

Report to Pennines Township Committee



Date of Meeting	12 th June 2019
Portfolio	Cabinet Member for Environment
Report Author	Andrew Cowell
Public/Private Document	Public

Objections to Traffic Regulation Order - Hollingworth Road and Canal Street, Littleborough

Executive Summary

- 1.1 A request was received from Pennines Township for the Council to investigate the introduction of parking restrictions along Hollingworth Road. Members of the public reported issues of obstructive parking along the route. The parking activity is associated with members of the public visiting the lake and it is reported that during busy periods parking occurs on both sides of the Hollingworth Road. This affects both traffic and pedestrians.
- 1.2 A scheme detailing new parking restrictions was drafted and approved by ward members. The restrictions were formally promoted and during the consultation period the Council received two letters of objection to the proposal.
- 1.3 In general, the objectors report that the restrictions will unnecessarily reduce the number of available on-street parking spaces for visitors accessing the lake and request that the Council first look to increase the number of off-street spaces available for visitors.
- 1.4 The report outlines the reason for the proposal, the objections received and a response to the objections.

Recommendation

2. The Committee should consider whether the proposed Traffic Regulation Order, Borough of Rochdale ((Civil Enforcement of Traffic Contraventions) (Various Streets) (Pennines Township) Order 2008) (Amendment) (No.71) Order be implemented as advertised, be amended, or be abandoned in light of the representations received, which are outlined in Appendix B of this report. It is the recommendation of Officers that the objections be dismissed and the proposal introduced as advertised.

Reason for Recommendation

3. Copy of Statement of Reasons

A request has been received from local ward members to review the existing restrictions on Hollingworth Road with a view to addressing issues of indiscriminate parking. An approved commissioning form has been received from Rochdale Township for the Council to promote new restrictions.

Hollingworth Road is classified as the B 6225 and extends from Hollingworth Lake to Littleborough Town Centre. The road is one of two access routes to Hollingworth Lake, the area's main major tourist attraction. The road is also a bus route and the alternative route for high vehicles avoiding the low bridge in Littleborough. It forms part of the Council's strategic route network.

There are existing restrictions in place at the southern end of the road in the form of double yellow lines on the west side and a single yellow line on the east side. These extend to a point approximately 200 metres north of Lake Bank. The single yellow line restricts parking on weekends and bank holidays between Noon and 8pm. There are no further restrictions except towards the northern end of the route.

It is reported that visitors to the lake are parking to the north of the restrictions, often in a double parked arrangement, despite spaces being available within the dedicated car park located on the west side near to Lake Bank. Vehicles also park wholly or partially on the footway and on the single yellow line outside of the operational times.

The parking causes a number of issues:

- Obstruction to the flow of two-way traffic
- Obstruction of the footway
- Damage to the footway
- Reduction in forward visibility near the bend mid-route and at the bend close to Lake Bank
- Hazard created with vehicles manoeuvring into and out of spaces
- Hazard created with drivers and passengers opening car doors
- Delays to bus services

Due to the strategic importance of the route and the fact that the dedicated pay and display car parks are not fully utilised, it is the view of officers that further restrictions are fully justified.

The proposals also include promoting new restrictions along the whole route to protect junctions, crossing points and to prevent double parking further north. Due to the amount of off-street parking provision at each facility along its length, it is not considered that the restrictions would have a major impact due to motorists not being reliant on on-street parking places. However, restrictions are only proposed on one side of the road where the road widens and where there is a demand for on-street parking spaces. At the southern end, it is proposed to extend the operational hours of the single yellow line to 7 days a

week and include the peak periods. Due to the popularity of the lake, the area becomes equally as busy during the working week, especially during the summer months and during holiday periods. Vehicles parked on the single yellow line during the week therefore still present a hazard to all road users and interfere with the flow of two-way traffic.

The Police Injury Accident Database shows 5 recorded injury accidents along Hollingworth Road and Canal Street over the past 5 years.

It is proposed to promote new prohibition of waiting restrictions on both sides of Hollingworth Road and Canal Street, as detailed on the accompanying plans.

The proposed restrictions will improve traffic flow including bus services, increase forward visibility, protect crossing points, prevent obstruction of the footway and prevent further damage to the footway.

- 3.2 To address the issues reported, it is necessary to introduce the proposed Order as originally advertised (see Appendix A).

Key Points for Consideration

4. During the consultation period the Authority received two objection letters.
 - 4.1 To comply with the Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 the Authority must consider all objections submitted during the consultation period of 21 days before 'Making' a Traffic Regulation Order.
 - 4.2 It should be noted that in considering the report, the proposed Order is deemed strategic in nature and should be dealt with in accordance with Section 8.2.2 of the Scheme of Delegation to Township Committee. Committee has delegated power to confirm the proposals and the Order. However, if the Committee wish not to confirm the proposals and the Order, the matter must be referred to Cabinet for decision.
 - 4.3 In considering the objections the Committee should be mindful that the only right the general public has on the highway is a right of passage along it. The Council, acting in its capacity as Highway Authority, have a duty of care to ensure the safety of the travelling public and a duty under the Traffic Management Act 2004 to maintain the expeditious movement of traffic.
 - 4.4 The Objectors' comments and the Director of Neighbourhoods response are attached at Appendix B and C of this report.

