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| Meeting: | Executive |
| Meeting date: | 18 July 2024 |
| Report of: | Head of Highways Asset Management |
| Portfolio of: | Director of Environment, Transport and Planning |

Combined Authority Key Route Network

1. This report outlines proposals for a Key Route Network (KRN) for York and North Yorkshire, including the process determining how highway routes are identified for inclusion in the KRN. The report also highlights the responsibilities that require the local highway authorities and York and North Yorkshire Combined Authority (YNYCA) to deliver roles to ensure the effective operation and improvement of the KRN.

Benefits and Challenges

Benefits

2. The identification and implementation of the KRN will support joint working across the two Highways Authorities forming the York and North Yorkshire Combined Authority area. Although no immediate changes are proposed to the way in which both authorities manage the highways within the KRN the adoption of the principles will ensure future funding and ways of working are achievable.

Challenges

3. The adoption of a KRN across two Highways Authority areas and the time and commitment needed to embed new ways of working will not be insignificant. City of York Council (CYC) and North Yorkshire Council (NYC) will work closely with Combined Authority officers to plan and deliver the approaches detailed in the Background section of this paper.

Policy Basis for Decision

4. The proposals for the development of the KRN will contribute to the delivery of the commitments in the Council Plan (2023-27) and the Local Plan.
5. The management of the KRN and resultant projects reflect the four core 'EACH' commitments in the Council Plan 2023-27 – One City For All by:
 - **Equalities and Human Rights** – by utilising highway asset data in a consistent manner the development of the KRN has been developed to reflect best practice amongst highways practitioners and does not have any intentional or unintentional bias built into it's aims and outcomes.
 - **Affordability** – the KRN will ensure that the upkeep of strategically important highway assets are managed though the distribution of available budgets in a risk based and effective way.
 - **Climate & Environment** – the Highways maintenance teams utilise new vehicles and plant, including electric vehicles, which are being rolled out across front line services. Our teams recycle aggregates and other materials during repair and renewal works. Investment in highway infrastructure is essential to mitigate the impacts of extreme weather. Trials of resilient and effective maintenance practices by maintenance teams are essential to evolve our services to a changing climate.
 - **Health and Wellbeing** – the work of Highways maintenance teams in the development of the KRN and delivery of subsequent schemes will ensure all pedestrians, cyclists and vehicle users can safely travel around the KRN highway network in our city and NYC.

Financial Strategy Implications

6. As detailed in paragraphs 25-27 of this report, it is the expectation that maintenance activity on the KRN will be managed through existing budgets. There is likely to be an expectation that roads within the Key Route Network will be maintained to a higher level than other roads and therefore the decision across the two local authorities will impact how the maintenance funds are allocated. Any improvements to the KRN would be funded through the Local Transport Fund settlement.

Recommendation and Reasons

7. Three options have been identified to define the KRN within the City of York Council area, these options have been developed to present opportunities to balance the opportunities to deliver outcomes from KRN funding programmes and the emerging City of York Council Movement and Place Plan.
8. It is recommended that the Executive approves proposals for a Key Route Network in the City of York Council area ahead of submission for approval to the York and North Yorkshire Combined Authority, Option 2 in paragraph 37 is recommended for approval.

Reason: To support the future improvement of City of York Council's strategic highway links and local delivery of Movement and Place Plan priorities

Executive are asked to note the linked Key Route Network being developed by North Yorkshire Council.

Background

9. A KRN is a network of local authority roads that are deemed as being locally important and provide strategic connections across a Mayoral Combined Authority Area (MCAA). Responsibility for selecting roads for the KRN effectively sits with each individual MCA through agreement with the constituent local highway authorities, City of York Council and North Yorkshire Council.
10. A road might be in the Key Route Network for one or more reasons. For example, it might be in the KRN because it provides a strategic connection between towns, cities, or regions; it might give access to an important location (for example a town or city centre, railway station or industrial area) or it might carry high frequency bus services.
11. A KRN does not include routes that form part of the Strategic Road Network (SRN) that are managed and maintained by National Highways Within the YNYCA this includes the A1(M), M62, A64, A66(T), A168(T) and the A19(T).

