipment is still working, so that it does not fail unexpectedly i.e. potholes, hazards etc.

Preventative maintenance is planned, by their lifecycles, so that any required resources are available. The maintenance is scheduled based on a particular lifecycle, therefore it may be appropriate to resurface a road every 16 years with preventative maintenance to ensure the surface material is maintained at an appropriate standard and sealed to stop water ingress and failure. Preventative maintenance is more complex to coordinate than run to failure maintenance because the maintenance schedule must be planned with the appropriate budgets.

It is recognised that the transition to a preventative strategy requires support from all stakeholders. Other techniques such as patching will continue to be used extensively to deal with the large number of potholes resulting from several bad winters and lengthen the lifecycle. This is a very cost effective method for dealing with the backlog of defectiveness on the network. An extensive patching programme will also be adopted to maintain the network minimising the risk to the council until the full lifecycle plan can be fully adopted.

The use of these strategies will continue as an effective response but with continued investment in preventative maintenance it is anticipated its use will be much reduced in future years.

#### **4.1.3 Condition**

The condition of the asset is measured from a series of UKPMS machine and visual surveys including bespoke surveys to ascertain when and where maintenance is required.

#### **4.1.4 Strategy**

The strategy is designed to allow better management of customer expectations. It will provide specified target standards; improve planning of works and providing a more consistent condition as expected by our stakeholders. Improved communication with customers using this information should improve customer perception and satisfaction.

#### **4.1.5 Summary**

This approach to Carriageways will:

- Provide a sustainable improvement of measured condition
- Reduce claims on the council
- Provide a stable budget scenario
- Decrease the requirement for reactive maintenance i.e. potholes
- Increase customer satisfaction as a result of decreasing reactive repairs, more stable condition and reliable journey times

## **4.2 Footways and cycleways incl. Public Rights of Way (PROW)**

Footways and cycleways are also in need of attention and the desired outcome of this Strategy is to improve their overall condition. The strategy targets increased investment in them in order to arrest the progressive deterioration that was occurring.

### **4.2.1 Service level to be achieved**

Whilst survey information on cycleways is still ongoing and being developed, the desired outcome is to improve condition of higher use footways to excellent (category 1 footways - major town centres and shopping areas) and maintain other footways in a good condition

### **4.2.2 Maintenance approach**

High use footways represent a small percentage of the Council's footway network making it possible to create a significant change in their condition for relatively small investment. Remaining funding is predicted to enable progressive improvement in overall condition of other footways by maximising the use of preventative treatments where possible. Preventative maintenance can be adopted as a large proportion of the Council's footways are bituminous. A regime of preventative treatments such as slurry sealing offers the opportunity to deliver an improved network whilst utilising the budget as efficiently as possible.

### **4.2.3 Condition**

The condition of the asset is measured from a series of United Kingdom Pavement System (UKPMS) visual surveys including bespoke surveys to ascertain when and where maintenance is required.

### **4.2.4 Strategy**

The strategy is designed to allow better management of customer expectations. It will provide specified target standards, improve planning of works and providing a more consistent condition as expected by our stakeholders. Improved communication with customers using this information should improve customer perception and satisfaction.

## 4.2.5 Summary

This approach to Footways and Cycleways will:

- Provide a sustainable improvement of measured condition
- Provide a stable budget scenario
- Decrease the requirement for reactive maintenance i.e. potholes
- Reduce claims on the council
- Increase customer satisfaction as a result of decreasing reactive repairs, more stable condition and reliable journey times

## **4.3 Bridges and structures**

Bridges are built for the passage of highway vehicles and pedestrians in a safe manner. Highway bridges are designed to accommodate large heavy vehicles to help distribution of goods etc. Highway bridges are made of steel, reinforced concrete, or wood.

### **4.3.1 Service level to be achieved:**

Desired service level is to maintain all highway bridges and structures in a safe state and fit for the passage of vehicles ensuring that the movement of goods and services are achieved. Using the Bridge Condition Index (BCI) we will ensure that no bridge becomes in a critical state.

### **4.3.2 Maintenance approach**

The council will continue to meet its statutory duties as the owner of highway structures via a regime of inspections and management of abnormal loads and bridge use. Funding allocations to allow repair of damage to structures requiring immediate attention (e.g. vehicle strikes in order to keep the asset safe) will be maintained.

### **4.3.3 Condition**

We will continue to carry out General and Principal inspections by qualified structural engineers.

