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11 September 2025



Reading
Borough Council

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Title	Waiting Restriction Review Programme: a. 2024B Proposals for Statutory Consultation b. Recommended Removal of Fixed Enforcement Observation Periods
Purpose of the report	To make a decision
Report status	Public report
Executive Director/ Statutory Officer Commissioning Report	Emma Gee, Executive Director Economic Growth and Neighbourhood Services
Report author	Jemma Thomas, Assistant Engineer, Network Services
Lead Councillor	Cllr John Ennis, Lead Councillor for Climate Strategy and Transport
Council priority	Deliver a sustainable & healthy environment & reduce Reading's carbon footprint
Recommendations	<ol style="list-style-type: none">1. That the Sub-Committee notes the content of this report.2. That no public inquiry be held into the proposals.3. Part A:<ol style="list-style-type: none">3.1. That the Assistant Director of Legal and Democratic Services be authorised to undertake a statutory consultation for the 2024B programme in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996, for the proposals contained in Appendix 1.3.2. That subject to no objections being received, the Assistant Director of Legal and Democratic Services be authorised to make the Traffic Regulation Order for the 2024B programme.3.3. That any objection(s) received during the statutory advertisement be reported to a future meeting of the Sub-Committee for an outcome decision.4. Part B:<ol style="list-style-type: none">4.1. That the Sub-Committee agrees to the recommended changes to enforcement observation periods, as set out in Section 3.5.

1. Executive Summary

- 1.1. Requests for new waiting restrictions across the Borough, or amendments to existing restrictions, are collated and considered for investigation as part of the Waiting Restriction Review Programme.
- 1.2. Part A:
 - 1.2.1. This report seeks approval for Officers to undertake statutory consultation for recommended new/alterations to waiting restrictions as part of the 2024B

programme. These proposals aim to address the issues raised in the initial list of requests, which were reported to and agreed for investigation by the Sub-Committee at their meeting in September 2024 (available [here](#)).

1.2.2. The recommendations within this report have been shared with Ward Councillors and an opportunity provided for their comment.

1.3. Part B:

1.3.1. Officers are seeking agreement to remove the fixed 5 minute observation periods currently being practiced for single-yellow, and double-yellow line enforcement. This is not a statutory requirement and it is expected that a consistent, discretionary approach will assist enforcement officers in appropriately addressing parking issues being experienced across the Borough.

2. Policy Context

2.1. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal basis for making Traffic Regulation Orders (TROs). It gives local authorities the power to make TROs to regulate or restrict traffic as needed for:

- (a) avoiding danger to persons or other traffic using the road or any other road or for preventing the likelihood of any such danger arising, or
- (b) preventing damage to the road or to any building on or near the road, or
- (c) facilitating the passage on the road or any other road of any class of traffic (including pedestrians), or
- (d) preventing the use of the road by vehicular traffic of a kind which, or its use by vehicular traffic in a manner which, is unsuitable having regard to the existing character of the road or adjoining property, or
- (e) preserving the character of the road in a case where it is especially suitable for use by persons on horseback or on foot, or
- (f) preserving or improving the amenities of the area through which the road runs or
- (g) any of the purposes specified in paragraphs (a) to (c) of subsection (1) of section 87 of the Environment Act 1995

2.2. Reading Borough Council's Transport Strategy 2024 is a statutory document that sets the plan for developing the Borough's transport network. It includes guiding policies and principles including those related to Network Management (RTS17), Parking (RTS20), Enforcement (RTS21) and Demand Management (RTS22).

2.3. The Council Plan for the years 2025/28 includes priorities of delivering a sustainable and healthy environment and to reduce our carbon footprint, which align closely with the provisions of the Road Traffic Regulation Act 1984 (RTRA), as both seek to improve public wellbeing and sustainable development.

3. The Proposal

3.1. The Waiting Restriction Review programme is intended for relatively small-scale alterations to waiting restrictions, to limit costs and resources required for development and ensure that the programme can be progressed within the expected timescales and within budget. Requests for new area Resident Permit Parking schemes will not form part of this review programme. Minor alterations to relatively small areas of Resident Permit Parking restrictions may be considered appropriate for inclusion within this programme, on the basis that development of the proposals will follow the same timeline, resourcing and expectations as the rest of the programme.

