

Traffic Management Sub-Committee

05 March 2026



Reading
Borough Council
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Title	Traffic Regulation Order Rectification: East Street Results of Statutory Consultation
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 the Sub-Committee considers the consultation feedback in Appendix 1 and agree to either implement, amend, or reject the proposed scheme. The officer recommendation is to implement the scheme as advertised.3. That the Assistant Director of Legal and Democratic Services be authorised to seal the resultant Traffic Regulation Order.4. That respondents to the statutory consultations be informed of the decisions of the Sub-Committee accordingly, following publication of the agreed minutes of the meeting.5. That no public inquiry be held into the proposals.

1. Executive Summary

- 1.1. At Council on 15 October 2024, a summary of issues relating to certain Traffic Regulation Orders (TROs) was reported (report available [here](#)) and a rectification process agreed (report available [here](#)). The agreed rectification process involved advertising new, permanent TROs to address the issues identified on these TROs. Officer delegation for considering objections and making TRO implementation – or otherwise – decisions was also approved by Council.
- 1.2. Through a series of update reports, starting from November 2024, officers have provided progress updates against the rectification work associated with those TROs, which is complete.
- 1.3. Council agreed to an Action Plan that was proposed by officers to address the issues that led to some of these errors, to mitigate the risks of recurrence and to provide assurance that processes were in place to address any further TRO issues that may arise.
- 1.4. This report informs the Sub-Committee that the statutory consultation agreed at the meeting in November 2025 (report available [here](#)) for rectifying a TRO and signing issue associated with a pay and display parking bay on East Street has been carried out and ended on 9 January 2026. The objections received during the consultation are included in Appendix 1. Members are asked to consider these objections and conclude the

outcome of the proposal. The officer recommendation is to implement the scheme as advertised as explained in 3.11.a

2. Policy Context

- 2.1. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal basis for making Traffic Regulation Orders (TROs), including Speed Limit Orders (SLOs). 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 section 87(1) 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). Reference to the Borough's Red Route is contained within this strategy.
- 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

Current Position

- 3.1. Traffic Regulation Orders (TROs) are legal orders, which allow the Traffic Authority to regulate the speed (Speed Limit Orders), movement and parking of vehicles and enable the compliant signing, lining and enforcement of restrictions on our highways. They can cover a variety of different restrictions, including those related to waiting and loading, residential parking restrictions, speed limits and bus lanes implementation for example.
- 3.2. TROs contain textual information about the nature of the restrictions, how they operate and are enforced, and the exact location descriptions for where they apply.
- 3.3. The majority of the Borough's TROs are intended to lead to permanent changes. In this situation, the Council undertakes a minimum 21-day statutory consultation process, whereby objections and representations to the draft TRO can be submitted. Following consideration of any objections, the Council may still decide to implement the changes, and the draft TRO is made permanent with an implementation date that aligns with the implementation date of the restrictions on street.
- 3.4. The statutory consultation process requires the Council to advertise notices – a simplified version of the TRO – in local newspaper publications, to place copies of the notices on street and make the full draft TRO, relevant plans and statement of reasons on deposit for public inspection as a minimum.

- 3.5. An internal investigation, the results of which were reported to Council in October 2024, identified that a number of historic Traffic Regulation Orders within the Borough were incorrectly made. As a result, there were restrictions presented on the highway that cannot be enforced.
- 3.6. The rectification processes agreed by Council have been completed and rectified TROs are in place – this project has concluded.
- 3.7. Part of the Action Plan agreed at Council in October 2024, and monitored through Audit and Governance Committee, included a commitment to establishing a process of raising and addressing any further issues that may be discovered with other TROs. While the Digital TRO Project is expected to mitigate the risks of TRO issues, there will be instances where issues are found with existing orders and that there should be a more 'business as usual' process for addressing these as they arise.
- 3.8. While the TRO preparation work for the Council's Emissions Based Charging proposal was being undertaken, officers discovered that a Pay & Display parking bay on East Street has a mismatch between the signing and the latest valid TRO. This relates to the maximum stay period, which is signed as 3 hours, whereas the TRO states 2 hours. The change to 3 hours was part of a Boroughwide initiative and is considered to be the intended restriction.
- 3.9. It was agreed in the November 2025 meeting of the Sub-Committee that a statutory consultation be undertaken to propose an amendment to the TRO so that it reflects the restriction as presented on street (a 3-hour maximum stay).
- 3.10. The statutory consultation was carried out between 11 December 2025 and 9 January 2026. The feedback that was received for the consultation is provided in Appendix 1.