### **4.3.4 Strategy**

The strategy to manage Bridges and Structures is to ensure the steady progress in addressing structures where strengthening is desirable, utilising bridge condition and location as determinant factors. We will allocate budget and continue with the following strategies The remaining structures will be managed utilising a regime of inspection/monitoring. The Strategy is based upon addressing the highest priority structures within this list as below:

- Bridge Strengthening Programme - There are currently a number of structures that fail to meet full load carrying capacity. A list of schemes has been identified where strengthening work is desirable.
- Priority investment: in statutory duties and a small number of priority structures

- Strengthening programme; strengthening of structures will be undertaken progressively using a prioritisation of those structures where strengthening provides the greatest benefit to users

#### **4.3.5 Summary**

This approach to Bridges and Structure will be to:

- Provide a sustainable improvement of measured condition
- Provide a stable budget scenario
- Maintain the safety of the structures stock.

## **4.4 Street lighting and illuminated street furniture**

Street lighting is divided into various categories for asset management purposes. The categories include, but are not limited to the following groupings; lighting columns, illuminated bollards, illuminated signs and beacons.

### **4.4.1 Service level to be achieved**

To improve the condition and maintain a street lighting stock that, is efficient, protects the environment and maintains a safe highway network for all to use, whilst minimising the use of energy and reducing our carbon footprint.

### **4.4.2 Maintenance approach**

The Street Lighting Private Finance Initiative (PFI) is a 25 year contract agreement with a private sector service provider to deliver a fast track programme of street lighting enhancements. The work is designed to replace failing and outdated street lighting infrastructure and to improve the standard, performance and efficiency of street lighting provision across the City in line with the City Council's corporate aims and objectives.

The day to day responsibility for the street lighting service has now transferred to the service provider. The City Council will make monthly availability payments to the service provider for the replacement lighting programme and ongoing maintenance, with payments being linked to performance.

### **4.4.3 Condition**

The lighting stock is inspected in several ways including specialist structural tests, visual inspections, and routine nightly inspections.

### **4.4.4 Strategy**

PFI Targets in the initial core replacement programme (2010 -2015) include; replacing 29,000 aging and outdated street lighting columns, changing 10,000 lanterns to more energy efficient white light source on existing columns, renewing all street furniture (2,500 signs and 2,300 illuminated bollards) throughout the city.

#### **4.4.5 Summary**

This approach to street lighting will:

- Provide a safe environment for our users
- Reduce criminal activity
- Provide a stable budget scenario
- Minimise energy use
- Minimise our carbon footprint

## **4.5 Traffic signals**

Traffic signal assets include but are not limited to traffic signalled junctions, pedestrian crossings, CCTV and Automatic Number Plate Recognition (ANPR) cameras.

### **4.5.1 Service level to be achieved**

To provide a reliable safe traffic signals stock.

### **4.5.2 Maintenance approach**

Traffic signals shall have maintenance based upon highway priority junctions and signal controlled crossings that are in need of replacement and a Refurbishment Programme; on-going replacement needs driven by age of site, obsolescence of equipment and deterioration of condition/reliability

### **4.5.3 Condition**

The reliability of the traffic signal stock will continue to be met by a regime of routine visual inspections and reactive repairs.

Annual inspections will be carried out by the signals term maintenance contractor. A more detailed electrical inspection is undertaken on a 5-yearly basis.

### **4.5.4 Strategy**

A programme of refurbishment will address sites where, due to age or obsolescence of equipment, the future reliability of the site could be at risk. The programme has been prioritised as follows

1. Junctions and Communications Works; essential communications cabling replacement works plus refurbishment of high priority junctions
2. Signal controlled Crossings; high use crossings where work has been identified are providing added value
3. Junctions that are not priority 1 works but have been identified as needing attention over the others (and signal controlled crossing) because they are a rare controller or because there is added value, such as the possibility of adding in an additional stage to the sequence.
4. the remaining junction sites that are at or nearing the end of their expected lives
5. the remaining signal controlled crossings that not included above

## 4.5.5 Summary

This approach to Traffic Signals will:

- Provide a safe environment for road users
- Provide safe passage for vehicles through high traffic flow junctions
- Provide a stable budget scenario

Whilst the asset management strategy can be highlighted against strategic assets groups the need to focus on improving road safety and encouraging growth through delivering appropriate improvement schemes still exist outside of the individual assets. Whilst the Strategy does not directly cover these activities, it is intended to facilitate a joined up approach to the delivery of improvement and maintenance schemes. There is also an on-going requirement to understand the future maintenance implications of new capital schemes.