3.2. The Waiting Restriction Review programme follows the below milestones:

- Request received and considered by officers (e.g. lawfulness, feasibility).
- Merited request added to the list of new requests for the start of the next Waiting Restriction Review Programme (Report to Traffic Management Sub-Committee (TMSC)). Decision made on whether request should be investigated by Officers.
- Officers investigate the issue and make recommendations in consultation with Ward Councillors.
- Officers recommend proposals for statutory consultation, or removal from the programme (TMSC report, following consultation with Ward Councillors). Decision made on whether proposals should progress to statutory consultation.
- Legal documents are prepared and on-street notices created (also advertised in the local newspaper) and erected for the start of the 21-day statutory consultation period, following publication of the agreed TMSC meeting minutes.
- The results of the statutory consultation are reported (TMSC), where feedback, particularly objection(s), has been received. Decision made on whether proposals should be implemented.
- The Legal Order for the parking restrictions is finalised and advertised in the local newspaper, following publication of the agreed TMSC meeting minutes.
- Signs are designed and ordered. Contractors are issued detailed designs and instructions for sign and post installation and lining work.
- The Waiting Restriction Review programme is implemented.

3.3. Officers understand the local frustration and inconvenience that parking issues can create. However, the programme is resource intensive, and this same resource is responsible for supporting, developing and delivering other workstreams (e.g. Local 15% CIL funded schemes) in addition to business-as-usual workload, such as addressing correspondence.

3.4. Part A: 2024B Recommendations for Statutory Consultation

Current Position

3.4.1. Approval was given by the Sub-Committee in September 2024 to carry out investigations at various locations across the borough, based on the reported list of requests that the Council had received for new or amended waiting restrictions. The report is available [here](#)

Officers have investigated the issues that were raised and have considered their recommendations accordingly.

3.4.2. In accordance with the report to the Sub-Committee in September 2024, Officers shared their recommended proposals with Ward Councillors on 28th July 2025, with amendments shared on 6th August 2025. Councillors were asked to provide any feedback by 15th August 2025. This period provided Councillors with an opportunity to informally consult with residents, consider the recommendations and provide any comments for inclusion in Appendix 1 of this report.

Options Considered

3.4.3. **[Recommended]** Schemes proceed to statutory consultation, or are removed, as per the officer recommendations on Appendix 1.

The Sub-Committee is asked to consider the comments and recommendations in Appendix 1 and agree to schemes proceeding to statutory consultation, or being removed from the programme, as per the officer recommendations. Those proceeding to statutory consultation are recommended to follow the process described in Section 3.4.6.

3.4.4. Remove a recommended scheme from the programme.

The Sub-Committee may wish to remove a scheme from the programme. In this case, that scheme would not be taken to statutory consultation and no further action undertaken.

3.4.5. Amend a recommended scheme.

Recommendations are shared with Ward Councillors ahead of report finalisation, providing an opportunity for engagement with officers and comment around any adjustments that may be felt necessary.

It is not recommended that any significant scheme amendments are proposed at this Sub-Committee meeting. There is unlikely to be opportunity for them to be properly considered and understood by officers or Sub-Committee members – the decision and implications will not be fully understood. If a Member considers that significant amendments are required, it is instead recommended that the scheme be removed from the programme and its inclusion can be considered as part of the next programme.

3.4.6. Schemes taken forward to statutory consultation will be included in a single proposed Traffic Regulation Order that will be consulted. The proposed restrictions will be consulted over a minimum period of 21 days (Sections 6 and 9 describe the legal process).

It is recommended that those schemes not receiving objection are considered agreed for implementation, subject to decisions being made regarding the remaining items on the TRO.

For schemes where objection has been received, officers will provide a further report to the Sub-Committee seeking a decision on the outcome of the scheme. If the content of the objection is such that officers consider that the scheme should be removed from the programme, this recommendation will be made clear to the Sub-Committee. Otherwise, the recommendations of officers for each scheme is made in this report (Appendix 1).

The Legal Order will be finalised once a decision has been made on all of the schemes contained within it and no part of the legal order will be implemented in isolation.