Alternatives Considered

- 4.5 The Committee could consider recommending that the proposal be amended or abandoned.

- 4.6 Should Committee decide not to introduce the restrictions proposed then the issues with parked vehicles, which were reported to Pennines Township Committee, will not be addressed.

Costs and Budget Summary

5. The cost of the proposed Traffic Regulation Order will be met by Pennines Township Fund. The estimated cost is £6500.

Risk and Policy Implications

6. The Council has a statutory duty to ensure that its highways operate safely and efficiently, for all traffic including pedestrians.

Consultation

7. Consultation required by the Local Authorities' Traffic Orders, (Procedure) (England and Wales) Regulations 1996 has taken place.
- 7.1 The Emergency Services, Transport for Greater Manchester, The Freight Transport Association and the Road Haulage Association were consulted on 12th March 2019.
- 7.2 Notices of intention were posted on site and published in the local newspaper on 13th March 2019.
- 7.3 The objection period ran until 3rd April 2019.

Background Papers	Place of Inspection
None	

APPENDIX A – Notice of Intention and plans

BOROUGH OF ROCHDALE ((CIVIL ENFORCEMENT OF TRAFFIC CONTRAVENTIONS) (VARIOUS STREETS) (PENNINES TOWNSHIP) ORDER 2008) (AMENDMENT) (NO. 71) ORDER

Hollingworth Road and Canal Street, Littleborough

NOTICE IS HEREBY GIVEN that the Rochdale Borough Council, in exercise of its powers under Sections 1(1), 2 and 4 of the Road Traffic Regulation Act 1984, intend to make an Order, the effect of which would be to:-

- (i) Amend the Borough of Rochdale (Civil Enforcement of Traffic Contraventions) (Various Streets) (Pennines Township) Order 2008 by inserting the following:-

Schedule No. 1.1 No Waiting At Any Time

Hollingworth Road, Littleborough Lakeside Ward

- n(iv) the south-west, west and north-west side for its whole length
- n(v) the north-east side from its junction with Rakewood Road for a distance of 31 metres in a north westerly direction (from a point 17 metres south-east of the east side boundary of No. 115 Hollingworth Road to the west side boundary of No. 109 Hollingworth Road)
- n(vi) the north-east, east and south-east side from a point 194 metres north-west of its junction with Rakewood Road to a point 258 metres south-west of its junction with Inghams Lane
- n(vii) the south-east side from its junction with Canal Street to a point 45 metres south-west of its junction with Inghams Lane

Canal Street, Littleborough Lakeside Ward

- n(iii) both sides for its whole length

Schedule No. 2.10 No waiting 8am-6pm

Hollingworth Road, Littleborough Lakeside Ward

- n(i) the north-east side from a point 31 metres north-west of its junction with Rakewood Road for a distance of 163 metres in a north-westerly direction
- (ii) Revoke those parts of the Borough of Rochdale (Civil Enforcement of Traffic Contraventions) (Various Streets) (Pennines Township) Order 2008, as follows:-

Schedule No. 1.1 No Waiting At Any Time

Hollingworth Road, Littleborough Lakeside Ward

- n(i) the east side from its junction with Rakewood Road to the east side boundary of No. 115 Hollingworth Road
- n(ii) the west side from its junction with Lake Bank to a point 198 metres north of its junction with Lake Bank
- n(iii) the south east side from a point 17 metres north east of its junction with Inghams Lane to a point 15 metres south west of its junction with Inghams Lane

Canal Street, Littleborough Lakeside Ward

- n(i) the east side from its junction with Halifax Road to a point 38 metres south of its junction with Halifax Road
- n(ii) the west side from its junction with Halifax Road to a point 16 metres south of its junction with Halifax Road

Schedule No. 2.13

No Waiting Saturday, Sunday, Bank Holidays, Noon-8pm

Hollingworth Road, Littleborough Lakeside Ward

the east side from the east side boundary of No. 115 Hollingworth Road for a distance of 175 metres in a northerly direction

A copy of the proposed Order and a map showing the lengths of roads concerned, together with the Council's Statement of Reasons for making the Order, may be inspected at Littleborough Library, Hare Hill Park, Hare Hill Road, Littleborough, OL15 9HE during normal office hours, or viewed on the Council's website www.rochdale.gov.uk/roads, or by phoning Highways on 0300 303 8879.

Objections to the proposed Order, stating the grounds on which they are made, must be made in writing and forwarded to trafficorders@rochdale.gov.uk or, alternatively, to Network Management, Floor 2, Number One Riverside, Smith Street, Rochdale, OL16 1XU to reach the Council on or before 3rd April 2019, quoting H60/1301.

