



Local Plan to 2040

Statement of Common Ground with National Highways

(July 2025)

1. Introduction

- 1.1 This Statement of Common Ground (SoCG) has been prepared in support of the progression of a new Local Plan for Hyndburn Borough Council (HBC) to cover the period 2021 to 2040, with adoption anticipated in 2026. The new Local Plan has been prepared in accordance with the National Planning Policy Framework 2023 (NPPF) and the Town and Country Planning (Local Planning) (England) Regulations 2012.
- 1.2 Please note that whilst a new version of the NPPF was published on December 2024, transitional arrangements set out by the Government allow HBC to submit the Local Plan for examination under the provisions of the 2023 NPPF.
- 1.3 The SoCG outlines the geographical area covered, the background to the document, details of the proposed site allocations, details of the Strategic Road Network (SRN) junctions and conclusions from the assessments undertaken, and actions going forward.
- 1.4 National Highways is responsible for operating, maintaining and improving England's motorways and major A roads. National Highways are directed by the Licence 'Secretary of State for Transport statutory directions and guidance to the strategic highways company' and the DfT Circular 01/2022 'The Strategic Road Network and the delivery of sustainable development'.

2. Administrative Area covered by the Statement

- 2.1 The borough of Hyndburn is situated in north-west England. The borough has an estimated population of 82,261. Together with Burnley, Blackburn with Darwen, Pendle and Rossendale, it forms part of the Pennine Lancashire sub-region and cobranded with Ribble Valley forms "East Lancashire".
- 2.2 To date, the Council has produced and commissioned evidence on a wide range of matters including housing and employment development. The Council has also commissioned consultants to develop a masterplan for Huncoat Garden Village, an area where significant housing growth is proposed. The existing Local Plan consists of the Core Strategy DPD (2012), the Accrington Area Action Plan DPD (2012), and the Development Management DPD (2018). The emerging Local Plan will replace the 2012 Core Strategy with updated strategic policies and specific site allocations. Three rounds of consultation on the Local Plan have already been carried out as part of the Regulation 18 stage of the process. The Council have also undertaken two rounds of consultation at the Regulation 19 consultation stage on the Local Plan; the Regulation 19(2) version represents the version of the Plan which the Council intends to submit for Examination.
- 2.3 This SoCG covers the administrative area of Hyndburn Borough Council. It shares boundaries with Burnley Borough Council, Ribble Valley Borough Council, Blackburn with Darwen Borough Council and Rossendale Borough Council.

- 2.4 This statement sets out how HBC has worked, and will continue to work, with National Highways to address matters concerning the proposed Local Plan which affect the SRN. This SoCG is between Hyndburn Borough Council and National Highways. It will also enable these matters to be reflected, where appropriate, in neighbouring Council's SoCGs to which HBC will be a signatory.

3. Background

- 3.1 The M65 bisects the Borough of Hyndburn west to east and is a major artery within Central and Pennine Lancashire, providing links between Preston and Blackburn in the west and the East Lancashire towns of Burnley, Nelson and Colne. The role of the M65 is a key inter-urban route whose principal function is to link the main population and employment centres of Preston, Blackburn, Burnley and Colne with routes of strategic national and regional importance as well as destinations in other regions.
- 3.2 M65 Junctions 6 and 7 are located within the Borough of Hyndburn. Junction 8, whilst located outside of the borough boundary, provides key access points to the borough.
- 3.3 HBC commissioned WSP in 2020 to undertake a Transport Study to evaluate the future transport implications of development proposals set out in the emerging Local Plan. The Local Plan Transport Study Report was provided to National Highways for review in February 2022. This Local Plan Transport Study did not include M65 Junction 8.
- 3.4 A key requirement of the evidence base to support the Local Plan is to show that allocated sites are deliverable, this includes showing that the necessary physical infrastructure is in place, or can be viably delivered, and will not constrain development coming forward. The efficient operation of the local and strategic road and highway networks is critical in the successful delivery of the growth strategy.
- 3.5 As part of the Transport Study, a review has been undertaken of relevant national, regional, and local planning policies, to ensure that the study is cognisant of, and complies with, the relevant policies. The review has found a rapidly evolving landscape across the northwest, with significant growth aspirations across all neighbouring authorities.
- 3.6 The significant growth across the northwest will undoubtedly cause an increase in travel demand across all modes of transport. Current national planning policy makes it clear that additional capacity requirements cannot simply be accommodated through additional roads and present an agenda for increasing the use of sustainable transport modes. Alongside this, DfT Circular 01/2022 is clear that there cannot be any presumption that such highway infrastructure will be funded by National Highways through a future Road Investment Strategy (RIS).
- 3.7 For Hyndburn, this means that the emerging Local Plan must consider not only how to accommodate an increase in travel demand through the borough's own planned growth, but also the potential impacts of growth across the region, as people move fluidly across boundaries for employment opportunities, business purposes, and

