

Research Briefing

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# Traffic Regulation Orders (TROs)



## Summary

- 1 What are TROs and what can they be used for?
- 2 Procedure for making a TRO
- 3 Calls for reform

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# Contents

<b>Summary</b>	<b>4</b>
<b>1 What are TROs and what can they be used for?</b>	<b>5</b>
1.1 What are TROs?	5
1.2 What can TROs be used for?	6
1.3 Legislation	6
1.4 Weight Restriction Orders	8
1.5 Parking restrictions	9
1.6 Parades, events and street parties	10
1.7 Anti-Terrorism Traffic Regulation Orders (ATTROs)	11
<b>2 Procedure for making a TRO</b>	<b>12</b>
2.1 Permanent Orders	12
2.2 Experimental orders	14
2.3 Temporary orders	14
<b>3 Calls for reform</b>	<b>16</b>
3.1 2018 GeoPlace TRO Discovery project	16
3.2 North Highland report: Local Transport Data Discovery	17
3.3 PA Consulting report: Traffic Regulation Orders and Associated Data	17
3.4 Transport Committee inquiry: Pavement parking, 2019	18
3.5 Government consultations	19

## Summary

Local highway authorities can place temporary, experimental or permanent restrictions on traffic within their areas by way of a Traffic Regulation Order (TRO). Some of the most popular uses for TROs are restricting the movements of HGVs in residential areas, implementing parking restrictions and restricting traffic for the purposes of parades, street parties and other events. More recently, TROs have been used to create low-traffic neighbourhoods to restrict the flow of traffic in residential areas.

The making of TROs can be lengthy and costly, and there have been calls for reform of the advertising requirements to bring down the cost. The Transport Committee looked at this issue as part of their [2019 inquiry into pavement parking](#) and made recommendations to government.

In 2022, the Department for Transport (DfT) published a [consultation which included proposals to change the publishing requirements for TROs](#). The government published the [first part of their response to the consultation](#) in January 2024, setting out that they planned to proceed with the proposed amendments to the Road Regulation Traffic Act 1984 as soon as Parliamentary time was available. No amendments were made, and the government has not published the second part of their consultation response, prior to the dissolution of Parliament for the 2024 General Election.

In 2020, the DfT published a [consultation on 'Managing pavement parking'](#). One of the options was improving the TRO process. Again, no government response to the consultation was published prior to the dissolution of Parliament for the 2024 General Election.

# 1 What are TROs and what can they be used for?

Traffic Regulation Orders (TROs) are used by local councils to regulate traffic in their areas, under powers in parts I, II and IV of the Road Traffic Regulation Act 1984, as amended.<sup>1</sup> TROs can be used for a variety of purposes, including restricting the use of heavy commercial vehicles; for parking restrictions; for parades, events and street parties; and for counter terrorism purposes.

TROs are sometimes referred to as Traffic Orders. The term Traffic Management Order is also sometimes used in London.<sup>2</sup> All three terms refer to the same thing.

## 1.1 What are TROs?

Local councils have been able to introduce a form of traffic regulation since before the age of the mass motor car. Sections 46 and 47 of the Road Traffic Act 1930 gave local traffic authorities the power to regulate traffic in certain conditions.<sup>3</sup> Short term, temporary restrictions could be made on the council's own authority, but longer-term restrictions had to be signed off by the Minister for Transport.

Thirty years later the provisions we largely recognise today – including a distinction between traffic regulation in London and outside the capital – were created through the Road Traffic Act 1960.<sup>4</sup> These provisions were consolidated in the Road Traffic Regulation Act 1967 and then in the current legislation – the Road Traffic Regulation Act 1984, as amended (see section 1.1 below).<sup>5</sup>

During a Lords debate in July 1960 Lord Chesham, speaking for the government, explained how the rules had been relaxed in the 1950s and that councils were being given increasing autonomy to make regulation orders on their own account, without needing ministerial approval:

In 1956 a considerable degree of autonomy was given to local authorities in respect of traffic regulation orders ... For example, orders to make one-way

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<sup>1</sup> [Road Traffic Regulation Act 1984](#), pts I, II, IV