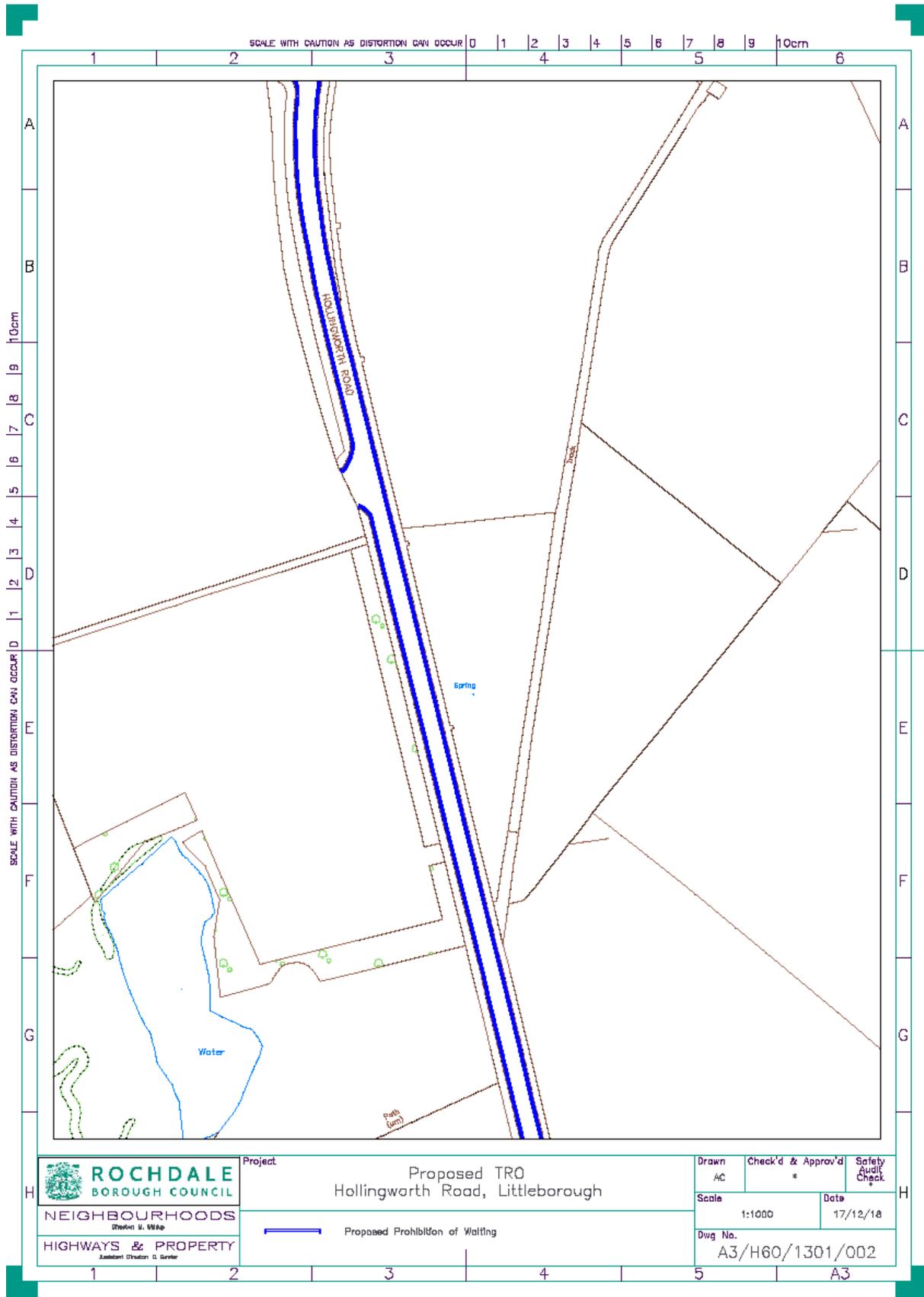
Dated this 13th day of March 2019



David Wilcock

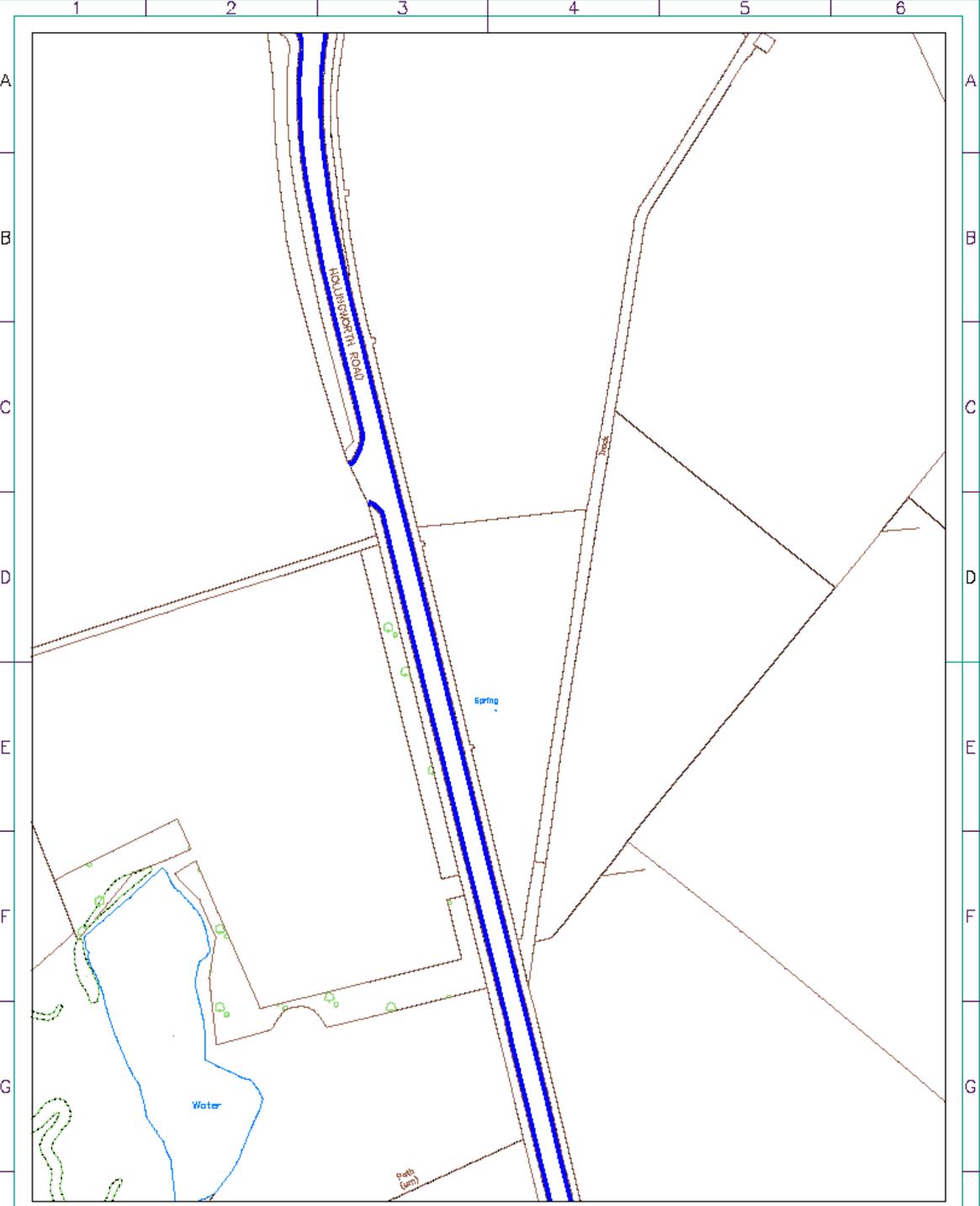
Assistant Director (Legal, Governance & Workforce)
Resources Directorate
Rochdale Borough Council