leisure pursuits. In accommodating this growth, HBC will need to ensure that the highway network has sufficient capacity, whilst also encouraging the uptake of sustainable modes of transport, shifting private car usage towards bus, rail, walking, and cycling, as well as being cognisant of new and emerging trends in travel.

- 3.8 The Transport Study undertaken by WSP provides evidence to allow an understanding of where the impacts are, what the nature of the impacts are, when they will occur, and therefore to enable the Local Plan sites to be brought forward sustainably.
- 3.9 The strategy (highway and transport) to support sustainable development in the Local Plan is:
- Non-car transport measures to promote the uptake of active travel and public transport;
 - Local highway capacity improvements particularly where these will encourage local traffic to stay on the local network and discourage use of the SRN for short journeys, particularly those between M65 Junction 6, 7 and 8; and
 - Where an allocation (s) would have a clear and significant impact on the SRN identify and understand the scope and form of viable and achievable interventions needed to address that traffic impact as well as how those interventions may be realistically funded and delivered at the appropriate time.

4. Proposed Site Allocations

- 4.1 The most up to date list of proposed site allocations is set out in Appendix A, as per the Regulation 19(2) consultation.

5. SRN Junction Capacity Assessments

M65 Junction 6

- 5.1 The junction is forecast to operate within capacity, even with the additional Local Plan traffic, which has a minimal impact on the forecast operational performance. Notwithstanding, it is recommended that this junction undergoes continued monitoring as part of an agreed 'Junction Monitoring Report'. Due to the location of this junction on the border of Blackburn, this will require the agreement of other relevant parties (Lancashire County Council (LCC) and Blackburn with Darwen Borough Council) and so a commitment to produce a report at this stage lies outside the scope of this SoCG. HBC will work with Blackburn with Darwen Council, National Highways and other relevant bodies to agree the scope of such a study within twelve months of adoption of the new Local Plan.
- 5.2 National Highways has recently completed a study to examine the cumulative impacts of both the emerging Blackburn with Darwen Local Plan and Hyndburn Local Plan in more detail, including at M65 Junction 6. The study was based on recently collected traffic survey and the findings of the study have now been shared with the Council to help it to inform the Local Plan evidence base.

5.3 The study concludes that the predicted cumulative traffic impacts of the emerging Blackburn with Darwen and Hyndburn Local Plans can be accommodated on the Strategic Road Network with some achievable revisions to the local road network in the later parts of the plans (2032 onwards). At M65 Junction 6, traffic signal changes are proposed, to improve coordination between the different nodes of the junction and to support reallocation of green time to the most heavily trafficked approaches. These changes can be achieved through adaptation of the existing MOVA control in place at the junction. Given that the M65 Junction 6 roundabout forms part of the local highway network, any changes affecting this junction will also need to be agreed with Lancashire County Council Highways.

M65 Junction 7

5.4 The M65 junction 7 circulatory is forecast to operate to an acceptable level in 2036 with the additional traffic generated by the Local Plan growth. However, the A678 / A6185 junction to the north is forecast to be approaching capacity in the 2026 base scenario, and the addition of the Local Plan traffic is forecast to cause the junction to exceed capacity. Traffic growth up to 2036 causes these issues to be exacerbated. The analysis undertaken in the Local Plan Transport Study demonstrates that the impacts at the junction are cumulative across a number of the proposed Local Plan site allocations and are not linked to one single site.