<sup>2</sup> See, for example, London Borough of Harrow, [Traffic Management Orders \(TMO\)](#) (accessed 2 August 2024)

<sup>3</sup> [Road Traffic Act 1930](#), ss 46-47

<sup>4</sup> [Road Traffic Act 1960](#)

<sup>5</sup> [Road Traffic Regulation Act 1967](#); [Road Traffic Regulation Act 1984](#)

streets or waiting regulations do not need the Minister's confirmation [...] In the other traffic matters, not once in the last three years has my right honourable friend [the Minister for Transport] or any of his predecessors had to use their ... reserve power of review on any of these local orders which can be made without the Minister's confirmation.

I think the Minister feels that the time will come before long, even if it has not already come, when local authorities really can be trusted to deal with these designation orders themselves...<sup>6</sup>

## 1.2 What can TROs be used for?

Traffic Regulation Orders (TROs) are used by local councils to regulate traffic in their areas – this can be done by, for instance, temporarily or permanently stopping up a road to all or particular types of traffic and implementing parking restrictions. The reasons for doing this can be varied – to permit a road to be used for a parade, event or street party or to protect residents from ‘rat-running’ or to protect the road from the weight of heavy vehicles.

## 1.3 Legislation

The relevant legislation relating to Traffic Regulation Orders (TROs) is parts I, II and IV of the Road Traffic Regulation Act 1984, as amended.<sup>7</sup>

There are very limited circumstances in which the consent of the Secretary of State for Transport must be sought for a local traffic authority to make a TRO. These are set out in Schedule 9, part II of the 1984 Act.<sup>8</sup>

### Permanent Orders

Section 1(1) of the 1984 Act states that local traffic authorities in England and Wales (outside London) may make permanent orders for the following purposes:

- To avoid danger to persons or other traffic using the road or any other road or to prevent the likelihood of any such danger arising;
- To prevent damage to the road or to any building on or near the road;
- To facilitate the passage on the road or any other road of any class of traffic (including pedestrians);

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<sup>6</sup> [HL Deb 5 July 1960](#), c1086

<sup>7</sup> Road Traffic [Regulation Act 1984](#), pts I, II, IV

<sup>8</sup> [Road Traffic Regulation Act 1984](#), sch 9, pt II

- To prevent 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;
- To preserve the character of the road in a case where it is specially suitable for use by persons on horseback or on foot;
- To preserve or improve the amenities of the area through which the road runs; or
- To preserve or improve local air quality.<sup>9</sup>

Section 2 of the 1984 Act states that orders may be used for almost anything prohibiting, restricting or regulating the use of a road by traffic – which includes motor vehicles, bicycles and pedestrians:

- A TRO may make any provision prohibiting, restricting or regulating the use of a road, or of any part of the width of a road, by vehicular traffic, or by vehicular traffic of any class specified in the order, or by pedestrians. This may be a general prohibition or subject to exceptions (for example limited by times or dates).
- A TRO may include any provision requiring vehicular traffic generally, or vehicular traffic of any class specified in the order, to proceed in a specified direction or prohibiting it's so proceeding. It may specify the part of the carriageway to be used by such traffic; and prohibit or restrict the waiting of vehicles or the loading and unloading of vehicles, the use of roads by through traffic, or overtaking.
- A TRO may include any such provision specifying through routes for heavy commercial vehicles, or prohibiting or restricting the use of heavy commercial vehicles in such zones or on such roads as may be so specified, as the traffic authority considers necessary for preserving or improving the amenities of their area or of some part or parts of their area.<sup>10</sup>

## Temporary Orders

Section 14(1) of the 1984 Act states that temporary orders may be made for the following reasons:

- Because works are being or are proposed to be executed on or near the road;
- Because of the likelihood of danger to the public, or of serious damage to the road, which is not attributable to such works; or

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<sup>9</sup> [Road Traffic Regulation Act 1984](#), s 1, sub-s 1; s 121A defines 'local traffic authorities' as county and unitary councils; Orders in London are made under the [1984 Act, s 6](#) but are slightly different

<sup>10</sup> [Road Traffic Regulation Act 1984](#), s 2

- For the purpose of litter clearing and cleaning.<sup>11</sup>

Temporary orders have a maximum time limit of 18 months' duration except where an order is for works on the road that cannot be executed within that time.<sup>12</sup> Many are much shorter and cover, for example an event taking place on a particular day or over a series of days.