This Asset Management Strategy and resultant long term delivery plans will allow a more coordinated approach to the provision of Capital Improvement and highway maintenance schemes and ensure that maximum value is achieved from various capital and revenue investments through the lifecycle of new and existing assets.

Whilst the Strategy advocates a planned and risk based approach to Asset Management, there may be exceptional circumstances in which a particular asset fails rapidly, beyond prediction i.e. flooding, other extreme weather events etc. In this event, planned activities will be reprioritised (using the principles contained within this Strategy) across all asset groups in order to facilitate the inclusion of additional schemes within the programme.

## 5.0 Asset groups and components

As part of the highway asset management framework, and in accordance with other national guidance, the highway infrastructure assets have been divided into individual asset groups. Each group is then broken down into asset components and maintenance activities. The asset groups and components are described in the following sections. A key function of the asset management process is to understand the spending needs of each asset group, component and maintenance activity against performance, aims and objectives. This means understanding funding needs to meet:

Asset Groups	Roads	Footways & Cycle Routes	Public Rights of Way	Structures	Street Lighting	Signs	Drainage	Traffic Control & Information Systems	Street Furniture
Asset Sub-groups	Carriageway surface	Network Surface	PROW Network Surface	Bridges	Lighting points incl. columns, lanterns, control. equip. & electr. supply	Signs (unlit)	Gullies	Urban Traffic Control	Seating, Bins, Bollards etc
	Edge of carriageway (kerbs etc)	Paved verges	PROW structures	Culverts	Lit signs	Signs (lit)	Pipework	Junction signals	Motorcycle/ cycle stands
	Paved centre reserves & islands		Signs, Stiles & Gates	Retaining walls	Illuminated bollards, shelters and beacons	Finger Posts	Manholes	Signal. Pedestrian Crossings	Pedestrian guardrails
	Grass verges & reservations		Fences, bollards etc.	Cuttings & Embankments	Tunnel Lighting	Car park guidance signs	Channel Drainage	Vehicle Access Systems (VAS)	Bus Stops
	Barriers & Safety Fences			Subways	Subway Lighting	Street signs	Grips, Ditches & soakaways	Variable Message Signs (VMS)	Bus shelters

Asset Groups	Roads	Footways & Cycle Routes	Public Rights of Way	Structures	Street Lighting	Signs	Drainage	Traffic Control & Information Systems	Street Furniture
Asset Sub-groups	Road markings/studs			Tunnels	Bridge, Quay & Pier Lighting		Open channels/culverts	Real-time Passenger Information (RPI)	Passenger Information Displays
	Traffic Calming			High masts	Cable network & feeder pillars		Outfalls	Wigwags	Tower of Light, Fish Trail, Elephant Trail
				Sea defences			Ponds	Automated Traffic Counts (ATC)	Tourist Information
				Port & Quay Sides			Interceptors	Automatic Traffic Bollards	
				Victoria Pier			Pumping Stations	CCTV Cameras	
				Highway Pumps				Active Speed Signs	
				Piles					

## 6.0 Data management and information systems

The Council's Highway Asset Management Strategy and Plans are supported by robust and reliable data. However, the Authority believes that the collection, management and use of data needs to be based on a process, which identifies;

- Ownership
- Data Objectives – business case
- Responsibilities
- Costs to manage and maintain data all of which need to be clearly defined.

To this end, an asset information strategy has been developed that provides guidance for the optimum use of available data. This information strategy encompasses; data needs (data collection decisions), data management, highway management IT systems, reporting requirements (business information) and corporate IT needs. It will be used to inform current data collection needs for both inventory and condition information. Key drivers for this include:

- Gross Replacement Cost (GRC) / Depreciated Replacement Cost (DRC)
- Management Resources
- Performance
- Customer
- Business

The following systems and tools are currently in use by the Authority:

- Confirm, highway management system, covering most of highway management needs, including works order, public enquiries, street works, structures, network management, inspection process;
- GIS (as the core of asset management); and
- Scheme Identification System

## 7.0 Performance management

Once asset inventory, condition and cost data has been collected the performance of each asset or asset group will be calculated and compared to the desired or target level. Care should be taken when relying on historic performance data and appropriate levels of confidence should be established.

Performance gaps will exist and will be documented within the asset management plan and then considered within the context of demand and risk as below. Where there is an identified need to change and improve the way that assets are managed, these changes will be described in the lifecycle plans and form part of the overall Improvement Plan, and a business case developed for the changes.