Number One Riverside
Smith Street
ROCHDALE
OL16 1XU



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ROCHDALE
BOROUGH COUNCIL

NEIGHBOURHOODS
Division 4, M&P

HIGHWAYS & PROPERTY
Assistant Director: G. Gardner

Project
Proposed TRO
Hollingworth Road, Littleborough

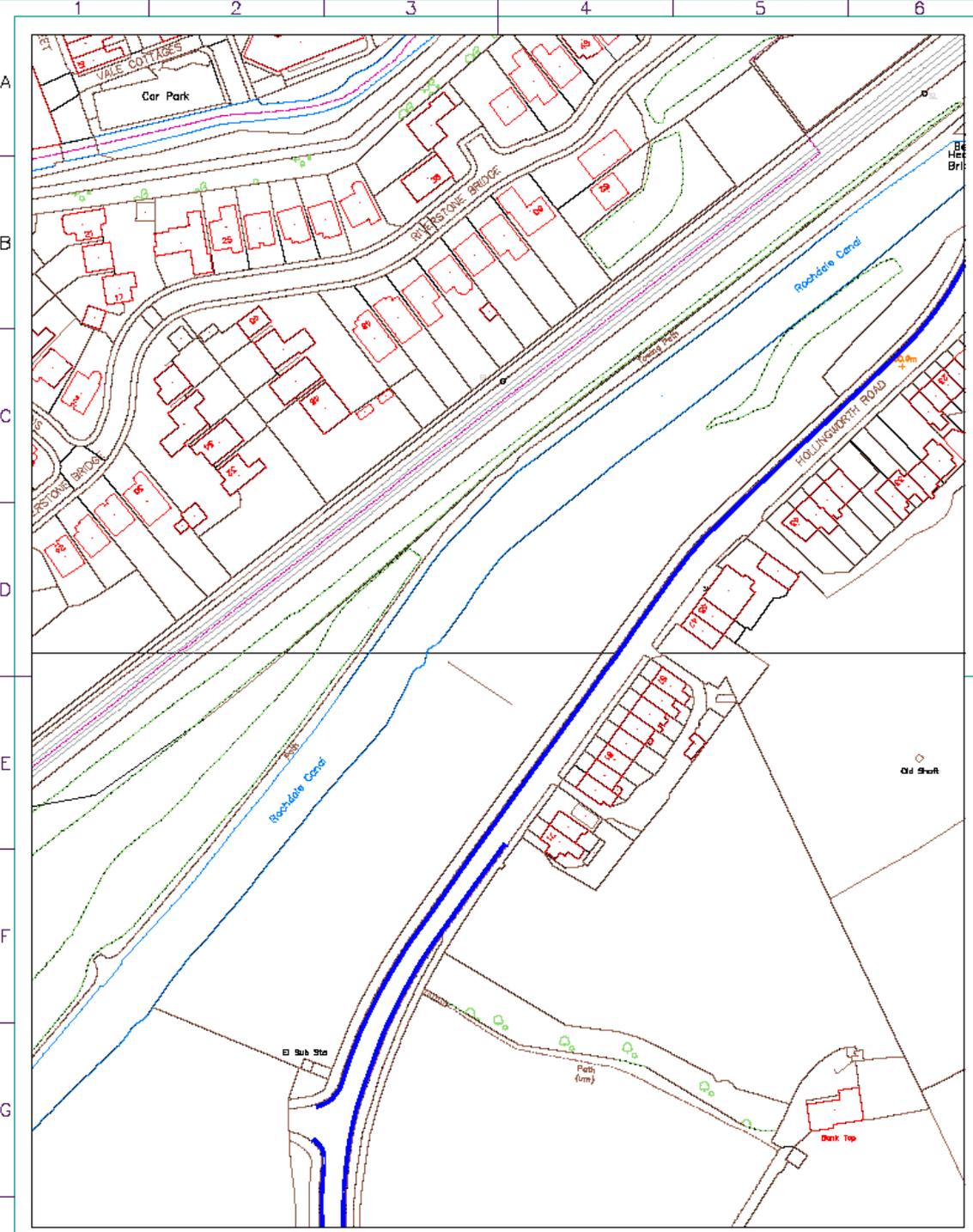
 Proposed Prohibition of Waiting