5.5 It is recommended that M65 junction 7 and the A678 / A6185 junction undergo continued monitoring as part of an agreed 'Junction Monitoring Report'. This will require the agreement of LCC as local Highway Authority and so a commitment to produce a report at this stage lies outside the scope of this SoCG. HBC will work with National Highways and LCC to agree the scope of such a study within twelve months of adoption of the new Local Plan.

5.6 National Highways has recently completed a study to examine the cumulative impacts of both the emerging Blackburn with Darwen Local Plan and Hyndburn Local Plan in more detail, including at M65 Junction 7 and the A678 / A6185 junction. The study was based on recently collected traffic survey and the findings of the study have now been shared with the Council to help it to inform the Local Plan evidence base.

5.7 The study uses microsimulation modelling and identifies the requirement of the following improvement scheme at the A678 / A6185 junction:

- Upgrade of the A6185 Dunkenhalgh Way / A678 Blackburn Road crossroads to allow two lanes for the south to east and west to east movements. This change involves the reduction in lanes from three to two on the westbound approach, to accommodate the two lane eastbound exit.

5.8 The improvement scheme identified in the National Highways study for the A6185 Dunkenhalgh Way / A678 Blackburn Road crossroads is broadly the same as the Option 2 mitigation scheme presented in the Local Plan Transport Study. Therefore, both studies have identified that a scheme is needed at the junction, and the use of

two modelling software packages (LinSig and VISSIM) has reached similar conclusions and provides evidence that a scheme akin to that which is proposed in both studies would provide sufficient capacity to accommodate the full build out of the Local Plan allocations.

- 5.9 The requirement for, and exact details of, the scheme and how delivery would be resourced will be confirmed through the Junction Monitoring Report and further modelling work early in the plan period. The scheme has been costed in the Local Plan Transport Study at £35,000 and is included in the Infrastructure Delivery Plan (IDP) which will remain a live document to be kept updated throughout the Plan period.

M65 Junction 8

- 5.10 In 2020-21, National Highways undertook a study of M65 junction 8 and the Shuttleworth Mead junction to the north. Four high-level concept improvement options were tested against an envisaged capacity of 1500 dwellings then planned by HBC within the proposed Huncoat Garden Village allocation. One of those concepts was deemed suitable to warrant further work in the form of a more detailed feasibility study to establish an outline design and evaluate whether that design would be viable in terms of cost / benefit and ability to be delivered.
- 5.11 Junction modelling was undertaken as part of the WSP Local Plan Transport Study, which confirmed that the junction is likely to experience operational issues in 2026 even without the additional traffic generated by the proposed Local Plan growth, emphasising the importance of improvements at this junction. The greatest traffic impacts upon this junction arising from future growth are forecast to be generated by the proposed Huncoat Garden Village Local Plan site allocation, due to the scale of development and its proximity to the junction. Given that it has been identified that the junction does not have sufficient peak time capacity to operate safely, the proposed Huncoat Garden Village Local Plan site allocation would not be able to be realised without an improvement of this junction in place that can safely accommodate both existing traffic and that generated by the Local Plan.
- 5.12 The Transport Study also recommended that further work be undertaken jointly by National Highways and HBC to assess the impacts of the latest emerging Local Plan Huncoat Garden Village proposals and the other emerging Local Plan site allocations, to identify an appropriate mitigation scheme.
- 5.13 At the time of preparing this SoCG, it is known that National Highways are progressing modelling and feasibility appraisal work for the junction to identify and test whether their outline design concept would be viable to deliver in terms of cost and benefits and also against design standards. This means establishing whether that scheme layout would be able to deliver the level of traffic benefit to accommodate the Local Plan-related traffic growth safely. In recognition of the full quantum of development for this site, including safeguarded land, beyond the plan period is circa 1,814 and recognising developer contributions may not be viable for a further enhancement on top of what is required for 1,504 units, NH is therefore reviewing the necessary mitigation to deliver

the full build out post 2040 to make sure a futureproofed scheme is realised in alignment with the Homes England Grant Agreement. HBC are committed to undertaking a review of the Local Plan within the next 5 years, as per the requirements set out under regulation 10A of The Town and Country Planning (Local Planning) (England) Regulations 2012 (as amended).