The desired performance levels for Nottingham are as defined in the national data set, these typically are represented by a formal regime of inspection and surveys.

Performance is measured according to BVPI results achieved and prioritisation to improve BVPI's is not necessarily commensurate with good asset management practice as described in previous chapter.

Performance will also include stakeholder satisfaction survey and as Nottingham City is part of the National Public Satisfaction survey, this information will be used to develop a performance level incorporating stakeholder views. There are two categories of performance gaps:

- Where the condition of an asset component is below that desired, and
- Where the level of service provided to the users of the highway is below that desired

The Lifecycle Management Plans will set out details of the authority's current Service Standards and Performance Assessment Methods, as well as the processes for managing the assets.

Performance reporting is currently being reviewed and will form part of this document.

## 8.0 Asset management planning

The asset management strategy supports continual review and improvement of its processes and procedures, ensuring, as far as possible, that the standards identified in relevant legislation and codes of practice are adopted and that our customers receive a good and efficient service that reflects the resources available.

At the asset group level the forward looking work programmes are developed and aligned to reflect the Government’s Comprehensive Spending Review period, which runs from 2015- 2021. This allows the Council to develop a longer term programme of work, which can be critical where short duration windows of opportunity exists to carry out preventative treatments, such as application of surface dressing treatments or protective coating systems.

Nottingham City Council considers that Needs Based Budgeting (NBB) is fundamental to good asset management planning and robust investment and lifecycle planning decisions. Substantial resources have therefore been focussed on and will continue to support the development of processes and tools to inform budget decisions at strategic and asset group levels. An overview of the budget allocation process is shown below in Figure 8.1

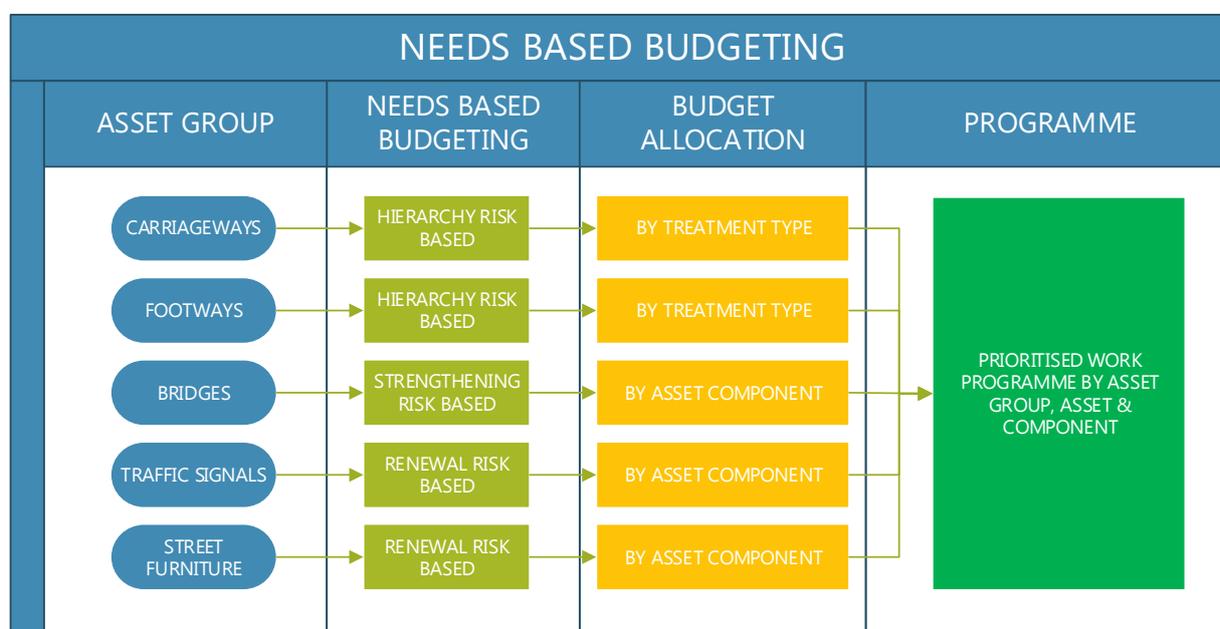


Figure 8.1 – Budget Allocation

## 9.0 Communication Strategy

Nottingham City Council recognises that effective communication with its key stakeholders is essential. It is important that the Council raises awareness of the challenges and issues that Nottingham City Council as a highway authority faces, and the balances and compromises that must be made while managing high public expectations.