DEVOLUTION AGREEMENT AND ROLE OF COMBINED AUTHORITY

12. The devolution agreement for York and North Yorkshire outlined the following:

“York and North Yorkshire Combined Authority will set up and coordinate a Key Route Network (KRN) on behalf of the mayor. The mayor and the combined authority will take on any necessary highways powers to undertake this, to be exercised concurrently with the highways authorities, as agreed locally and set out in the required scheme and consultation. Additionally, the government intends to legislate so that the mayor will have a power of direction, allowing them to direct highway authorities on exercising their highway powers with regard to the KRN”
13. As part of the York and North Yorkshire Combined Authority Order 2023¹, there are a range of transport related functions that the YNYCA could take responsibility for in relation to the KRN. These are predominantly functions that are currently carried out by CYC and NYC in their roles as local highway authorities. These functions are summarised below:
 1. Agreements between authorities for carrying out works on adjacent networks (strategic and local)
 2. Civil enforcement of road traffic contraventions
 3. Traffic regulation
 4. Transport functions related to traffic signs and pedestrian crossings
 5. Apparatus affected by highway, bridge or transport works
 6. Permit Schemes
 7. Lane Rental Schemes
14. It should be noted that for the YNYCA to carry out any of the functions listed above, the relevant constituent local highway authority would need to provide consent. There are no plans in place to change current arrangements in respect of the management and operation of the roads that make up the KRN. As such the functions outlined in paragraph 13 will remain the responsibility of the respective local highway authority.
15. Should YNYCA propose to take on functions outlined in paragraph 13 within City of York Council, this would require approval from the Council’s Executive.

¹ https://www.legislation.gov.uk/uksi/2023/1432/pdfs/uksi_20231432_en.pdf

16. As outlined within paragraphs 30 & 31 of this report, the Government intends to legislate for combined authority mayors to have power of direction, allowing them to direct highway authorities on exercising their highway powers regarding the KRN. At the time of writing this report, legislation to provide the mayor with power of direction has not been passed.
17. There is still some uncertainty regarding what Power of Direction will mean in practice. It is the intention of both CYC and NYC to work closely with YNYCA in relation to the KRN. This will involve establishing a KRN board and operational group, to monitor performance of the KRN and to allow each local authority to update on planned future maintenance proposals. This board will also consider proposals for improvements to the KRN. This will help to support the delivery of the YNYCA's wider transport objectives which will be defined as part of the emerging York & North Yorkshire Local Transport Plan.
18. A summary of the roles and responsibilities associated with the management and operation of the KRN is provided below:

| Role | NYC | CYC | Mayor / YNYCA |
|---|------------|------------|----------------------|
| Reactive Maintenance Activity | X | X | |
| Planned maintenance activity | X | X | |
| Winter Maintenance | X | X | |
| Streetworks coordination and management | X | X | |
| Management of events on KRN | X | X | |
| Liaison with National Highways and adjacent highway authorities | X | X | X |
| Identifying future improvement schemes on KRN | X | X | X |
| Delivery of improvement schemes on KRN | X | X | |

DEFINING THE KRN

19. There is no fixed guidance on how the KRN should be defined. Responsibility for defining the KRN is a local function, carried out between the Mayor, Mayoral Combined Authority (MCA) and local authorities. It is important to recognise that routes included within the KRN can be important for differing reasons, for example a route in a rural area may be an inter urban link between our key towns and cities, whereas in an urban area the KRN will transport a high number of people by public transport, active travel modes or cars into our major centres. As such the characteristics of the KRN will vary across the YNYCA area.
20. Officers from both of the constituent local highway authorities, CYC and NYC have been working closely to develop this KRN proposal, seeking to have a consistent approach across the YNYCA area. It is based on the following criteria:

The KRN

- provides routes for traffic travelling through the area
- complements the proposed “Major Road Network for the North” developed by Transport for the North TfN but includes additional links of sub regional importance².
- builds upon the nationally recognised Primary Road Network³;
- connects the major towns and cities within York and North Yorkshire to each other, to adjacent authorities and to the rest of the country via the Strategic Road Network (SRN);
- provides access to current and future strategic housing and employment sites
- includes bus priority corridors and high frequency bus routes
- provides routes for freight traffic
- provides access to key transport interchanges (mainline railway stations, bus stations and park & ride facilities)
- provides opportunity to for active travel options in our towns and cities

² <https://transportforthenorth.com/major-roads-network/>

³ The primary route network (PRN) designates roads between places of traffic importance across the UK, with the aim of providing easily identifiable routes to access the whole of the country. Primary routes are marked green on most road maps, as opposed to the more common red of an ordinary A road; and road signs are green with white and yellow text.

21. The ideals and opportunities of the emerging City of York Council Movement and Place Plan have also been utilised to define the KRN within the council area.

ROADS CONTAINED WITHIN THE PROPOSED KRN

22. Roads that are proposed to be within the KRN are listed below and further details, including a map can be found in Annex A and B of this report. Three options for the KRN in the City of York Council area are provided comprising the below lengths of highway and the percentage of the network that would be designated as KRN:

- Option 1 = 83km (10.5%)
- Option 2 = 72km (9.1%)
- Option 3 = 45km (5.7%)

| LHA | Road | Location |
|---|-------------|---|
| OPTION 1 – Full York ‘A’ Road Network (83km) | | |
| CYC | A59 | Boroughbridge Road - A59 City Boundary at Hessay to York Inner Ring (Includes Dalton Terrace, Scarcroft Road and part of Bishopthorpe Road) |
| CYC | A19 (NW) | Shipton Road - A19 City Boundary at Skelton to York Inner Ring (Includes Bootham) |
| CYC | A166 | City Boundary at Gate Helmsley to A64 Grimston Bar Interchange |
| CYC | A1079 | Hull Road - City Boundary at Kexby to York Inner Ring (Includes Lawrence Street) |
| CYC | A19 (S) | Selby Road - City Boundary at Escrick to York Inner Ring (Includes Fishergate, Cemetery Road and part Barbican Road) |
| CYC | A1036 | Tadcaster Road - Copmanthorpe junction A64 to York Inner Ring (Includes The Mount and Blossom Street) |
| CYC | A1176 | Water End - A59 Boroughbridge Road to A19 Shipton Road |

| LHA | Road | Location |
|------------|-------------|---|
| CYC | A1036 | Malton Road - A1237 Little Hopgrove roundabout to York Inner Ring (Includes Monkgate and Foss Bank) |
| CYC | A1036 | York Inner Ring |
| CYC | A1237 | York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout |
| | | |

| OPTION 2 – As Option 1 but not including York Inner Ring (72km) | | |
|--|----------|---|
| CYC | A59 | Boroughbridge Road - A59 City Boundary at Hessay to Dalton Terrace junction |
| CYC | A19 (NW) | Shipton Road - A19 City Boundary at Skelton to Marygate junction |
| CYC | A166 | City Boundary at Gate Helmsley to A64 Grimston Bar Interchange |
| CYC | A1079 | Hull Road - City Boundary at Kexby to James Street junction |
| CYC | A19 (S) | Selby Road - City Boundary at Escrick to Cemetery Road junction |
| CYC | A1036 | Tadcaster Road - Copmanthorpe junction A64 to Dalton Terrace junction |
| CYC | A1176 | Water End - A59 Boroughbridge Road to A19 Shipton Road |
| CYC | A1036 | Malton Road - A1237 Little Hopgrove roundabout to Huntington Road roundabout |
| CYC | A1237 | York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout |

