

Duty to Co-operate and Statement of Common Ground between Sheffield City Council and National Highways (July 2025)

1.0 Introduction

- 1.1 The purpose of this document is to establish and confirm the position on two matters of producing the Draft Sheffield Local Plan (the 'Sheffield Plan'):
- a) First, the approach taken, and agreements reached between Sheffield City Council and National Highways in relation to meeting their obligations under the Duty to Co-operate; and
 - b) Second, any strategic transport and highways matters agreed (and not agreed) between Sheffield City Council and National Highways that have been formalised through negotiations.

This Statement of Common Ground updates the previous Statement published in April 2024. It takes into account the additional proposed allocations published for consultation by the City Council in May 2025.

- 1.2 A collaborative approach has been taken, with regular meetings being held with relevant officers from, and representing, Sheffield City Council and National Highways. Initial discussions began in June 2020 with regard to the Regulation 18 consultation. Discussions to shape and agree the scope and methodology for the Sheffield Plan Transport Assessment commenced in March 2022, with regular input from National Highways throughout the process. A series of in-person workshops have proven particularly productive in making progress towards reaching agreement on traffic flows, traffic forecasts, subsequent modelling and where required, mitigation at individual junctions.
- 1.3 In producing this SoCG, Sheffield City Council and National Highways have been mindful of the approach set out in the DfT Circular 01/2022 '*Strategic road network and the delivery of sustainable development*', which requires highway mitigations to be considered only once alternative options to manage down the traffic impacts of planned development have been considered as a first preference. Interventions to support walking, wheeling and cycle movements and to facilitate access to high-quality public transport should be considered as a starting point for developers to mitigate the impacts of their development.
- 1.4 The SoCG is intended to clarify the position on matters relating to strategic highways and transport contained in the Plan.

2.0 Statement of Common Ground

- 2.1 The following Statement of Common Ground sets out those strategic matters where the Council and National Highways agree, and any strategic matters where the authorities do not agree or are continuing to work towards agreement. The Council and National Highways will continue to meet as necessary, to discuss strategic highways matters as the Sheffield Plan progresses through examination.

3.0 Strategic Matters on which the Authorities Agree

Duty to Co-operate

- 3.1 The organisations agree that the Duty to Co-operate has been met, and that there has been continuous and regular engagement on strategic matters throughout the local plan-making process for the Draft Sheffield Plan. Both parties are committed to ongoing engagement, including through the Examination and delivery of the Local Plan.
- 3.2 This is evidenced through the development of a shared evidence base. The Sheffield City Region Transport Model (SCRTM1) has been refined for the purpose of assessing the cumulative impact on the transport network of local plan growth options and is being used to inform impacts on the Strategic Road Network [SRN].

Transport Matters

- 3.3 National Highways has been involved in all stages of producing the Council's Transport Assessment and agree that the approach is suitable, proportionate, and reasonable.
- 3.4 National Highways do not agree that SCRTM1 alone is suitable for assessing the impacts on individual SRN junctions. It was therefore agreed in November 2022 that the impact of the Local Plan upon individual SRN junctions would be assessed using micro-simulation modelling or individual local junction modelling tools as well as merge/diverge analysis where appropriate. The Council commissioned additional work to develop and agree individual junction models for the agreed SRN junctions.
- 3.5 It was agreed that the transport assessment need only consider 14 junctions of the SRN, and calibrated base models were created using a combination of existing traffic data and known queue lengths. The analysis was undertaken using agreed flows and junction turning movements. It is agreed that the modelling appropriately assesses impacts across two forecast years (2029 and 2039) focussing on a comparison with a Reference Case scenario. The relevant junctions are highlighted in Table 1.

Table 1: SRN Junctions and method of assessment.

SRN Section	Junction Name	Method of Assessment
M1	M1 Junction 30 (w A616 / A6135)	Not included due to negligible impact from the Local Plan
	M1 Junction 31 (w A57)	Junctions 10 ARCADY (used to inform development of LinSig model) and LinSig Junction Model
	M1 Junction 32 (w M18)	Free Flow Slip Roads (Merge/Diverge Assessment)
	M1 Junction 33 (w A630)	LinSig Junction Model
	M1 Junction 34 South (w A637 / A6178)	AIMSUN microsimulation model
	M1 Junction 34 North (w A6109)	AIMSUN microsimulation model
	M1 Junction 35 (w A629)	Junctions 10 ARCADY Junction Model and LinSig

	M1 Junction 35A (w A616)	Free Flow Slip Roads (Merge/Diverge Assessment)
	M1 Junction 36 (w A61 / A6195)	LinSig Junction Model
A616	A616 / A61	LinSig Junction Model
	A616 / A629	Junctions 10 PICADY Junction Model
	A616 / A6102	Not included due to negligible impact from the Local Plan
	A616 / A628	Not included due to negligible impact from the Local Plan
	A616 / Thorncliffe Road	Junctions 10 ARCADY Junction Model

3.6 Extensive work has been undertaken between the Council and National Highways to agree trip rates and junction flows.

3.7 The Council's junction modelling for the agreed locations (Table 1) has been reviewed by National Highways to ensure it is suitable to enable the assessment of impacts of the Sheffield Plan on the SRN, and to determine appropriate mitigation to support this growth. There are six junctions where the level of impact generated by the proposals in the Sheffield Plan has been agreed to be of a level to require mitigation measures (subject to periodic review). In addition to these, there are two junctions where work is likely to be required later in the Plan period and can be considered in more detail at the 5 year review (M1 JN33 and M1 JN36). In addition to junction improvements, work has been undertaken in relation to merge / diverge assessments across the SRN and the potential need for mitigation.