## Digital TROs

The [Automated Vehicles Act 2024](#) received royal assent in May 2024. The Act set the legal framework for the safe deployment of self-driving vehicles in Great Britain.<sup>13</sup>

Section 93 of the 2024 Act specifies that local authorities in England will be required to provide information on TROs to the Secretary of State in a digital format.<sup>14</sup> This applies to permanent, experimental and temporary TROs, as well as temporary traffic regulation notices, speed limit orders, and special event orders.<sup>15</sup>

The Department for Transport is leading work on developing a digital TRO (D-TRO) service. Further information is available from the [D-TRO website](#).

## 1.4

## Weight Restriction Orders

Section 2(4) of the 1984 Act permits local traffic authorities to make TROs to restrict the use of 'heavy commercial vehicles'.<sup>16</sup>

Heavy commercial vehicles are defined in section 138(1) of the Act as any goods vehicle with an operating weight exceeding 7.5 tonnes.<sup>17</sup> This is the maximum laden weight of a vehicle not drawing a trailer, an articulated vehicle or the aggregated laden weight of a vehicle drawing one or more trailers.

The TROs made to limit the use of these vehicles are often called (Environmental) Weight Restriction Orders ((E)WROs) and they are often put in place to preserve a local area and, for example, to protect villages and historic towns from noise, vibration, road surface damage and/or structural impacts.

### Enforcement

It is a criminal offence to contravene a TRO under section 5 of the Road Traffic Regulation Act 1984.<sup>18</sup>

A person guilty of an offence is liable on summary conviction to a fine not exceeding level 3 on the standard scale (£1,000).<sup>19</sup>



It is also subject to the fixed penalty regime.<sup>20</sup>

Generally, enforcement is by the police, though since 31 May 2022, councils have been able to apply for enforcement powers under the Traffic Management Act 2004.<sup>21</sup> In some local areas, the police enforce alongside local Trading Standards (e.g. in [Derbyshire](#), [Oxfordshire](#), and [Warwickshire](#)). Trading Standards are generally unable to enforce effectively alone because, unlike the police, they cannot stop vehicles, get instant replies from DVLA on owner details, or issue on the spot fines (Fixed Penalty Notices).

Enforcement can involve the use of ANPR (automatic number plate recognition) cameras, vehicle stops and checks, and working with local companies and drivers to educate them on permitted routes.

## 1.5 Parking restrictions

TROs can be used to specify parking restrictions and the conditions under which vehicles may park.

There has been much debate in recent years about the use of TROs to prohibit pavement parking and about the extent to which the cost and procedure for making a TRO prohibits their use to restrict parking.<sup>22</sup> These issues are explored further in section 3 of this paper.

TROs can also be used to provide statutory disabled parking bays for Blue Badge holders under section 32 of the 1984 Act.<sup>23</sup> It is an offence under section 47 of the 1984 Act, as amended, to park a vehicle not displaying a Blue Badge in one of these statutory bays.<sup>24</sup>

<sup>11</sup> [Road Traffic Regulation Act 1984](#), s 14, sub-s 1

<sup>12</sup> [Road Traffic Regulation Act 1984](#), s 15

<sup>13</sup> Further information on Automated Vehicles Act 2024 is given in the Commons Library research briefing CBP-9973 [Automated Vehicles Bill \[HL\] 2023-24](#)

<sup>14</sup> [Automated Vehicles Act 1984](#), s 93

<sup>15</sup> [Automated Vehicles Act 1994 Explanatory Notes](#), para 370

<sup>16</sup> [Road Traffic Regulation Act 1984](#), s 2, sub-s 4

<sup>17</sup> [Road Traffic Regulation Act 1984](#), s 183, sub-s 1

<sup>18</sup> [Road Traffic Regulation Act 1984](#), s 5

<sup>19</sup> [Road Traffic Offenders Act 1988](#), ss 9 & 33, sub-s 1 & sch 2, pt 1