- 5.14 Whether that scheme layout is deliverable against highway design standards and to also generate a provisional cost estimate for cost/benefit analysis, further working is being undertaken. This will then inform a decision as to whether it can be justified for funding to be allocated to enable that scheme to go forward to detailed design and construction in the Road Investment Strategy (RIS3) period 2026-31. National Highways is therefore not at this point in time able to prejudge whether a viable scheme could be delivered or the outcome of the government's RIS3 announcement.
- 5.15 In terms of wider funding of the proposed Huncoat Garden Village allocation, HBC has recently been granted £30m funding from Homes England towards delivering the infrastructure required to enable the delivery of the Garden Village. Of this total funding award, HBC has committed to provide a partial contribution to National Highways of £2,192,500 towards the overall likely cost of improvements to M65 junction 8, which National Highways would retain until the point at which a scheme is ready to be delivered, currently anticipated to be around 2028. It is important to note that, irrespective of the availability of this funding contribution, the remaining funding requirement would therefore be reliant on RIS3 funding by National Highways. Formal confirmation of National Highways' RIS3 funding settlement is not expected until late 2025 and is currently subject to the government spending review and awaiting subsequent treasury approval.
- 5.16 HBC accepts that a scheme for the junction 8 roundabout is reliant upon RIS funding and for National Highways to deliver the improvement to the junction needed so that, in particular the Huncoat Garden Village allocation, is able to come forward without having an adverse impact upon safety at the junction. National Highways has highlighted within its Local Plan consultation response that this may conflict with Paragraph 29 of DfT Circular 01/2022 . National Highways is keen to highlight at this time is that if RIS funding is not forthcoming for a viable project, there is currently no alternative delivery mechanism identified within the Local Plan to put in place the infrastructure enhancement that is evidenced as critical to facilitate development of a Huncoat Garden Village in a safe and sustainable way.
- 5.17 The full outcome of the feasibility appraisal work by National Highways and LCC is not known currently. This work is though already indicating that whilst the safety and capacity benefits of an improvement to the M65 Junction 8 roundabout remains imperative to deliver development of a Huncoat Garden Village, those essential benefits that are needed will not be realised without a separate capacity enhancement scheme at the A6068 / A678 Shuttleworth Mead junction to the north. This is due to the interaction between congestion stemming from the northbound approach to that junction interacting negatively with the operation of the Junction 8 roundabout during

the assessed peak time growth scenarios. Consequently, ongoing work has begun between HBC, National Highways and LCC to identify whether a viable and achievable scheme at Shuttleworth Mead can be delivered by the County Council within the context of the policy requirements for the emerging Local Plan and the points above in relation to the need for a scheme at Junction 8 of the M65. Given the evidence that an improvement of the A6068 / A678 Shuttleworth Mead junction is needed for the SRN to continue to safely accommodate the additional traffic generated by the emerging Local Plan, it is the position of National Highways that it is now essential for HBC and LCC to also be able to demonstrate that a viable and achievable scheme is able to be delivered at this junction in tandem with improvement to Junction 8 of the M65.