Options Considered

- 3.11. The Sub-Committee is asked to consider the content of the objections against the proposals in Appendix 1 and to consider the following options:

- a. **[Recommended]** Agree to make the East Street TRO as advertised

The original purpose of this process is to resolve an issue with the Traffic Regulation Order as the on street signs for this bay state that the restriction has a 3 hour maximum stay and the TRO states it should be 2 hours. As 3 hours is considered to be the intended restriction, the consultation is proposing a change to the order to ensure the signs match the TRO.

One objection has been received, which includes a request to change the days of operation from Monday-Sunday to Monday-Friday. The reason provided is to provide greater flexibility for residents, visitors and local activity on weekends (please see appendix 1 for the full response).

Officers do not recommend that the changes requested by the objector are implemented at this time. As this is a substantially different change to the one proposed in the consultation we would need to carry out a new consultation before this requested change could be considered further.

Amending the operational times of the bay would also cause some inconsistency in the restrictions in this area as the nearby permit and pay and display bays are all in force Monday-Sunday.

The officer recommendation is therefore to create the TRO as advertised.

Where the scheme is agreed for the order to be made as advertised, officers will take the necessary steps for the TRO to be sealed.

- b. Agree not to create the TRO

As part of this decision, officers would recommend changing the signing to match the latest TRO, which includes a 2-hour maximum stay. This could create new issues for

customers and inconsistency of restrictions in the area. The Pay & Display parking bay in East Street has been signed as a 3-hour maximum stay bay for over an estimated 10 years. This option is, therefore, not recommended.

c. Do nothing

This is not considered to be a viable option. In the case of East Street, this would leave non-compliant signing on the Highway and continue to render the bay unenforceable. There is a finite period in which the Council can make a proposed and consulted TRO before it expires.

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

4.5. The Road Traffic Regulation Act 1984 enables the Council to introduce measures like speed limits, one-way systems, bus lanes, 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.

4.6. 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.

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

4.8. 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.

4.9. The recommendations of this report relate to facilitating parking/stopping management of public transport providers and blue badge holders parking within the town centre.

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 not been considered necessary for the recommendations in this report. If agreed, and the consulted draft TRO is made permanent, there will be no expected changes to on street signing or lining – the recommendations do not seek to change the restrictions from how they are currently presented – and there will be negligible negative impact from the creation of some weatherproof on street notices required during the initial consultation period.

6. Community Engagement

- 6.1. The recommendations of this report do not seek to alter the restrictions from how they are presented on street. The draft TRO has been advertised in compliance with statutory regulations and an opportunity provided for objections and representations to be made.
- 6.2. 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 to this decision 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 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.
- 9.3. Before making an Order, 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 comment 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.
- 9.4. With any TRO proposals, the Council (either via delegated authority or by agreement of the Traffic Management Sub-Committee) may decide whether to proceed with the Order as published, modify it, or abandon it. If it is agreed to proceed, the Order 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.

Network Management Duty

- 9.6. Section 16 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.

- 9.7. 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.

Section 122 duty

- 9.8. 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:

- The 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.

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

- 9.10. Each of these duties has been considered in detail in relation to the scheme identified in this report.

- 9.11. Patricia Tavernier has cleared these Legal Implications.

10. Financial Implications

- 10.1. The costs of undertaking the recommendations of this report, namely making the East Street proposed TRO, are expected to total less than £500.

- 10.2. The restrictions referred in this report are currently unenforceable. While the objective of the restrictions is to prevent the issues that were occurring previously, contraventions do occur and these generate revenue that is invested as per the Council's Annual Parking Reports. Additionally, many of the schemes including 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.

Capital Implications

10.3. None expected.

Value for Money (VFM)

10.4. The recommendations contained in the report to Council represent the lowest expenditure option to ensure compliance between the on-street restrictions and underlying TROs.

Risk Assessment

10.4 There are financial risks associated with the implementation decisions for any proposed TRO that receives objections. Where a decision is taken not to proceed with the making of a TRO, the restrictions on street would need to be altered to reflect those in the most recent compliant TRO or may need to be removed altogether. These changes could include signing and lining replacement/alterations.

11. Timetable for Implementation

11.1. If agreed, it is expected that the East Street TRO can be sealed and come into effect in April 2026.

12. Background Papers

12.1. There are none.

Appendices

Appendix 1: Objections and other feedback received to the statutory consultation