

Traffic Management Sub-Committee

26 November 2025



Reading
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Title	Traffic Regulation Order Rectification - Update
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	James Penman, Network Services Manager
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 agrees to the officer recommendation in Section 3.7.1, and that the Assistant Director of Legal and Democratic Services be authorised to make the London Street bus lane Traffic Regulation Order as advertised.3. That the Assistant Director of Legal and Democratic Services be authorised to undertake statutory consultations to address the Traffic Regulation Order issue identified and recommendation proposed in item Section 3.7.2, in accordance with the Local Authorities Traffic Orders (Procedure) (England and Wales) Regulations 1996.4. That the Assistant Director of Environment and Commercial Services be authorised to make minor amendments to any proposals to be consulted, in consultation with the Lead Councillor for Climate Strategy and Transport and the Chair of the Traffic Management Sub-Committee.5. That subject to no objections being received, the Assistant Director of Legal and Democratic Services be authorised to make the Traffic Regulation Order.6. That any objection(s) received during the statutory advertisement be reported to a future meeting of the Sub-Committee, where a decision on the outcome of the proposal can be made.7. 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 June 2025 (report available [here](#)) for rectifying a TRO and signing issue associated with the London Street southbound bus lane has been undertaken. An objection has been received and the Sub-Committee is asked to consider this feedback alongside any officer comments, and decide the outcome for the proposal.
- 1.5. This report also highlights an issue with a TRO in East Street, related to a Pay & Display parking bay, which has been discovered as part of the Emissions Based Charging project, and seeks agreement to undertake the necessary processes to rectify this TRO issue.

2. Policy Context

- 2.1. The Road Traffic Regulation Act 1984 (RTRA) sets out the legal basis for making 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). 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 Highway 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 to the draft TRO can be submitted. Following consideration of the 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 available 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.

The rectification processes agreed by Council have been completed and rectified TROs are in place – this project has concluded.

New TRO Issues

- 3.6. 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 (referred later in this report) 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.

Officers have discovered further issues for which enforcement has ceased, as follow:

3.6.1 London Street southbound bus lane (reported June 2025)

Issue

The TRO for this lane was consulted and made as a bus only lane, but it was installed with incorrect signing that identified it as a lane available to buses, taxis (hackney carriage vehicles) and cyclists (see Appendix 1).

Recommendation (agreed June 2025)

It was recommended that a statutory consultation be undertaken to propose an amendment to the Order to reflect the restriction as presented on street, namely to allow taxis (hackney carriage vehicles) and cyclists to use the lane in addition to buses.

This safeguarding of the restrictions that already appear on street, without amendment to the presented restrictions, aligns with the principle applied to the original TRO issues reported to Council. Operationally, the lane appears to have functioned adequately with this access since it was installed.

Progress

The consultation was undertaken between 21 August and 11 September. An objection has been received and the Sub-Committee is asked to consider this feedback (see Appendix 1), consider the officer recommendation in Section 3.7.1, and decide the outcome of this proposal.

3.6.2 East Street, Pay & Display bay

Issue

While the TRO preparation work for the Council's Emissions Based Charging proposal was being undertaken, officers have discovered that a Pay & Display parking bay on East Street (see Appendix 2) 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.

Recommendation

It is recommended 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).

Options Considered

3.7 The following options have been considered:

3.7.1 **Recommended (London Street)** – Agree to make the London Street bus lane TRO (Section 3.6.1 refers) as advertised

While officers understand the concerns that have been raised by the objecting bus operator, the London Street bus lane has effectively been operating in the manner proposed for 7½ years and we are not aware that this has had a detrimental impact on services and do not foresee that implementing the advertised TRO will have a material impact on this, other than to enable enforcement of the lane to commence – this may be beneficial to service reliability.

Officers additionally acknowledge the request of access by motorcyclists. This did not form part of the proposed TRO, as motorcycles have not been permitted access to this bus lane either by the TRO, nor by the signing that has been in place. The statutory consultation sought to correct a TRO issue, and the Sub-Committee would not be able to take a decision to add motorcycles at this time, as this would be a substantive change to the TRO, requiring re-advertisement. Instead, officers and Members are asked to note this access request alongside other previous requests for motorcycle access by the Reading Motorcycle Action Group, holistically, as part of a future consideration.

3.7.2 **Recommended (East Street)** - Agree for officers to undertake the statutory consultation for East Street (Section 3.6.2 refers).

The Pay & Display parking bay in East Street has been signed as a 3-hour maximum stay bay for over an estimated 10 years. Officers are not aware of any operational issues this has caused and to avoid the risk of creating new issues for users, and to ensure consistency of other out-of-town restrictions, officers consider that the Council should propose that the TRO is amended, not the on-street restriction. It is recommended that officers undertake the necessary statutory consultation to invite objections to this proposal, which may be considered.