3.8 Indicative schemes for the six junctions, and nine merge / diverge mitigations have been developed in consultation with National Highways, as summarised in Table 2 and in Table 6 of the IDP. These schemes are the essential schemes required to support delivery of the Local Plan in line with Policy IN1.

Table 2. SRN Indicative Mitigation

Junction / location	Indicative Mitigation Measure	Indicative timescale
M1 Junction 31	Signalisation of all arms together with widening to the approach arms	2029
M1 Junction 34 (N) and (S)	Scenario 1: Mitigation A: - At Meadowhall Roundabout (M1J34N), a new dedicated left turn slip road onto the M1 northbound from Meadowhall Road. - At Tinsley Roundabout (M1 J34S), an extra circulatory lane is added between the M1 off slip and Sheffield Road, with three lanes in each direction being provided on Sheffield Road.	2029
	Scenario 2: scenario 1 plus: Mitigation B:	Review in line with

	- Additional offside lane merge at the Meadowhall Road exit (to provide a three-lane exit) at the Meadowhall Roundabout (M1 J34N), with a reduction to two circulatory lanes between the Tinsley Viaduct and Meadowhall Road. - An extra lane on Tinsley Roundabout (M1 J34S) between Shepcote Lane and Sheffield Road (NE). Mitigation C: - additional lane at M1 J34N on the M1 off-slip and on the roundabout at Meadow Bank Road, allowing for additional capacity through the junction from M1 southbound to Meadowhall Road	Sheffield Plan 5-year review
M1 Junction 35	Signalisation of all arms	2029
A616 / Thorncliffe Road Roundabout	Provision of free-flow slip that removes through SRN traffic from circulatory ¹	Review in line with Sheffield Plan 5-year review
A616 / A61 Westwood Roundabout	Addition of third lane on south circulatory for dedicated right-turn movement in Industrial Estate and onto A61 (N); as well as localised widening of A616 and A61	Review in line with Sheffield Plan 5-year review
A616 / A629 Priority Interchange	Conversion of northern junction (A616 EB on/off slip with A629) to signalisation with two-lane approach at stop line from A616, and a ghost island right-turn from A629 (N).	2029
Merge / diverge indicative mitigations:		
M1 J31 SB	Ghost Island Lane Drop/Lane Gain	Review in line with Sheffield Plan 5-year review
M1 J33 NB	Ghost Island Lane Gain	
M1 J33 SB	Ghost Island Lane Drop	
M1 J34 (N)	Upgrade existing lane gain to a ghost island merge to enable both lanes on the slip road to be used to access the motorway	
M1 J35 SB	Parallel Merge	
M1 J35 NB	Parallel Merge	
M1 J35a SB	Ghost Island Lane Gain	
M1 J36 NB	Parallel Merge	
M1 J36 SB	Single Auxiliary Lane Diverge	

3.9 It is recognised that there is still some work to do to agree the most appropriate future year merge / diverge layouts at J36 NB and J36 SB. The Council will continue to work with National Highways to confirm this.

3.10 As the order and timing of developments is currently unknown, notwithstanding the indicative timescales, Sheffield City Council will work with National Highways as

¹ A Departure from Standard would be required to accommodate this scheme. This has been submitted to the relevant National Highways team for review.

planning applications are received and approved, to monitor the impacts of the Local Plan developments at the locations set out in Table 2. This will ensure that, where required, the appropriate mitigations are delivered at appropriate timescales alongside development.

- 3.11 Specifically at J34, further work has been done to identify additional highway infrastructure, due to the significance of this junction to National Highways and Sheffield City Council. This will be considered at the Local Plan 5-year review.
- 3.12 It is agreed that National Highways will continue to work alongside the Council regarding issues relating to the SRN, and agreement of the appropriate mechanism to fund and deliver mitigations. This includes agreeing appropriate developer contributions through the use of CIL and S106 agreements at the time individual planning applications come forward.
- 3.13 It is agreed subject to the delivery of the mitigation identified in Table 2, the impacts of the Local Plan can be appropriately mitigated at the SRN. It is agreed that it is likely that the costs of the schemes identified in Table 2 are of a level that is capable of being funded through future CIL contributions over the period of the Sheffield Plan (2024-2029)² or through a combination of CIL, other developer S106 contributions, SYMCA funding and other potential future funding streams depending on other infrastructure requirements.
- 3.14 Having considered the latest evidence on housing and employment land supply, the Inspectors' conclusion, in February 2025, was that there would be a shortfall in supply, and that in order to address this the Council needed to undertake further work on housing delivery, and employment land supply. Further transport assessment has been undertaken to consider the additional cumulative impact of the proposed additional sites, using the same methodology as previously agreed with National Highways.
- 3.15 This assessment concluded that the potential junction improvement schemes already identified would continue to mitigate the impacts resulting from the proposed additional sites (subject to minor white lining changes). In terms of the merge and diverge analysis, three additional potential improvements have been identified. These have been added to Table 2.

4.0 Conclusion

- 4.1 Based on the work undertaken, it is considered that subject to the delivery of the essential mitigation schemes on the SRN as identified in Table 2, and Table 6 of the IDP, the trips generated by the Sheffield Plan proposals, can be cost effectively mitigated without significant impact. Table 6 of the IDP shows the essential mitigation required to support the Local Plan in line with Policy IN1.

² The Council estimates that, based on past trends, future CIL contributions over the period 2022-2039 will amount to around £68m (an average of £4m per year).

Signatories to the Statement of Common Ground

Name	Role	Organisation	Signature & Date
Michael Johnson	Head of Planning	Sheffield City Council	14 August 2025 
Simon Jones	Regional Strategic Planning Manager North Yorkshire, West Yorkshire, South Yorkshire & Lincolnshire	National Highways	