<sup>20</sup> [Road Traffic Offenders Act 1988](#), s 5 & sch 3

<sup>21</sup> [Traffic Management Act 2004](#), pt 6; for more information, see section 1.8 “What are ‘Moving Traffic Offences’ and who enforces them?” of the Commons Library research briefing CBP-9322, [Road and Vehicle FAQs](#), 2 August 2024

<sup>22</sup> Local Government Association, [Pavement parking powers needed now](#), councils urge, 10 February 2024; Living Streets, [Pavement Parking](#), (accessed 19 April 2024)

<sup>23</sup> [Road Traffic Regulation Act 1984](#), s 32

<sup>24</sup> [Road Traffic Regulation Act 1984](#), s 47

However, since making a TRO is a relatively complicated and costly process, local authorities will often mark out an ‘advisory’ disabled parking bay without introducing a TRO. Advisory parking bays are not legally enforceable, meaning there is no legal sanction to prevent non-Blue Badge holders from using the space.

More information on the Blue Badge parking scheme can be found in the Library briefing ‘[Blue Badges and parking for disabled people](#)’.

### TRO parking library

The Traffic Penalty Tribunal (TPT) for England outside London keeps a collection of largely parking-related TROs, submitted by councils, where parking penalties have been challenged.

You can find a list of these TROs (note this is not comprehensive) listed by local authority on the TPT website: <https://tro.trafficpenaltytribunal.gov.uk/>

Individual council websites also often include recent TROs and should have information on any draft TROs currently open for consultation and comment.

## 1.6

### Parades, events and street parties

Local authorities can close roads for the purposes of parades, street parties etc. The powers to close roads for these purposes are granted under two pieces of legislation: section 16A of the 1984 Act (temporary orders) and section 21 of the Town Police Clauses Act 1847.<sup>25</sup>

In recent years, many authorities have switched from using powers under the 1847 Act to those under the 1984 Act. The changes seem often to have been made because local police forces are unable to provide the support that is required under the 1847 Act to enforce the closure.<sup>26</sup>

This has caused some concern amongst those organising such events (which are often charitable or voluntary organisations) because councils can charge for a road closure made by a TRO under the 1984 Act, but not one made under the 1847 Act. Schedule 2 of the Local Authorities (Transport Charges) Regulations 1998 (SI 1998/948), as amended, states that a charge for any

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<sup>25</sup> [Road Traffic Regulation Act 1984](#), s 16A; [Town Police Clauses Act 1847](#), s 21

<sup>26</sup> The Courier, [Fears for future of Fife gala parades as police cannot guarantee road closure help](#), 22 May 2023; Yorkshire Post, [North Yorkshire Police confirm they will no longer provide traffic management at Remembrance Day events – leaving parades in jeopardy](#), 1 August 2023

kind of TRO may be made to the organisers of an event for which a road is closed.<sup>27</sup> There is no prescribed limit on the amount of charge.

The Department for Transport publishes guidance for local authorities on the use of temporary TROs under section 16A of the 1984 Act.<sup>28</sup>

## 1.7 Anti-Terrorism Traffic Regulation Orders (ATTROs)

Anti-Terrorism Traffic Regulation Orders (ATTROs) allow vehicle or pedestrian traffic to be restricted for counter terrorism reasons. These can be temporary or permanent and can include the installation of equipment such as bollards and barriers as well as the restriction of parking on or access to roads.

ATTROs are a special form of TRO, provided for under sections 22C and 22D of the 1984 Act, as amended.<sup>29</sup> They were most recently amended by section 15 of the Counter Terrorism and Border Security Act 2019.<sup>30</sup>

The first ATTRO was introduced across the City of London in 2016.<sup>31</sup> Examples of other ATTROs include the control lane outside Parliament along Abingdon Street and Grosvenor Square around the former US Embassy building.