| OPTION 3 – York Outer Ring Road (YORR) and external ‘A’ Roads (45km) | | |
|---|----------|---|
| CYC | A59 | A59 City Boundary at Hessay to YORR |
| CYC | A19 (NW) | Shipton Road - A19 City Boundary at Skelton to YORR |
| CYC | A166 | City Boundary at Gate Helmsley to A64 Grimston Bar Interchange |
| CYC | A1079 | Hull Road – City Boundary at Kexby to Hull Road P&R site |
| CYC | A19 (S) | Selby Road - City Boundary at Escrick to A64 Fulford Interchange |
| CYC | A1237 | York Outer Ring Road - Askham Fields A64 interchange to A64 Hopgrove Roundabout |
| | | |
| NY | A684 | A19 to Cumbria Boundary |
| NY | A658 | Harrogate Bypass to Pool |
| NY | A65 | A65 Bradford Boundary to Lancashire Boundary |
| NY | A645 | A1041 to East Riding Boundary (M62) |
| NY | A64 | A64 (T) to Scarborough Town Centre |
| NY | A63 | A1(M) to East Riding Boundary |
| NY | A629 | A629 Skipton to Bradford Boundary |
| NY | A6136 | A1(M) to Catterick Garrison |
| NY | A6131 | Skipton Town Centre to A629 |
| NY | A61 | Thirsk to Harewood including Harrogate town centre |
| NY | A6068 | Crosshills to Lancashire |
| NY | A6040 | A6040 York Place Harrogate |
| NY | A59 | A59 Skipton to Lancashire Boundary |

| | | |
|-----|-------|--|
| NY | A59 | A59 CYC boundary to Skipton |
| NY | A56 | A59 to Lancashire Boundary |
| NY | A19 | A19 Selby Bypass to Doncaster Boundary |
| NY | A19 | CYC Boundary to Selby Bypass |
| NY | A19 | CYC Boundary to Thirsk |
| NY | A172 | A19 to Tees Valley Boundary |
| NY | A171 | Scarborough to Tees Valley Boundary |
| NY | A170 | Scarborough to Thirsk |
| NY | A169 | Malton (A64) to Whitby |
| NY | A167 | Darlington Boundary to Northallerton |
| NY | A166 | CYC Boundary to Gate Helmsley (NYC Boundary) |
| NY | A165 | Scarborough to East Riding Boundary |
| NY | A162 | A63 to A64 Tadcaster |
| CYC | A1079 | CYC Boundary to Kexby (East Riding Boundary) |
| NY | A1041 | Selby to A645 |
| NY | B1248 | A64 Brambling Fields to East Riding Boundary |

23. Further details of the Roads included within the KRN, including public transport links and external links are illustrated in Annex 1 & 2 of this report.
24. Any routes that do not form part of the KRN will continue to be managed and maintained by the constituent local highway authorities in the same way as they are now. These routes provide local links to key services and link to the KRN and subsequently the SRN and national networks.

FUNDING FOR THE KRN

25. Details of future highway funding are still to be confirmed. It is the current expectation that funding for maintenance schemes on the KRN will be funded as part of the usual local highway authority funding streams.
26. Executive Members will be aware that following the cancellation of the HS2 link between Birmingham and Manchester the Department for Transport has proposed a minimum uplift of £24.055M (average of £2.4M per year) of capital funding for City of York Council between 2023/24 and 2033/34. It is anticipated that this uplift in funding will be in addition to the existing base funding level of annual capital funding for highway maintenance. It should be noted that the current base funding settlement finishes in March 2025 and future base funding would be subject to approval at the next Comprehensive Spending Review. We are awaiting further information from DfT on how the funding will be allocated, including the profiling of funding between 2025 and 2034.
27. We are also awaiting details of the Local Transport Fund (LTF) settlement for York and North Yorkshire. This funding will be managed by the YNYCA and is designated for improvements and new infrastructure across the transport network in York and North Yorkshire. It is envisaged that improvement schemes on the KRN will be funded from the Local Transport Fund (LTF).