Other Options Considered

3.4.7. None

3.5. Part B: Recommended Removal of Fixed Enforcement Observation Periods

Current Position

3.5.1. Civil Enforcement Officers (CEOs) have been operating a 5-minute observation period when considering potential contraventions of double-yellow-line and single-yellow-line restrictions (full-time and part-time no waiting restrictions). This period is suspected of being a legacy position dating back to when Reading Borough Council first secured civil enforcement powers for parking contraventions.

3.5.2. It is not a legal requirement of the authority to undertake a fixed observation period against these restrictions and it is considered that doing so is, in some cases, leading to unnecessary access and traffic flow issues and potentially increased road safety risks where motorists are taking advantage. This may also be adding to the number of requests that the Council is receiving for parking restrictions to address these abuses, many of which could be wholly inappropriate and quite detrimental to residential areas (e.g. loading bans).

While it is considered to be within the senior officer authority to reduce the observation period to address a specific area of risk, a Boroughwide and

transparent approach is preferred and it is this approach for which officers are seeking Sub-Committee agreement.

Options Considered

3.5.3. **[Recommended]** Removal of fixed observation periods for single yellow line and double yellow line restrictions.

Removal of fixed observation periods and the creation of guidance for CEOs to ensure consistently-applied discretion will enable CEOs to minimise the abuse of single-yellow and double-yellow-line restrictions across the Borough.

If agreed, this change can be brought into effect almost immediately, without need for statutory consultation or notification.

It would not be officers' intention to 'catch-out' motorists who may have become accustomed to this observation period, so it is additionally recommended that a two-week period of warning notices would be issued from the implementation of the change, prior to penalty charge notices being applied.

All other observation periods will remain the same.

3.5.4. Reduce the fixed observation period for single yellow line and double yellow line restrictions.

Reducing, but maintaining a fixed observation period is not expected to yield significant benefits.

3.5.5. Do not reduce the fixed observation period.

The benefits will not be realised and a case-by-case officer delegated approach could risk challenges on the basis of inconsistency across the Borough.

Other Options Considered

3.5.6. There are none.

4. Contribution to Strategic Aims

4.1. The Council Plan has established five priorities for the years 2025/28. These priorities are:

- Promote more equal communities in Reading
- Secure Reading's economic and cultural success
- Deliver a sustainable and healthy environment and reduce our carbon footprint
- Safeguard and support the health and wellbeing of Reading's adults and children
- Ensure Reading Borough Council is fit for the future

4.2. In delivering these priorities, we will be guided by the following set of principles:

- Putting residents first
- Building on strong foundations
- Recognising, respecting, and nurturing all our diverse communities
- Involving, collaborating, and empowering residents
- Being proudly ambitious for Reading

4.3. Full details of the Council Plan and the projects which will deliver these priorities are published on the Council's website - [Council plan - Reading Borough Council](#). These priorities and the Council Plan demonstrate how the Council meets its legal obligation to be efficient, effective and economical.

4.4. The recommendations in this report align with the Council's priorities, namely:

Deliver a sustainable and healthy environment and reduce our carbon footprint

The Road Traffic Regulation Act enables the Council to introduce measures like speed limits, low-emission zones, or restrictions on certain vehicles. These provisions directly support reducing pollution, improving air quality and creating spaces where people feel the benefits of clean air and active travel like walking and cycling.

By implementing TROs, the Council can create more green spaces and pedestrian friendly areas, aligning with its goal of promoting a healthy environment which has a positive impact on the life of every resident – making Reading a greener, more attractive place to live, with a tangible impact on physical and mental health and life expectancy.

These actions also support accessibility and mobility, which are key to thriving, connected communities, ensuring everyone including the vulnerable can safely use public spaces, regardless of age or ability.

By managing traffic to reduce congestion and improve public transport flow, the Council can boost local economic activities and make it easier for everyone to access education, skills and training and good jobs.

The recommendations of this report relate to restrictions that should directly benefit the flow of traffic, improve accessibility and reduce road safety risks. The recommendations also seek to make best use of Council resources in delivering a variety of schemes that will benefit Reading Highway users by improving active travel uptake, traffic flow, and reducing risks.

5. Environmental and Climate Implications

- 5.1. The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 5.2. A climate impact assessment has been conducted for the recommendations of Part A of this report, resulting in a net minor positive impact.