Temporary ATTROs have also operated around the sites of annual conferences of the main political parties, the start and end of the London Marathon, G8 conferences, the NATO summit and royal weddings.<sup>32</sup>

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<sup>27</sup> [The Local Authorities \(Transport Charges\) Regulations 1998](#), sch 2

<sup>28</sup> Department for Transport, [Temporary traffic regulation orders for special events](#), 23 August 2019

<sup>29</sup> These provisions were added to the [Road Traffic Regulation Act 1984](#) by section 32 and Schedule 2, Part 3, para 16 of the [Civil Contingencies Act 2004](#). The provisions were introduced by the government at Commons Committee stage and added to the Bill without discussion or debate. The most extensive explanation of the provisions at the time was given in a [letter to the Delegated Powers and Regulatory Reform Committee, 22 July 2004](#)

<sup>30</sup> [Counter-Terrorism and Border Security Act 2019](#), s 15

<sup>31</sup> Evening Standard, [City police move to bolster 'ring of steel' during terror alert by closing streets](#), 21 January 2016; City of London, [Paper for decision on Anti-Terrorism Traffic Regulation Order \(ATTRO\) \[PDF\]](#), 15 December 2015; and City of London, [Decision on Anti-terrorism regulation order \(ATTRO\)](#), 21 December 2015

<sup>32</sup> [Counter-Terrorism and Border Security Bill Explanatory Notes](#), 5 June 2018, para 98; for example: Rangers Review. [Road Traffic Regulation Act 1984 Anti-Terrorism Temporary Traffic Order - Labour Party Conference](#), 11 September 2019

## 2

# Procedure for making a TRO

Highway authorities must follow procedures set out in law when introducing permanent TROs. These set out the requirements to consult on and publish the TRO, as well as how the public can object and under what circumstances a public enquiry must be held. It also sets out when the Transport Secretary's consent is required. Different requirements apply to experimental and temporary TROs.

### 2.1

## Permanent Orders

The procedure to be adopted by a local authority for making permanent orders in England and Wales is set out in The Local Authorities' Traffic Orders (Procedure) (England and Wales) Regulations 1996 ([SI 1996/2489](#)) as amended.<sup>33</sup> In Scotland, the relevant legislation is The Local Authorities' Traffic Orders (Procedure) (Scotland) Regulations 1999 ([SI 1999/614](#)), as amended.<sup>34</sup> In Northern Ireland, the Department for Infrastructure Roads Service is able to create TROs using powers conferred by the Road Traffic Regulation (Northern Ireland) Order 1997 (RTRNIO).<sup>35</sup>

The following sets out the procedure for making TROs in England and Wales only, though the procedure is broadly similar in Scotland.

### Preliminary requirements

The authority should consult with any body specified in Regulation 6 (depending on the order, other authorities and/or emergency services).<sup>36</sup> It must publish a notice in a local newspaper and ensure that adequate publicity is provided to those likely to be affected.<sup>37</sup> This may include displaying notices in the relevant area and distributing notices to local properties and road users (though there is no requirement to do this specifically so long as other publicity is adequate). The relevant documents must be held on deposit from the date that the notice of proposal is first published and must remain on deposit until six weeks

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<sup>33</sup> The [Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#)

<sup>34</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(Scotland\) Regulations 1999 \(SI 1999/614\)](#)

<sup>35</sup> [The Road Traffic Regulation \(Northern Ireland\) Order 1997](#)

<sup>36</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, reg 6

<sup>37</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, reg 7

after the proposed Order has been made (or a decision has been made by the authority not to proceed with the proposal).<sup>38</sup>

### Public objections and inquiries

Anyone may object in writing to an order by the date specified on the notices or if later within 21 days of the notice being given and publicity being adequate (see above).<sup>39</sup> A public inquiry only has to be held in certain circumstances, namely: that it affects loading and unloading at certain times of the day; or bus services. Full details are given in Regulation 9. If the authority decides to hold a public inquiry it must give notice of the fact and the inquiry must begin within 42 days of that notice being made. The inspector decides how the inquiry is to proceed.<sup>40</sup>

### Consent for certain schemes:

The Secretary of State's consent is required where, for example, a scheme affects a road for which they are the traffic authority; where a scheme will restrict access to property for 8/24 hours; and a scheme involving speed limits, particularly where the limit is 30mph or less. Full details are given in Schedule 9, Part II of the 1984 Act.<sup>41</sup>