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BOROUGH COUNCIL

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Division 4, 4366p

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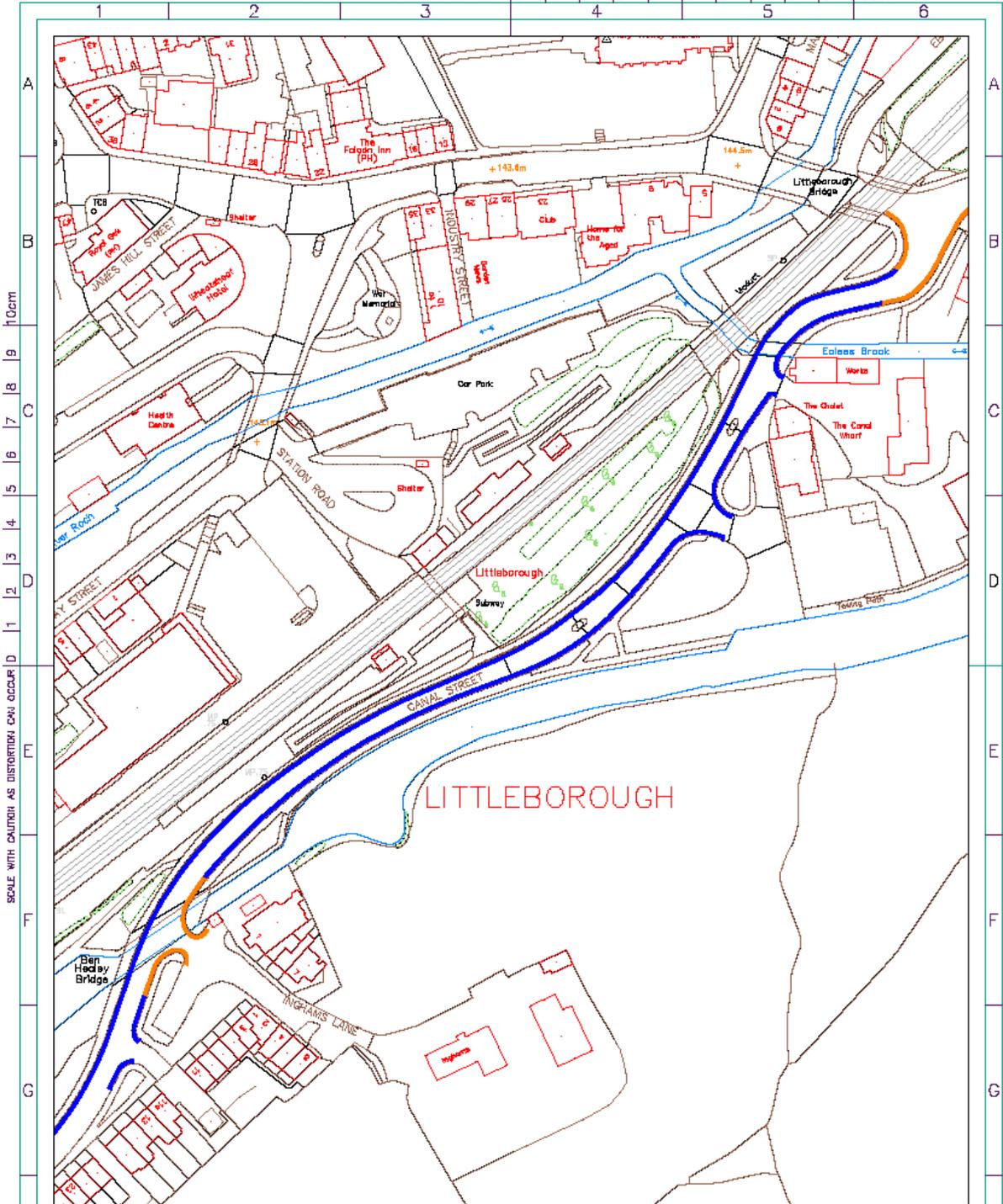
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Proposed Prohibition of Waiting