There has been/will be some minor negative impact for investigation and design, through travel and energy usage. Travel impacts have been partly mitigated through preferred use of the Council's electric pool cars and through walking and cycling to site wherever practicable. Advertised notices need to be weatherproof and are, therefore, not typically recyclable. The implementation of schemes currently requires burning of fossil fuels for the specialist machinery and some road marking application/removal techniques.

However, it is expected that these relatively minor negative impacts over a short period of time will be more than overcome by the benefits of scheme implementation. The proposals cover Highway risk reduction, accessibility and traffic flow improvements that, once resolved, should improve traffic flow (lower emissions, improved flow for public transport) and remove some barriers toward increased use of sustainable and healthy transport options.

6. Community Engagement

- 6.1. Persons requesting waiting restrictions are informed that their request will form part of the waiting restriction review programme and are advised of the timescales of this programme.
- 6.2. Ward Councillors are provided with the recommended proposals prior to these being agreed for statutory consultation by the Sub-Committee. This provides an opportunity for a level of informal engagement in order to provide initial feedback to officers.

Ward Councillors are also made aware of the commencement dates for statutory consultation, so that there is an opportunity for them to encourage community feedback in this process.

- 6.3. Any Statutory consultation will be carried out in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996, advertised on street, in the local printed newspapers and on the Council's website.
- 6.4. Where responses to statutory consultations include petitions that have not been separately reported, the lead petitioner(s) will be informed of the decision of the Sub-Committee, following publication of the agreed meeting minutes. Respondents to statutory consultations will also be informed of the Sub-Committee decisions.
- 6.5. Traffic Management Sub-Committee is a public meeting. The agendas, reports, meeting minutes and recordings of the meetings are available to view from the Council's website.

7. Equality Implications

- 7.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to -
 - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;
 - foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2. It is not considered that an Equality Impact Assessment is relevant as the proposals are not anticipated to have a differential impact on people with protected characteristics. The statutory consultation process provides an opportunity for objections/ support/ concerns to be considered prior to a decision being made on whether to implement the proposals.

8. Other Relevant Considerations

- 8.1. There are none.

9. Legal Implications

- 9.1. The Council has considered all of its legal obligations when seeking to make Traffic Regulation Orders.
- 9.2. The order for the 2024B programme of restrictions will be drafted under the Road Traffic Regulation Act 1984 and advertised in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.
- 9.3. The Road Traffic Regulation Act 1984 sets out the legal basis for making TROs. The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 provides for the statutory processes to be followed in making TROs.
- 9.4. Before making a TRO, the local authority must carry out a statutory consultation, engaging with the Chief of Police, residents, businesses, emergency services and transport operators. A notice detailing the proposed restrictions and the reasoning behind them is published in a local newspaper and displayed on site in the areas where the restrictions would apply. Members of the public have 21 days in which to submit objections or comments on the proposal. In order for any comments to be valid, it must be in writing, state the grounds on which it is made and sent to the address specified in the notice.

With any traffic regulation order proposals, the Council (either via delegated authority, or by agreement of the Traffic Management Sub-Committee) may decide whether to proceed with the TRO as published, modify it, or abandon it. If it is agreed to proceed, the TRO is formally made and a further notice is published giving the date when the order comes into force. The final step is to implement the restrictions by installing the necessary signage and road markings.

9.5. The Council has considered its Network Management Duty under the Traffic Management Act 2004 and its Section 122 duty under the Road Traffic Regulation Act 1984.

9.6. Network Management Duty

Part 2 Section 16 (1) of The Traffic Management Act 2004 places a duty on the Council as a local traffic authority to manage their road network with a view to achieving, so far as may be reasonably practicable having regard to their other obligations, policies and objectives, the following objectives—

(a) securing the expeditious movement of traffic on the authority's road network; and

(b) facilitating the expeditious movement of traffic on road networks for which another authority is the traffic authority.