### Making an order

Orders cannot be made before the statutory period for objections has ended or after a period of two years from the making of the initial notice. Within 14 days of making the order the authority must place a notice in the local press announcing their decision, ensure again that adequate publicity is given to the making of the order and write to those who objected to the proposal outlining the reasons for their decision to proceed. Any traffic signs required as a consequence of the order must be in place before it comes into force.<sup>42</sup>

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<sup>38</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, reg 7

<sup>39</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, reg 8

<sup>40</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, regs 9 -10

<sup>41</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt II, reg 12; [Road Traffic Regulation Act 1984](#), pt II, s 9

<sup>42</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt III

## 2.2 Experimental orders

There are separate rules for experimental orders, as set out in Regulations 22 and 23 of the 1996 Regulations.<sup>43</sup>

These regulations set out that the requirements on the publication of proposals and objections (which apply to permanent orders) do not apply to an experimental order. No provision of an experimental order shall come into force before the expiration of the period of seven days beginning with the day on which a notice of making in relation to the order is published.<sup>44</sup>

Councils may wish to make an experimental order as a precursor to a permanent order, as this process allows councils to bypass the requirements on consultation, notice of proposals and objections, providing other requirements have been met (see Regulation 23).<sup>45</sup> This can be a more cost effective and flexible approach (allowing, for example, for immediate feedback and minor changes) than a permanent order or a temporary order (which cannot be converted into a permanent order – see below).

## 2.3 Temporary orders

The procedure for making temporary orders is set out in The Road Traffic (Temporary Restrictions) Procedure Regulations 1992 (SI 1992/1215), as amended.<sup>46</sup>

The procedure is as follows:

- Not less than seven days before making an order the authority must publish a notice of their intention to make an order in a local newspaper and in the vicinity of the affected area and inform the police (where an order is one of those exempted from the 18-month time limit, the notice period shall be 21 days and a notice must be placed in the London Gazette); and
- Within 14 days of making the order, the authority must publish a notice in a local newspaper and in the vicinity of the affected area stating that the order has been made.<sup>47</sup>

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<sup>43</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt IV, reg 22

<sup>44</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt IV, reg 22

<sup>45</sup> [The Local Authorities' Traffic Orders \(Procedure\) \(England and Wales\) Regulations 1996 \(SI 1996/2489\)](#), pt IV, reg 23

<sup>46</sup> [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992 \(SI 1992/1215\)](#)

<sup>47</sup> [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992 \(SI 1992/1215\)](#), pt II, reg 3

Where the authority considers that traffic signs are required to enforce the order, they must maintain them for the duration of the order, once erected.<sup>48</sup>

Revocation orders also require seven days' notification.<sup>49</sup>

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<sup>48</sup> [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992 \(SI 1992/1215\)](#), pt II, reg 3

<sup>49</sup> [The Road Traffic \(Temporary Restrictions\) Procedure Regulations 1992 \(SI 1992/1215\)](#), pt II, reg 8

## 3 Calls for reform

There have been a number of calls to reform the TRO process. These have identified a number of challenges, including how time consuming it is, and the lack of a standardised format for TROs.

As part of its 2020 consultation on pavement parking, the government consulted on three options, one of which included improving the TRO process. It also consulted on changing the publishing requirements for TROs in March 2022.

No response to either consultation was published prior to the 2024 General Election.

### 3.1 2018 GeoPlace TRO Discovery project

In December 2018, the Department for Transport (DfT), commissioned GeoPlace, together with the British Parking Association and Ordnance Survey, to conduct a discovery project into the process by which TROs are made and how TRO data is made available and used across the country.<sup>50</sup> This was intended to help identify how to deliver the most from the existing system and how to support the transport network of the future.<sup>51</sup> The project was intended to contribute to the government's Industrial Strategy Grand Challenge to make the UK a world leader in shaping the future of mobility.<sup>52</sup>