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ROCHDALE BOROUGH COUNCIL
 NEIGHBOURHOODS
Division 4, M346
 HIGHWAYS & PROPERTY
Assistant Director: D. Gardner

Project
Proposed TRO
 Hollingworth Road / Canal Street
 Littleborough

— Existing Prohibition of Waiting
 — Proposed Prohibition of Waiting

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Dwg No. A3/H60/1301/004		

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APPENDIX B – Objections

Objection 1

Dear Traffic Planning.,

I am writing to register my objection the plans to place restrictions on Hollingworth road from the wine press all the way down to Littleborough on both sides.

I do agree restrictions on one side of the road to ensure free flow of traffic would be sensible but I see no reason for 2 sides of restrictions as the traffic can flow perfectly well when cars are parked on one side only. This is the only free parking round the lake and I have to wonder at a council that makes visiting the lake so difficult. Coaches also park on this road and there is NO provision for coaches anywhere else near the lake, these restrictions will lose valuable trade for the cafes and restaurants. The times the parking is bad is small in number and mainly at the week end. It will also drive more cars on the housing estates that don't have permit parking and creaat problems in residential areas whereas now the parking provided on one side creates no problems. I do not believe the council is supporting Littleborough the development of the Lake area or making it accessible. Why do you not charge at Queens park car park in Heywood when you charge at the Lake car park as many people visit there.

Rethink your plans urgently please

Objection 2

1 Summary

I completely agree with the view that situation of the parking on Hollingworth Road is not satisfactory but feel that the proposal to just ban all parking it a too simplistic, even naïve approach and is not an example of good planning practice for the local community. This document describes a phased approach to the parking ban alongside the development of a parking area on the old Akzo brownfield site that would have three benefits in three areas

- Provide parking for visitors to the Hollingworth Lake area
- Provide additional parking for commuters using the train from Littleborough station
- Assist in the development of Littleborough as a tourist destination area, thus boosting the local economy

2 Current Situation

Visitors to Hollingworth Lake can be split in to a variety of groupings. There are some people who visit the Lake on a very regular/even daily basis to take healthy walks. These visitors “the locals/regular” will be the ones who generally park on the southern side of Hollingworth Road, close to Hollingworth Lake. The roadside parking ban on Hollingworth Road will not move these people into the present car park as it would cost them (many of whom will be retirees or pensioners) £250-500 per year in parking charges. They will either desist from taking the exercise, (not what the Government wants) or move their activity to another area. Though they are probably not high spenders at the Lake, they will still make some contribution to the local economy

Another significant group can be classed as the “tourists”, who visit the Hollingworth Lake on fine days, particularly in school holidays or at weekends. These people come not only from within the Rochdale borough area, but also other parts of Greater Manchester and beyond, including Yorkshire. It is these people who are likely to make most use of the leisure facilities, including those run by Link4Life the Rochdale Council subsidiary, and also the eating establishments around the lake. Thus, they are contributing to the economy of the

local community, which in turn lead to jobs in the area.

It is on the days when the “tourists” arrive that the major parking problems arise. Any statements along the lines of the “the dedicated pay and display car parks are not fully utilised” completely fails to understand the need for car parking spaces at a tourist or leisure facility. The fact that there are large car parks near the Etihad Stadium for Manchester City F.C is not seen as an anachronism, because they are “under-utilised” on most days of the year, but in fact they are perceived as a fundamental necessity. Car parking facilities at leisure and tourist facilities need to reflect the demand on the days when the visitors come. On the days when both sides of Hollingworth Road are occupied with parked cars, it is not because the drivers do not wish to use the car parks, it is because the car parks are full.

We overlook Wildhouse Lane/Milnrow Road and on the fine days, when the “tourists” are out, we regularly see cars come from the direction of Milnrow, often with families in them, and then they return about 15 mins later. From our walks around the area on those type of days, we are very confident that the reason for a return trip in such a short time, is because they have been unable to find a parking space. Thus, the lack of parking space, even after 150 cars have parked on both sides Hollingworth Road, has just led to frustration that the visitors have not been able to enjoy themselves at the Lake, caused traffic chaos and pollution in Smithy Bridge for no benefit and loss of business to all the various establishments around the Lake area.