### 9.1.1 Our aims

We will aim to raise awareness of the Authority's approach to asset management. This includes the work that goes into maintaining and improving the City's roads, pavements, structures and associated infrastructure by ensuring that all communications are timely, positive, informative and accessible.

It is important that we listen and communicate with our local citizens and involve them in how we plan and deliver services.

### 9.1.2 Our stakeholders

<b>Local citizens</b>	Website Press releases Social media Letters / Leaflets	Regularly
<b>Local businesses</b>	Media LEPS Social media	Regularly
<b>Colleagues</b>	Website Intranet Colleague emails	Regularly
<b>Councillors</b>	Weekly updates	Regularly
<b>Interested organisations</b>	Press releases	As appropriate
<b>Media</b>	Press releases	As appropriate
<b>Voluntary and community sector</b>	Community newsletters	

<b>Industry</b>	Media Awards	As appropriate
<b>Neighbouring authorities</b>	Joint media Notifications	As appropriate

### **9.1.3 Principles of good communication**

All planned works will be publicised in a timely and effective manner so that local citizens and road users can make informed travel decisions and know what to expect in regard as to how works will affect them.

Works promoters will use a variety of existing databases and communication channels (Roadworks.org, Travelwise etc.), including social media, to communicate with local citizens, community groups, voluntary and other public sector partners, stakeholders and businesses.

All key stakeholders will be kept informed of work on the network and all messages will promote the use plain English, avoiding technical and engineering terms.

### **9.1.4 Communication plan**

Transport improvement schemes will have a big impact and often reflect substantial Policy ambitions so need to be properly planned.

Work promoters will work with Marketing and Communications colleagues to set out a Communication Plan which must be approved by the Portfolio Holder for Transport.

All relevant Ward Councillors and Neighbourhood Management Officers must be briefed in advance of all works.

### **9.1.5 Communication protocols**

All communications will be approved by the Marketing and Communications team and the Communication Plan will be approved by the Portfolio Holder for Transport.

## **10.0 Whole of Government Accounts (WGA)**

Whole of Government Accounts is a transparency and accountability project of HM Treasury and it is there to provide a complete data set for fiscal planning by producing consolidated financial statements. The accounts are independently audited by the Comptroller and Auditor General.

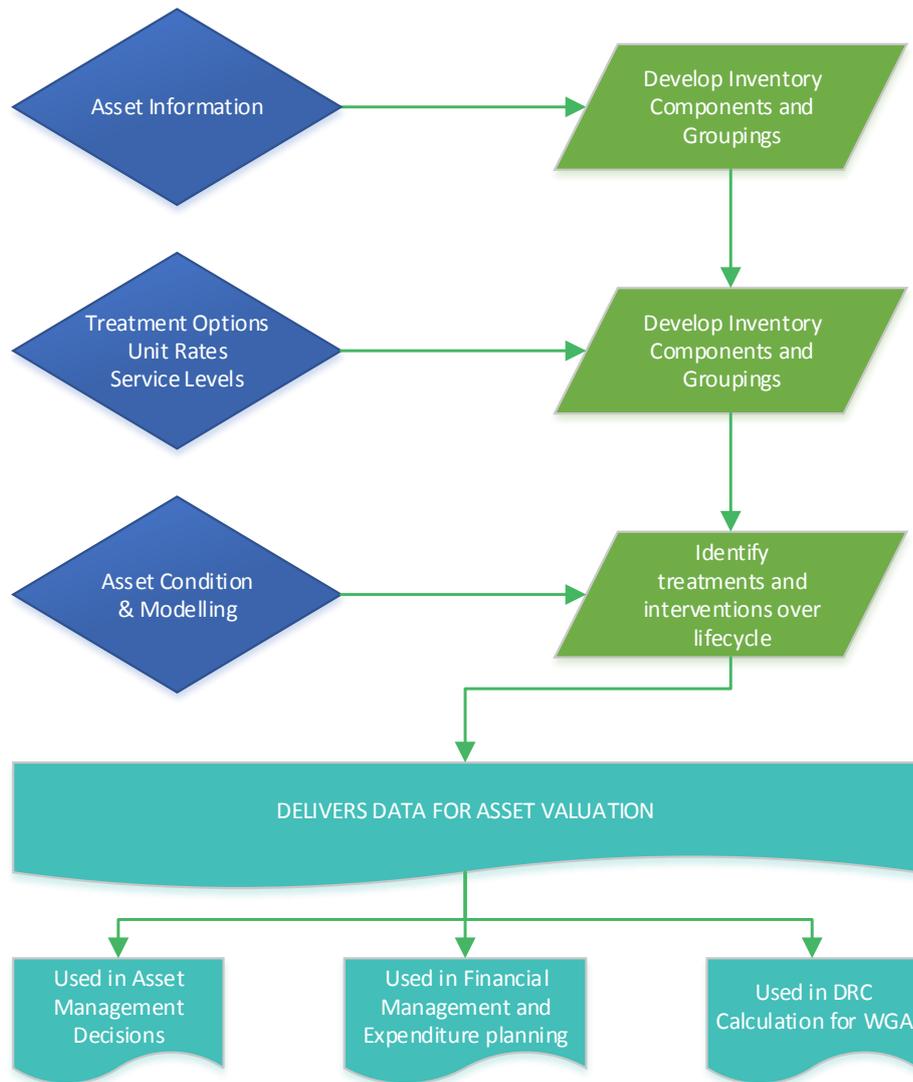
The local highway network and its associated assets represent, by far, the biggest capital asset that the local authority owns and maintains. It is vital to national and local economic prosperity and the appearance of local streets are important contributors to quality of life. Asset management plays a key role in delivering these benefits but to understand the value for money savings and service benefits that infrastructure delivers we need to know their value.