GeoPlace conducted research across 92 organisations in both the public and private sectors. They found that 400 authorities across Great Britain create 53,300 permanent and temporary TROs annually, at a projected cost of £126.4 million. Almost 90% of TROs are attributed to streetworks.<sup>53</sup>

Their key findings were grouped under four main themes: data, legislation, future of mobility, and consistency. Further information can be found in the [Summary Report](#).<sup>54</sup>

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<sup>50</sup> GeoPlace, [TRO Discovery project for the Department for Transport](#), (accessed 29 April 2024)

<sup>51</sup> DfT, [Traffic regulation orders: applying for and creating orders plus using data](#), 13 July 2023; GeoPlace, [TRO Discovery project for the Department for Transport](#), (accessed 29 April 2024)

<sup>52</sup> DfT, [Traffic regulation orders: applying for and creating orders plus using data](#), 13 July 2023; Department for Business, Energy & Industrial Strategy, [The Grand Challenges](#), 26 January 2021, this policy paper was withdrawn on 1 March 2023 due to changes in the UK's business and economic environment.

<sup>53</sup> GeoPlace, [TRO Discovery project for the Department for Transport](#) [PDF], 17 June 2020, p3

<sup>54</sup> GeoPlace, [TRO Discovery summary report](#), 17 June 2020



GeoPlace recommended that the DfT should review the existing legislation on TROs to ensure it is ‘fit for purpose’, and to identify proposals for future improvements.<sup>55</sup>

## 3.2 North Highland report: Local Transport Data Discovery

The discovery project followed recommendations made in the North Highland consultancy’s report into local transport data. North Highland was commissioned by the DfT in January 2018 to conduct an independent review of the local transport data landscape, to support the then Secretary of State for Transport, Chris Grayling’s, priority on “making Britain the best place in the world to do transport digitally”.<sup>56</sup> This called for further work to modernise and digitise TROs. Its key findings relating to TROs were that:

- TRO data was difficult and time consuming to access, clean and process;
- TRO data was not in a standardised, machine-readable format;
- TROs lacked a centralised point of reference;
- Private sector organisations were being forced to collect TRO data manually; and
- The process for amending and implementing a TRO was labour intensive, time consuming, and costly.<sup>57</sup>

## 3.3 PA Consulting report: Traffic Regulation Orders and Associated Data

In August 2019 the DfT awarded a £250,000 contract to PA Consulting to research and identify improvements to the TRO legislative process in England.<sup>58</sup>

PA Consulting made three core recommendations for the DfT to take forward:

Seize the collaborative momentum it has created to make the user journeys work as well as possible.

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<sup>55</sup> GeoPlace, [TRO Discovery project for the Department for Transport](#) [PDF], 17 June 2020, p3

<sup>56</sup> DfT, [Local transport data discovery: findings and recommendations](#), 1 August 2018, p4

<sup>57</sup> DfT, [Local transport data discovery: findings and recommendations](#), 1 August 2018

<sup>58</sup> PA Consulting, [Traffic Regulation Orders and Associated Data: Policy Alpha Report](#) [PDF], 20 August 2023, Executive Summary

Build the TRO processes as a coherent and joined-up part of the users' wider journey and context.

Deliver incremental benefits to users more immediately through issuing guidance.<sup>59</sup>

## 3.4

### Transport Committee inquiry: Pavement parking, 2019

In April 2019, the Transport Committee launched an inquiry into pavement parking. As part of the inquiry, the Committee examined the current TRO making procedure and heard evidence from local authorities on the drawbacks of using TROs to ban pavement parking.<sup>60</sup> Local authorities raised the following concerns about TROs:

- The TRO process is 'archaic', and does not reflect the need to create TROs or update data.
- Each TRO requires a consultation, which can become 'very resource intensive for a local authority'.
- Making a TRO can be an expensive and time-consuming process.
- The requirement to advertise in a local newspaper does not reflect how people consume local news in today's world.<sup>61</sup>

The Committee recommended that the TRO process be made 'simpler and easier' to incentivise local authorities to use these powers:

We recommend that the Government bring forward proposals to reform the TRO process—to make it cheaper and easier for local authorities to use—and bring forward any required secondary legislation, if necessary, by spring 2020.<sup>62</sup>