- 5.18 Without prejudice to future comments in relation to government policy, in relation to the Strategic Road Network and the outcomes of feasibility work, National Highways have indicated it is reasonable to assume that the Junction 8, M65 improvement would be able to cater for movements associated with the predicted cumulative Local Plan growth (and in particular that related to Huncoat Garden Village) and that National Highways will have sufficient funding, and the scheme have sufficient priority, for the improvement to be delivered before 2031. As identified in the previous paragraph, this statement is also subject to the delivery of an improvement at the Shuttleworth Mead junction.
- 5.19 HBC therefore accepts that National Highways' position in relation to the emerging Local Plan will be ultimately informed by the outcome of the feasibility appraisal work that National Highways is currently undertaking and also discussions to be held jointly between HBC, National Highways and Lancashire County Council. National Highways, as identified in correspondence H007 of the examination library, are keen to support and progress a scheme at Junction 8 roundabout, including informing any necessary package of works in relation to the adjacent local road network. The letter goes on to note that it is anticipated that the Statement of Common Ground will be a working document which will iterate as more detail becomes available, reflecting of the ongoing scheme development. Notwithstanding this, a view will be provided by National Highways ahead of the EIP as to whether the required improvements to the Junction 8 roundabout and the Shuttleworth Mead junction are likely to be viable and achievable to deliver. This view will be informed by the findings of the currently ongoing work of LCC and National Highways in respect of both junctions. It is our view that the findings of the ongoing work will be essential in informing whether the Local Plan would be able to be adopted as submitted without any detriment to the safety of the users of the SRN.
- 5.20 Both HBC and National Highways agree that any positive resolution of this issue agreed prior to examination of the Local Plan will be captured within an updated SoCG. HBC is committed to continue working with National Highways and LCC in the meantime to ensure that the appropriate mitigation solution is identified. Subject to the findings and next steps associated with the ongoing evidence gathering, National Highways may choose to make its own representations at the examination of the Local Plan. However, there remains a collaborative commitment to work together to agree

further updates to the SoCG to reflect the latest position for presentation to the Inspector in advance of the Examination of the Local Plan.

Merge / Diverge and Weaving Assessments

- 5.21 WSP has undertaken merge / diverge and weaving assessments to better understand the locations and extent of traffic pressures on the SRN. It is important to note that the assessments are based on the theoretical standards set out in DMRB CD122 and should not be relied on in isolation as a decision-making tool without an appreciation of likely future network performance operating conditions.
- 5.22 The results of the analysis provide useful evidence which has been shared with National Highways to feed into its Route Strategy process and inform its future investment programme. Notwithstanding, HBC is aware from National Highways that there is no certainty that any improvements to the mainline and slip roads would be included within any of the Government's future five-year Road Investment Strategy periods during the lifetime of the Local Plan.

6. Agreed common ground / actions going forward

- 6.1 The WSP Transport Study has provided a high-level understanding of the network operation and need which should be supplemented by further ongoing assessment, to ensure the network continues to operate satisfactorily in future year scenarios.
- 6.2 Notwithstanding the outcome of the ongoing evidence gathering in relation to M65 Junction 8, HBC will continue to work with National Highways throughout the full life of the Local Plan, to monitor the operation of the SRN junctions, to ensure the junctions do not exceed capacity and to identify any necessary mitigation measures. In relation to M65 Junctions 6 and 7 this will be undertaken through appropriate 'Junction Monitoring Reports' which will set out the forward engagement activities between HBC and National Highways and associated undertakings to recognise the need for ongoing and more detailed transport and highways assessment. The scope of a Junction Monitoring Report for J6 and J7 will be agreed within twelve months of adoption of the new Local Plan. At this time, it is recognised by HBC that further detail as to what strategies may be employed to deliver any mitigation identified by these 'Junction Monitoring Reports' to increase the capacity is currently outstanding and will need to be agreed with both Lancashire County Council Highways and National Highways.
- 6.3 HBC will provide up to date information on anticipated changes to commuting and migration flows arising because of the overall development proposed through the Local Plan period. This will form part of ongoing Duty to Co-operate discussions. National Highways will review and comment on relevant Junction Monitoring Reports provided by HBC. The scope and frequency of these reports will be agreed with relevant parties prior to any work commencing. They should capture any changes in modal split and the associated mainline and primary junction movements for peak hour periods. There is likely to be a requirement for future survey work to allow for comparative analysis,

however National Highways will share any existing regular junction monitoring data for use. The review of Junction Monitoring Reports should capture the delivery of any relevant sustainable transport mitigation measures alongside any highway improvements both on and off the SRN. National Highways welcomes the opportunity to feed in to and agree the methodology of these reports.