Proposed Governance Structure

28. It is proposed to establish a KRN Board and KRN operational group, made up of officers from both Local Highway Authorities and the YNYCA. Further details of the governance of these groups is to be determined.
29. The operational group will focus on operational matters, looking to enhance operational collaboration, shared standards, and forward planning of works.
30. The KRN Board will provide strategic oversight and identify a programme of future improvements in line with Local Transport Plan (LTP) objectives and the potential future Mayoral power of direction. Additionally, the Board will be able to recommend the addition / removal of routes from the KRN. This would then need to be approved by the formal decision-making body of both City of York Council, North Yorkshire Council, the YNYCA and Mayor.

31. As part of the legislation defining the power of direction, we are anticipating that this will include a mechanism for any member of the KRN board to seek Secretary of State approval for removal or addition of routes to the KRN, if local agreement is unable to be reached.
32. The KRN Board and Operational Group will develop a range of performance indicators which will link in with the wider York and North Yorkshire Strategic Highway Asset Management Plan. The focus for these performance indicators will be based around
 - Road Safety – Collision information
 - Carbon emissions
 - Traffic Flow
 - Sustainable and active travel usage
 - Average vehicle Speeds
 - Journey Times
 - Asset condition
 - Public Transport performance
 - Streetworks activity (road closures, highway works, utility works etc)
 - Air quality and noise pollution
 - Place based KPIs will also be developed, recognising the differing roles that parts of the KRN fulfil.
33. Specific indicators and targets will be agreed by the KRN Board once it is established.

NEXT STEPS

34. In addition to this report being presented today, North Yorkshire Council are seeking relevant approvals from their members, the proposals can then be reviewed by the Mayor and YNYCA, allowing the KRN to be established. It is envisaged that this process to establish the KRN will be completed by early summer 2024. This process will also include establishing the KRN Board.

Consultation Analysis

35. The approach to the establishment of a KRN has been co-developed with officers at North Yorkshire Council and the York and North Yorkshire Combined Authority. As detailed in paragraph 34, NYC are

taking a similar paper through their governance process before both authorities jointly present the outcomes to the Mayor and YNYCA.

Options Analysis and Evidential Basis

36. The approach to the establishment of the KRN detailed in this report has been developed through the interpretation and assessment of a wide range of highway asset data across both Highway Authority areas. As such it is recommended that the Executive approves proposals for a Key Route Network in the City of York Council area ahead of submission for approval to the York and North Yorkshire Combined Authority. Executive are asked to note the linked Key Route Network being developed by North Yorkshire Council.

37. However, the emerging City of York Council Movement and Place Plan will be crucial to deliver our active travel ambitions across the city. As such three options for the KRN network layout in the City of York Council area are provided below, maps of all options are provided at Annex 2 and detailed within the tables in the main body of the report.

- Option 1 – Includes all main arterial roads into the city, York outer and inner ring roads. This option delivers the widest layout of KRN within the City of York area, this is derived from the overarching principles of KRN development as detailed in paragraphs 19 and 20.

This would enable City of York Council to work with the York and North Yorkshire Combined Authority to target devolved funding towards improvement projects on these key arterial and radial routes into and around our city.

However, the overall aims and outcomes of the funding programmes targeted towards the KRN may not align and fully support the emerging priorities of the City of York Council Movement and Place Plan and could unduly influence our ability to deliver it's aims.

- Option 2 – Includes all main arterial roads into the city, York outer ring road but not the inner ring road. The KRN would also be stopped short of the main junctions connecting the arterial routes with the inner ring road, this can be seen in the detail of the maps defining Option 2 in Annex 2.

This option would include the outer ring road and the main strategic links into the city as part of the KRN allowing City of York

Council to co-develop programmes of work with the combined authority. This derivation of the KRN would ensure key links across the wider York and North Yorkshire Combined Authority can be managed effectively and would support the continued improvement of the A1237 outer ring road and the main transport corridors into the city.