Within accounting, depreciation is used to provide a measure of the cost of the economic benefits embodied in an asset that have been consumed during the accounting period. Therefore, we use Depreciated Replacement Cost (DRC) as our method of valuation and these results are submitted with the WGA submission from local government to central government.

Financial reporting must be part of asset management and not a separate accounting exercise, the following figure shows how the accountancy fits into the asset management process shown in figure 9.1. However, we need to ensure that a realistic figure for highways is developed so it can support better informed decisions, allows a comparison with other services and aid decisions about how to target funds most effectively. For this to be achieved there is a clear need for accurate and detailed inventory information and performance data. This requirement will support asset management by providing an improved understanding of network deterioration and combining that with the levels of service to be achieved.

A strategy has been developed with the Council's Section 151 Officer to ensure asset management practices are in place to satisfy the financial reporting requirements defined in the Transport Infrastructure Assets Code, published by the Chartered Institute of Public Finance and Accountancy (CIPFA) in May 2010.

Nottingham City Council embraces this approach and has developed the processes for collating the data needed to meet the WGA requirements, whilst developing good asset management practices that will lead ultimately, to a refinement of the service.



*Figure 9.1 – Process how Asset Management delivers Asset Valuation*

## **11.0 Good practice**

Nottingham City Council is committed to the development and implementation of good practice and benefits from lessons learnt at National, Regional and Local levels. Officers from the Council will regularly contribute to and attend:

National and regional conferences;

- The Chartered Institute of Public Finance and Accountancy (CIPFA);
- Midlands Highway Alliance Partnership Network;
- HMEP events

## 12.0 Supporting documents

This Asset Management Strategy refers and is linked to a number of key documents, as listed below in Table 11.1. These documents combined enable Nottingham City Council, to adopt an asset management approach, implement and support the delivery of the desired level of service.

Nottingham City Ref	National Documentation
Highway Asset Management Plan	United Kingdom Roads Liaison Group,(UKRLG) Codes of Practices
LTP 3	CIPFA Infrastructure Assets Code of Practise
Service Delivery Plan	HMEP Frameworks for Highway Asset Management
Corporate Risk Register	UKRB quick start documents
Corporate Plan	HMEP Toolkits and Guidance documents
Nottingham Plan to 2020	UKRLG Asset Management Guidance
City Key Strategies	Well Maintained Highways
Vision 2030	Maintaining a Vital Asset

Table 11.1 – Supporting Documents

Figure 11.2 is Nottingham Councils simplified illustration of the relationship between our vision, strategies, priorities, plans and evidence. The local area agreement acts as the delivery plan with our Asset Management Strategies, policies and plans acting as key delivery mechanisms that are in turn underpinned by a shared evidence base.



Table 11.2 – Relationship between Vision and Strategies

## **13.0 Review process**

This Asset Management Strategy will be updated annually, with minor amendments and fully reviewed on a six-yearly basis to align with our HIAMP and Government's current Integrated Transport Block capital funding cycle. This process will be managed and implemented by the Infrastructure Asset Management Group. It is important to remember that this is a strategy therefore ignores any funding levels or budget constraints. Therefore, there shouldn't be any significant changes to the Strategy influenced by changes in budget.