Motorists visiting the Hollingworth Lake area are already regularly parking in the surrounding estates on roads beyond the present “Resident only” restricted areas. Thus, the present parking situation is affecting the local community with their roads being blocked by visitors. It should also be noted that Wildhouse Lane south of the Littleborough/Milnrow border does not have any parking restrictions and thus there is a possibility that people would start to park on this road in a similar manner to that currently used on Hollingworth Road. Wildhouse Lane has an even higher traffic density than Hollingworth Road.

3 Review of Statement of Reasons

It is ironic that a justification of the proposal is made that Hollingworth Road is a bus route just at the same time that Rosso has reduced the frequency of buses from 2 an hour to 1 an hour. This will make it even more likely that people will use their car to visit the Lake.

As there is no significant industry in Littleborough north east of the area of the Canal St/Halifax Road junction and the railway bridge, there is minimal high vehicle traffic down Hollingworth Road and so that statement is not significant. Most heavy vehicle traffic along Wildhouse Lane then uses Smithy Bridge Road and contributes to the problems at the Smithy bridge Road/Halifax Road junction

Sunday 31st March 2019 was dry, but a quite cold and windy day, thus definitely not a top “tourist” day. Walks around the area showed that all 3 car parks around the lake were basically full for extended periods, with people being booked for parking in incorrect spaces. In addition, there were around 50-75 cars parked on the south western side of Hollingworth Road, down to the entrance of the old Akzo site. Thus, the statement “Due to the amount of off-street parking provision at each facility along its length, it is not considered that the restrictions would have a major impact due to motorists not being reliant on on-street parking places” is incorrect and an absolutely ridiculous claim to make and is contrary to the evidence. It demonstrates that nobody has actually fully examined the facts of what happens at various times through the year and the holiday seasons. Cars were going in to the Hollingworth Road car park and after finding it full, they were then driving down and parking on Hollingworth Road.

4 Proposal

4.1 New Car Park

It is clear that there is not enough parking for visitors to Hollingworth Lake on the days when it is seen as a tourist attraction. As a first step, a new car park should be built as soon as possible with a capacity of 150-200 cars on a brownfield site, adjacent to Hollingworth Road along the whole of the frontage of the old Akzo site. This would be fenced off from the road, with entry through arches with approx. 2m height. No overnight parking allowed, with this possibly being enforced through entry barriers, if this was considered necessary. There should be no parking charges on this car park, so that people do have a chance of free parking, as is the situation on many other leisure/amenity facilities in Rochdale.

This proposal would go some way to solving the car parking problem at Hollingworth Lake without encroaching on green belt land or other green field areas.

4.1.1 Advantages

It is considered that the car park would be of use to at least three types of car drivers.

4.1.1.1 Commuters

Within the GMSF, it is hoped to increase the proportion of long journeys to be carried out by public transport rather than by car. However, at present there are very limited car parking facilities at both the Littleborough and Smithy Bridge railways stations. The experience after the Beeching Report on the railways in the 60's was that once somebody got in a car, they were unlikely to then switch to public transport, unless there were definite advantages from doing so. Having to search for a car parking space in the morning, when you are aiming to catch a particular train, is not likely to encourage people to make the transition.

The GMSF also considers that a significant proportion the job increase in the Greater Manchester area in will be in the core area and the aim should be to assist all those workers to use Public Transport. The New Metrolink through the Trafford Park area will further increase the proportion of the core area that can easily be accessed by public transport.

Whilst this Car Park would not be ideal, as it is not immediately adjacent to the station, it is considered that many potential railway passengers would accept the 200m walk to the northern end of the car park, given they would have a guaranteed parking space available.

Car parking by commuters would be expected to be at its highest during weekdays, rather than at weekends, and commuter traffic drops during holiday periods, so this demand is seen as being complementary to the demands by visitors, rather than clashing with that demand.

4.1.1.2 Visitors to Littleborough

One of the objectives is to make the Littleborough village centre a Tourist destination in its own right, to rival Hebden Bridge. What puts people off trying to visit Hebden is the difficulty in parking and that problem applies to Littleborough as well, as there are almost no public car parking spaces. The provision of this car park would improve the attractiveness of the Littleborough Village Centre to tourists and act as a base for groups of walkers. This could lead to more tourist traffic for local shops, cafes, farmers markets and other festivals, thus boosting the economy and viability of the village centre which would improve the local community.

This group of visitors could also appreciate the triangular section of land between the northern section of Hollingworth Road and the Rochdale Canal that was landscaped around a decade ago, however it has unfortunately been rather neglected since then.

4.1.1.3 Hollingworth Lake Visitors

As shown above in section 3, even on a "non-ideal tourist day" there is insufficient parking in the Hollingworth Lake area. A free car park in this area would be attractive to the "local" visitors and the active walking visitors. "Tourist visitors" would be able to choose either of the 2 car parks on Hollingworth Road.

"Tourists" are prepared to pay for parking as shown by the high usage of the Lake bank car park. This car park is fully surfaced, has good views, easy access to entertainment and eating establishments and has public convenience and rubbish facilities.