The removal of the inner ring road and its key junctions with the A roads into the city would ensure that we can fully explore and implement the Movement and Place Plan objectives to enhance active travel in and around these key highway junctions.

- Option 3 – includes the outer ring road and the A road spurs connecting it with our neighbouring authorities. A small section of the A1079 is included within the outer ring road to the entry point for the Park and Ride site.

Although the priorities and principles of the Movement and Place Plan are yet to be defined the removal of all roads within the outer ring road from the KRN would ensure local management of this part of the network to support delivery of the plan.

The funding linked to the KRN across the combined authority is still to be determined, under this option the key arterial routes linking us with the wider network across the York and North Yorkshire Combined Authority area would benefit from this funding. However, there could be missed opportunities for improvements across the key A road corridors within the outer ring road under this option.

Organisational Impact and Implications

38.

- ***Financial***

Expenditure on the roads identified within the report are currently funded from council revenue and capital budgets. In 2024/25 the council is receiving Government funding of £3.2m for Highway Improvements. Future funding will be passed to the York and North Yorkshire Combined Authority. They will determine the levels of funding that are subsequently passed through to the council. The number and length of roads within the Key Route Network may be a contributory factor in determining allocations.

- ***Human Resources (HR)***

There are no HR implications contained within this report.

- ***Legal***

Section 24 of the Levelling-up and Regeneration Act 2023 provides that the Mayor in an MCA area may designate a highway or proposed highway as a key route network road, or remove such designation, with the consent of each constituent council.

In addition, the Secretary of State may do the same if requested to do so by the mayor or a constituent council.

A designation or removal under these provisions must be in writing and must state when it comes into effect.

The report sets out a route for reaching an agreed position with the MCA on what roads should be in the KRN for the CYC area. This is in line with the legislation.

- ***Procurement***

There are no Procurement implications contained within this report.

- ***Health and Wellbeing***

Adopting a combined route network approach across two neighbouring authorities supports public health by improving access to healthcare and other essential services, promoting physical activity, reducing pollution, and improving safety. These factors collectively contribute to better physical and mental health outcomes for the community.

- ***Environment and Climate action***

Transport emissions are responsible for a third of all direct carbon emissions in York. Addressing transport emissions is a key requirement for achieving our net zero ambition. The Mayoral Combined Authority has a net zero target of 2034 and aims to be carbon negative by 2040. Allocation of KRN to the YNYMCA would therefore fall within that ambition and align with our local objective.

- ***Affordability***

There are no Affordability implications contained within this report.

- ***Equalities and Human Rights***

No EIA has been developed to support the development of the KRN, the process detailed in the Background section of this report has been developed using highway asset data gathered by trained operatives. As such no intentional or unintentional bias has been built into the programme.

Further assessment and mitigations will be developed for work that may be funded across the KRN as necessary.

- ***Data Protection and Privacy***

As there is no personal data, special categories of personal data or criminal offence data being processed, there is no requirement to complete a data protection impact assessment (DPIA). This is evidenced by completion of DPIA screening questions logged under the reference AD-05984.

- ***Communications***

There are no communications service implications, other than in the management of any reactive media enquiries which may arise from this report.

- ***Economy***

There are no Economy implications contained within this report.

Risks and Mitigations

39. This report details the proposed KRN to be established across the York and North Yorkshire Combined Authority area, the methodologies utilised in this development have used highway asset data gathered and assessed by trained highways officers. As such a risk based approach is inherent in the methodologies and appraisal tools that have formulated the KRN.

40. Further risk assessment and mitigations will be developed for work that may be funded across the KRN as necessary.

Wards Impacted

41. The report and the KRN that it details will affect all wards.

Contact details

For further information please contact the authors of this Decision Report.

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Annexes

- Annex 1 Proposed Routes to be included in the KRN
- Annex 2 KRN Maps