(2) The action which the authority may take in performing that duty includes, in particular, any action which they consider will contribute to securing—

(a) the more efficient use of their road network; or

(b) the avoidance, elimination or reduction of road congestion or other disruption to the movement of traffic on their road network or a road network for which another authority is the traffic authority;

and may involve the exercise of any power to regulate or co-ordinate the uses made of any road (or part of a road) in the road network (whether or not the power was conferred on them in their capacity as a traffic authority). This duty places an ongoing obligation in ensuring overall traffic efficiency and network performance and not only applies to vehicles but all to pedestrians and cyclists.

9.7. Section 122 duty

Further Section 122 of the Road Traffic Regulation Act 1984 places a duty on the local authority so far as practicable to secure the expeditious, convenient and safe movement of vehicular and other traffic (including pedestrians) and the provision of suitable and adequate parking facilities on and off the highway. In carrying out this exercise the Council must have regard to the following:

- Desirability of securing and maintaining reasonable access to premises.
- The effect on the amenities of any locality effected and (without prejudice to the generality of this paragraph) the importance of regulating and restricting the use of roads by heavy commercial vehicles, so as to preserve or improve the amenities of the areas through which the road(s) run.
- The strategy prepared under Section 80 of the Environment Act 1995 (the national air quality strategy).
- The importance of facilitating the passage of public service vehicles and of securing the safety and convenience of persons using or desiring to use such vehicles.
- Any other matters appearing to the local authority to be relevant.

9.8. This duty focuses on the making of individual traffic regulation decisions.

9.9. Each of these duties has been considered in detail in relation to the schemes identified in this report.

9.10. Patricia Tavernier has cleared these Legal Implications

10. Financial Implications

The cost of undertaking a typical Waiting Restriction Review programme from beginning to implementation of the agreed schemes is anticipated to be less than £50,000.

In addition to the implications referred in Section 10.1, the making of the resultant TRO and delivery of the schemes therein enable civil enforcement to be undertaken. While the objective of the restrictions is to prevent the issues that were occurring previously and/or prevent unauthorised access to parts of the Highway, contraventions do occur and these generate revenue that is invested as per the Council's Annual Parking Reports. Additionally, parking restrictions help to minimise accelerated damage to the Highway occurring through, for example, parking on the footway and verges. These mitigations reduce the burden on the Council's Highway Maintenance budgets.

10.1. Capital Implications

The Waiting Restriction Review programmes are funded by capital allocations from the Integrated Transport Block, currently providing £100,000 annually on the basis of developing and delivering two programmes per year.

10.2. Value for Money (VFM)

The programme provides value for money by collating requests and developing and delivering schemes as a single project. In comparison to an alternative of addressing requests on a more ad-hoc basis, this provides the benefit of resourcing efficiency and financial economies of scale. For example, the restrictions are included in a single Traffic Regulation Order, minimising advertising costs and the lining implementation is commissioned as a single project.

Most aspects of the programme are delivered using Reading Borough Council's own resources. This typically includes investigation and designing of the schemes, drafting creation of the Traffic Regulation Orders and the delivery of many engineering elements on street.

10.3. Risk Assessment

The primary risk is with the 2024A programme (Part A), around the deferral of a decision regarding the elements of the programme to be agreed (or otherwise) for delivery. Deferral will result in crossover of resource-intensive elements for multiple programmes and schemes being developed by the same staffing resource. This will result in slippage to other schemes, which could have financial implications as well as impacting on the delivery expectations of these other schemes.

The financial risks with the Waiting Restriction Review programmes overall should be mitigated by the Sub-Committee and Ward Councillors taking note of the remit of this programme, as outlined in Section 3.1. The costs of the programme, both in terms of deliverables and resource costs, will directly correlate to the scale and complexity of the resultant schemes.

10.4. Andy Stockle has cleared these Financial Implications.

11. Timetable for Implementation

11.1. The following tables provide the intended timeline:

Table 1 (2024B programme)

Line	Milestone	When (subject to change)
1	Draft TRO following decisions of TMSC	October 2025
2	Undertake statutory consultation	October/November 2025
3	Report objections to TMSC, seeking agreement to implement	November 2025
4	Adjust the TRO according to the decisions of TMSC	Winter 2025
5	Make the resultant TRO	Winter 2025

6	Deliver the scheme	Early Spring 2026
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12. Background Papers

12.1. There are none.

Appendices –

1. Recommendations for consultation (2024B programme)