3.7.3 London Street – Agree to uphold the objection and not to make the TRO

As part of this decision, officers recommend changing the signing to match the latest TRO, which makes this a bus only lane – no other vehicles would be permitted. This will ensure that there is a compliantly signed and enforceable restriction on the highway, but it will be impactful to hackney carriage vehicles and cyclists, who would need to use the single southbound traffic lane.

3.7.4 East Street – Do not agree to undertake the statutory consultation

As part of this decision, officers recommend changing the signing to match the latest TRO, which includes a 2-hour maximum stay. As referenced in Section 3.7.2, this could create new issues for customers and in consistency of restrictions in the area.

3.7.5 Do Nothing

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

Digital TRO Project Update

- 3.8 Linked to the reports regarding the TRO issues identified, officers reported to Council in October 2024 an update on a project to move to a digitised, map-based TRO management system.

The intention of the overall project is to introduce a software package that enables map-based locating of restrictions, management of TROs and interrogation of TROs. It is intended that the substantive part of this project would be to capture the restrictions as shown on street (the 'ground-truth') and create three new themed Boroughwide TROs within the system - waiting restrictions, movement restrictions and speed restrictions (Speed Limit Orders) respectively. It is intended that as each new map-based TRO is consulted (proposed), the proposed TRO will also include the revocation of all related prior 'paper' TROs.

The primary advantages of such a system include:

- Mitigating risks of accuracy/compliance and variance of interpretation in TROs;
- Expediting the TRO consolidation processes, leading to fewer TROs being 'active' within the Borough;
- Compliance with forthcoming regulations requiring submission of new TRO (and Temporary TRO) data to the government; and
- Ease of access to information, internally and externally, through provision of an interactive map-based tool available on our website.

- 3.9 The software supplier providing the TRO management suite has been appointed and the Boroughwide survey/capture of restrictions is now complete. At the time of writing, the software supplier is populating the TRO management package with the data captured during the survey and we expect the Waiting Restrictions element of this work to be completed by the end of this calendar year.
- 3.10 The next phase of the project will be substantive and resource intensive, with officers populating the background data to the mapped restrictions (the 'Articles' of the Order), quality checking the mapping data and setting up the software package in preparation for statutory consultation and expected launch.
- 3.11 The lead-in time for this phase of work is more challenging to anticipate, as this will be the Council's first time operating in this way. The project is prioritising the Waiting Restrictions TRO first, as this is expected to be the most substantial element, with the subsequent movement and speed restriction Orders expected to be more streamlined.
- 3.12 Development of this project is being monitored via the Council's Customer Experience Board, with additional reporting to the Transformation and Efficiency Board, and progress is being reported to the Audit and Governance Committee as part of the wider 'Action Plan' remit of that Committee.

Sub-Committee members will be updated as the project progresses and key milestones are expected to be reported as a standalone agenda item.

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 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.

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 and excluded 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 directly benefit the flow of public transport and cycling, in addition 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 climate impact assessment has not been considered necessary for the recommendations in this report. If agreed, and the consulted draft TROs 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 TROs will be advertised in compliance with statutory regulations and an opportunity provided for objections to be made.
- 6.2 Engagement with those who may have been negatively impacted by the highlighted issues has been reported to Council and is being addressed separately. Progress is also being monitored through reports to the Audit and Governance Committee.

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 recommendations of this report do not seek to change any restriction from what is currently presented on street and, therefore, are not expected to have a less favourable outcome to any persons with protected characteristics.

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 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.

- 9.4 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

- 9.5 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.

Section 122 duty

9.6 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.

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

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

9.9 Patricia Tavernier has cleared these Legal Implications.

10 Financial Implications

10.1 The costs of undertaking the recommendations of this report, namely making the London Street TRO and advertising the East Street proposed TRO, are expected to total less than £1000.

10.2 In addition to the implications referred in Section 10.1, the restrictions referred in this report are currently unenforceable. 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, 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

10.5 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.

10.5 Andy Stockle has cleared these Financial Implications.

11 Timetable for Implementation

11.1 If agreed, it is expected that the London Street bus lane TRO can be sealed and come into effect by January 2026.

11.2 The following tables provide the intended timeline for the East Street TRO rectification, subject to the Sub-Committee agreeing to the officer recommendations:

Table 1

Line	Milestone	When (subject to change)
1	Site surveys and drawing preparation	Complete
2	Draft schedule of restrictions to be included in the TROs	Complete
3	Draft articles to be included in the TROs	In progress
4	Undertake statutory consultation (requires release of approved Council meeting minutes approving the undertaking proposals)	By Mid-December 2025
5.1	Make the TRO, if no objections have been received	January 2026
5.2	Seek Traffic Management Sub-Committee (TMSC) decision on making the TRO, if objections have been received	January 2026 TMSC
6	Make the TRO (as appropriate) that has received objections, following TMSC decision.	February 2026

12 Background Papers

12.1 There are none.

Appendices –

1. London Street bus lane, referred in Section 3.11, objections/feedback received during statutory consultation.
2. Drawing to highlight the location of the East Street Pay & Display bay, referred in Section 3.11.