The Committee also recommended that the requirements on public consultation should be maintained but that the requirement to advertise in local newspapers should be abolished.<sup>63</sup>

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<sup>59</sup> PA Consulting, [Traffic Regulation Orders and Associated Data: Policy Alpha Report](#) [PDF], 20 August 2023, pp45-50

<sup>60</sup> Transport Committee, [Pavement parking: Thirteenth Report of Session 2017–19](#) [PDF], 9 September 2019, HC 1982, p70

<sup>61</sup> Transport Committee, [Pavement parking: Thirteenth Report of Session 2017–19](#) [PDF], 9 September 2019, HC 1982, p17-18

<sup>62</sup> Transport Committee, [Pavement parking: Thirteenth Report of Session 2017–19](#) [PDF], 9 September 2019, HC 1982, para 44

<sup>63</sup> Transport Committee, [Pavement parking: Thirteenth Report of Session 2017–19](#) [PDF], 9 September 2019, HC 1982, para 45

The government responded to the Committee's report in March 2020. It said that as part of its TRO legislative review (see section 3.3), it would consider how best to inform people affected by TROs.<sup>64</sup>

## 3.5

## Government consultations

### Traffic regulation orders: changes to publishing requirements and special events order approvals

The DfT published a consultation on proposals to change the publishing requirements and special events order approvals in March 2022. The changes proposed were as follows:

- adding a new requirement for traffic authorities (TAs) to publish standardised, digital and open data about all TROs for anyone to access, use and share
- introducing a requirement for traffic authorities to publish service levels for TRO applicants
- removing a requirement for the Secretary of State for Transport to approve special events orders that close:
  - a road for more than 3 days
  - the same road on more than one occasion in a calendar year
  - roads for filming
- altering the requirement to publish TROs in local newspapers but include other digital media where local newspapers are not available
- adding a requirement for TAs to publish details of application fees on their websites
- reviewing the list of statutory consultees<sup>65</sup>

The government published the first part of their response to the consultation in January 2024.<sup>66</sup> Part two would have addressed the proposed changes to secondary legislation and regulations.<sup>67</sup> This had not been published prior to the dissolution of Parliament in May 2024 for the 2024 General Election.

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<sup>64</sup> Transport Committee, [Pavement parking: Government Response to the Committee's Thirteenth Report of Session 2017–19](#) [PDF], HC 158, 12 March 2020, p3

<sup>65</sup> DfT, [Traffic regulation orders: changes to publishing requirements and special events order approvals](#), 15 January 2024

<sup>66</sup> DfT, [Traffic regulation orders – government response part 1](#), 15 January 2024

<sup>67</sup> DfT, [Traffic regulation orders – government response part 1](#), 15 January 2024

## Traffic regulation orders – government response part 1

In the first part of the response, the DfT set out that they planned to proceed with the proposed amendments to the Road Traffic Act 1984 and would make these amendments as soon as Parliamentary time is available.<sup>68</sup> No amendments were made prior to the dissolution of Parliament in May 2024 for the 2024 General Election.

These proposals are explained in more detail in the response.<sup>69</sup>

## Managing pavement parking

In August 2020, the DfT published a consultation on changing the existing legislation on pavement parking. The DfT proposed three options for change, including improving the TRO process.<sup>70</sup> The consultation closed on 22 November 2020 and received 15,000 responses.<sup>71</sup>

In April 2024, the DfT confirmed that they were reviewing the consultation findings, and that they would make announcements in due course.<sup>72</sup> No response had been published prior to the dissolution of Parliament in May 2024 for the 2024 General Election.

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<sup>68</sup> DfT, [Traffic regulation orders – government response part 1](#), 15 January 2024

<sup>69</sup> DfT, [Traffic regulation orders – government response part 1](#), 15 January 2024

<sup>70</sup> DfT, [Managing pavement parking](#), 29 June 2023

<sup>71</sup> PQ 22235, [on [Parking: Pedestrian Areas](#)], 22 April 2024

<sup>72</sup> PQ 21297, [on [Parking: Pedestrian Areas](#)], 17 April 2024

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