In contrast, the Hollingworth Road Car Park is a disgrace. Minimal money has been spent on it and it is seen solely as a “cash cow” by Rochdale Council, rather than as a public amenity. The vegetation has been allowed to encroach on the parking area, there is no proper hard surface, so when it is wet there are many muddy areas. The path towards the Wine Press is rough and not ideal for wheel chairs and push chairs. There is no surfaced footpath from the car park towards the main focal points of the Lake and this path is completely unsuitable for wheel chairs/push chairs. Because of its secluded position, in quiet periods drivers will also consider that it is more likely that their car is vandalised or burgled in the car park, compared to it being parked in full view on a main road.

A case for parking charges on the 3 car parks near the Lake can be made as it helps to ration the length of time during which people park and so leads to a higher turnover of users. The unsatisfactory position is that this income does not go to the Country Park, it just goes straight into the coffers of Rochdale Council.

4.2 Alteration to Parking Restrictions

Thus, I believe the parking restrictions should be along the lines of
Until the car park is established, leave parking available on the south western side of Hollingworth Road from its present start point near the lake down to the location near the old lower entrance to the Akzo site. No waiting at any time restriction should then apply from there along the north-western side of Hollingworth Road until it meets Canal St. This would mean there is no parking on the bend.

Restrictions on the east, north east and south east sides of Hollingworth Road and Canal Street should be as per the Notice.

5 Conclusion

I find it unbelievable that Rochdale Council is considering cutting 100-150 parking places (albeit now wholly satisfactory parking places) at its so called” Jewel in the Crown” tourist attraction without FIRST putting in place alternative arrangements.

The most likely result of just applying the proposed parking bans on Hollingworth Road, as set down in the Order Ref H60/1301 in would be a reduction in the numbers of people visiting the Hollingworth Lake and Littleborough area. There would also be significant increase in the amount of parking in the housing estates beyond the present “resident only” parking areas. Both of these effects would have a negative impact on the local community and local businesses, including those operated as franchises from Rochdale Council/Link4Life and goes against the idea of trying to encourage people to improve their health by being fit and going for walks

Rochdale Town Centre is the classic case study of how lack of appreciation of the needs of motorists can ruin an area. In the latter decades of the 20th century, various moves by Rochdale Council made it difficult or expensive for motorists to visit the Town Centre, with the final steps being the closure of the multi storey car park. The result, the local population went elsewhere, mainly to Bury, and the resulting loss of footfall to the town centre led to shop incomes, shops closing, loss of jobs and Rochdale Town Centre becoming the depressing place that it is nowadays. The recent moves to allow short term free car parking is a case of “too little, too late”, as it is very difficult to attract people back.

APPENDIX C – Response to Objections

The Council appreciate the availability of parking near to Hollingworth Lake is important, both in terms of the local economy and continuing to attract visitors to the area. Therefore, the Council will always try to maintain parking in the vicinity of the lake, where possible. However, the parking situation along Hollingworth Road has been the subject of complaints from users of the highway for some time. As Highway Authority, the Council's duties are in respect of road safety and maintaining traffic flows, both of which must take precedence over the provision of on-street parking places.

In terms of providing additional off-street parking areas, when opportunities arise the Council will look to increase car parking capacity near to the lake in order to reduce the impact of visitor parking on the local highway network. However, the former Akzo Nobel brownfield site remains within private ownership.

The Council appreciate that on some days the existing off-street car parking areas reach their capacity which then affects the highway network. However, it is also the case that parking occurs on Hollingworth Road even when there are spaces within the car parks.

In relation to comments made on the affect the proposal may have on residential areas outside of the Residents Only Parking Zone, previous investigations have found that visitor parking does not regularly extend beyond the existing residents parking control boundaries. Imposing onerous restrictions on additional residents each day throughout the year is not likely to be supported given the number of days when problems arise.

In relation to comments made on how few high sided vehicles use the route, whilst the numbers may in fact generally be relatively low, the route is used by such vehicles as an alternative route to re-join the A58 and the main tactical diversion route used for un-planned closures of the M62 (J-21 to J22).

Although the frequency of bus services using the route may be reducing, it should be borne in mind that the indiscriminate parking along the route has been reported by bus operators themselves.

In terms of how the proposed restrictions will affect the availability of spaces for coaches, it is the view of the Council that the restrictions should not present a problem. Coach drivers have the ability to drop off passengers and wait with the coach elsewhere and return later to pick up passengers.

In summary, the Council do not believe that the parking activity in this area is acceptable given the strategic importance of the route and maintaining the expeditious movement of traffic along it, as well as ensuring the safety of its users. The Council will endeavour to make improvements to existing off-street car parks and look to increase off-street car parking capacity in future. However, as the issues along the route have now been brought to the attention of the Council, it has a duty

to formally promote a scheme to improve safety for all users of Hollingworth Road. The introduction of parking restrictions on only one side of the road is not supported by Officers due to the likelihood of parking activity simply being displaced on to the opposite side. Some of the issues identified would still occur even if on-street parking were to be restricted to one side only, such as motorists manoeuvring between parked cars, pedestrians boarding and alighting vehicles and the frequency of such movements.