- 6.4 The work undertaken for the Local Plan Transport Study is reflected in the Infrastructure Delivery Plan (IDP) that will accompany the Local Plan. The IDP will remain a live document to be kept updated throughout the Plan period. National Highways and HBC will continue to work closely following the adoption of the Local Plan and the IDP will be informed by, and updated as a result of, any new or refreshed work consistent with the proposed Junction Monitoring Reports.
- 6.5 HBC will initiate early consultation with National Highways on significant planning applications within HBC with the potential to impact on the Strategic Road Network.

SIGNATORIES

On behalf of Hyndburn Borough Council

Name: Adam Birkett **Position:** Head of Planning and Transportation

Signed: 

Date: 24.07.2025

On behalf of National Highways

Name: Andrew Taylor **Position:** Spatial Planning Manager

Signed: 

Date: 24.07.2025

APPENDIX A – List of Site Allocations

Housing

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha)	Net developable area (ha)	No. of Dwellings 21/22-39/40
H1	2	Steel Works, Charter Street, Accrington	Accrington, Baxenden & Church	0.29	0.29	9
H2	152	Land at Charter Street	Accrington, Baxenden & Church	2.38	1.02	45
H3	261	Pendle Street	Accrington, Baxenden & Church	0.17	0.17	15
H4	120	Land at Hopwood St	Accrington, Baxenden & Church	0.93	0.84	50
H6	29	Union Works and Union St Garage	Accrington, Baxenden & Church	0.31	0.31	9
H7	24.1	Land north of Sandy Lane	Accrington, Baxenden & Church	1.97	1.42	43
H8	117	Lower Barnes Street	Clayton-le-Moors & Altham	0.54	0.49	15
H9	48.1	Ringstonhalgh Farm	Clayton-le-Moors & Altham	1.13	1.02	31
H10	201	Clayton Triangle	Clayton-le-Moors & Altham	2.54	1.91	127
H11	268	Former Huncoat Colliery, Enfield Rd*	Huncoat	24.31		426
H12	269	Huncoat East strategic site (north)*	Huncoat	25.96		683
H13	270	Huncoat East strategic site (south)*	Huncoat	13.27		322
H14	271	Land to W. of A56 / N. of Burnley Rd.*	Huncoat	3.91		73
H15	78	Land south east of Moorfield Avenue	Huncoat	4.18	1.8	54
H16	123.1	Land south of Stanhill Road, Knuzden	Oswaldtwistle & Knuzden	6.76	5.07	152
H17	5.1	Land off Brookside Lane/Nook Lane, Oswaldtwistle	Oswaldtwistle & Knuzden	5.08	2.06	62
H18	74.1	Land S. of Rhyddings Street and N. of Stone Bridge Lane	Oswaldtwistle & Knuzden	1.35	1.22	36
H19	265	Land at Rhoden Road	Oswaldtwistle & Knuzden	2.28	1.71	51
H20	103	Land to the northeast of Cut Lane	Rishton & Whitebirk	13.23	6.26	188
H21	66	York Mill, Livesey St, Rishton	Rishton & Whitebirk	0.78	0.7	21
H22	102	Land off Fielding St. and Barn Meadow Crescent	Rishton & Whitebirk	4.5	2.65	79
		TOTAL				2,491

Employment

Site Ref.	Prev. Site Ref.	Site Name	Local Plan Area	Gross Site Area (ha) – approx.
EMP1	250	Land west of J7 Business Park	Clayton-le-Moors and Altham	4.4
EMP2	172	Moorfield Industrial Estate	Clayton-le-Moors and Altham	1.7
EMP4	228	Land between Blackburn Rd and M65 slipway	Rishton and Whitebirk	4.0
EMP5	229	Land between Blackburn Rd, Sidebeet Lane, Leeds & Liverpool Canal and railway	Rishton and Whitebirk	18.1
EMP6	230	Land N. of railway line between Sidebeet Lane and Leeds & Liverpool Canal	Rishton and Whitebirk	20.7
		TOTAL		94.4*