Colchester City Council Preferred Options Local Plan Topic Paper Transport

November 2025

Colchester Local Plan

Contents

Executive Summary

This Transport Topic Paper provides the context for Strategic Policies ST1, ST3, ST7, ST8 and relevant policies in Place and Connectivity chapter. It also provides the context for infrastructure requirements set out in Site Allocation policies in the Place Policies chapter. The Topic Paper summarises the relevant evidence base documents in relation to transport, provides a summary of National and Local Policy and Guidance and provides an overview of the current transport network.

The growth required across Colchester to 2041 needs to be supported by sustainable transport infrastructure that ensures the efficient movement of people and goods across the city and network beyond.

The transport evidence focuses on examining the impact of growth in Colchester on the highway network, how sustainable transport can support growth and details of the package of sustainable travel and highway intervention measures that will be required to manage the transport impact of growth. Full details of the transport modelling evidence can be found in the detailed Evidence Base reports. These include:

- Transport Evidence (February 2025)
- Transport Evidence Appendix A (February 2025)
- Transport Evidence Executive Summary (February 2025)
- Further Transport Evidence (October 2025)

Evidence Summary

The Transport Evidence Report (February 2025) provided an analysis of the connectivity of spatial options. This identified the most sustainable locations for development, based on existing connectivity and current conditions, and was used to inform the Spatial Strategy. The findings illustrate the most sustainable locations for development, generally where there is the greatest opportunity for sustainable transport.

In order to assess the impact of committed growth and the proposed Local Plan preferred site allocations, the existing Colchester Transport Model has been enhanced and extended.

The February 2025 Transport Evidence report established the traffic impact of the preferred site allocations and identified that a significant reduction in car trips would be required to alleviate transport issues arising from growth at preferred site allocations. The report made a case that the transport impact could be mitigated through packages of sustainable travel measures with limited highway capacity increases.

The Further Transport Evidence Report (October 2025) provides detail on the vision-led approach and demonstrates how the highway network can operate acceptably

with a vision-based approach to mitigation. The approach to setting a transport vision is consistent with the NPPF.

The Transport Evidence concludes that it is appropriate to proceed to consult on the Regulation 18 preferred site allocations. This recommendation is based on reasonable evidence that the scale of transport impacts arising from preferred site allocations can be managed through the vision-based strategy of sustainable and integrated transport mitigations. The report provides evidence that expanding the network of high-quality walking, cycling and public transport routes can achieve a significant level of modal shift away from car travel for short journeys concentrated in the urban area. Meanwhile, the transport model demonstrates that remaining traffic growth can be mitigated through highway and traffic management schemes. Whilst general traffic would likely travel slower, the mitigation measures combine to reduce severe queues and blocking back, which would lead to more reliable journey times.

The report states that ‘Assessing the acceptability of movement through the highway network at the Regulation 18 stage of local plan making should consider that highway mitigations have not been optimised for developments. Therefore, it is to be expected that some issues remain on the highway network, which would be addressed as the plan proceeds to Regulation 19 and as individual developments are designed.’ It also notes that as the plan proceeds, it will be expected that further details are developed on vision-led mitigation measures needed to manage the transport impacts arising from reference case growth and preferred site allocations.

Approach to the Local Plan

The Transport Evidence recognises that the location and design of developments, and how well active travel and public transport services are integrated, influences the opportunity for sustainable transport choices. The location and design of developments to encourage the use of sustainable and active travel is therefore reflected in the Policies ST1, ST3, ST8, PC4, PC6 and PC7 in the Preferred Options Plan.

To achieve the vision, mitigation measures with a focus on sustainable and active travel measures were developed through the Transport Evidence and these were tested through the transport modelling. These mitigation measures have been identified and incorporated into the Stage 3 IADP and have informed the site allocation policies in the Preferred Options Plan.

1. Introduction and Purpose

1.1 To help with the consideration, interpretation and consultation on the Preferred Options Regulation 18 Plan and later stages of plan making, a series of Topic Papers have been prepared which summarise the evidence base and detail how this evidence has helped shape the policies in the Preferred Options Local Plan. These Topic Papers are 'live' documents and will be updated as the plan making process progresses.

1.2 This is the Transport Topic Paper. It provides the context for Strategic Policies ST1, ST3, ST7, ST8 and relevant policies in Place and Connectivity chapter. It also provides the context for infrastructure requirements set out in Site Allocation policies in the Place Policies chapter.

1.3 This Topic Paper summarises the relevant evidence base documents in relation to transport, which include:

- Transport Evidence (February 2025)
- Transport Evidence Appendix A (February 2025)
- Transport Evidence Executive Summary (February 2025)
- Further Transport Evidence (October 2025)

1.4 These documents provide recently prepared, comprehensive and robust evidence sources that are drawn on at various points throughout the paper and have informed the Plan. Much of the evidence is lengthy, technical, and in part complex. The Topic Papers aim to help make the evidence clearer where necessary and also to bridge the gap between the evidence and how it has informed the plan.

Spatial Strategy

1.5 The Spatial Strategy is central to the Local Plan. It sets out how land will be used and developed across a specific area. It guides decisions on where new housing and employment development should be located, with the goal of creating sustainable communities. The Local Plan needs to balance the requirement of protecting the environment, while accommodating the level of growth required across Colchester to 2041 to achieve sustainable growth.

1.6 The preferred Spatial Strategy includes a focus on growth in the city centre and the urban area; regeneration within growth and opportunity areas such as the Hythe; significant scale growth along transport corridors including Langham; longer-term large scale growth at Marks Tey; and growth in other settlements to sustain communities. Further information can be found in the Spatial Strategy Topic Paper and Spatial Strategy Topic Paper Summary.

1.7 The growth required across Colchester to 2041 needs to be supported by sustainable transport infrastructure that ensures the efficient movement of

people and goods across the city and network beyond. This Topic Paper focuses on the evidence which examines the impact of growth in Colchester on the highway network, how sustainable transport can support growth and details of the package of sustainable travel and highway intervention measures that will be required to manage the transport impact of growth.

1.8 Other relevant Topic Papers include:

- Spatial Options and Site Allocations Topic Paper
- Infrastructure Topic Paper
- Healthy Placemaking Topic Paper

2. Background

Colchester Transport Network

2.1 Colchester's transport network is primarily radial, with routes radiating outward from the city centre. Major road routes of the A12 and A120 provide access into Colchester, and additionally the strategic routes of the A133 and the A134 pass through the city centre.

2.2 Bus services are most frequent within the city centre and along the main routes, but significantly less frequent in rural areas. Rail services serve Colchester centre (with two stations: Colchester and Colchester Town), Hythe, Marks Tey, Wivenhoe and Chapel and Wakes Colne. Colchester has one Park and Ride service that provides a sustainable transport option that connects the Park and Ride site with Colchester Hospital, Colchester Station and the city centre. A new rapid transit lane, linking to the Park and Ride site in north Colchester, has recently been completed.

2.3 Much of the cycling infrastructure is focused on the Colchester urban area and comprises a mixture of on and off-road routes.

2.4 Travel by car (car mode share) is high across the Colchester area, most predominant in the western and southern parts which are more rural in nature. Car mode share is lowest in the city centre and eastern parts, where there is a greater densification of housing.

2.5 The Tendring Colchester Borders Garden Community is being accompanied by transport improvements including the A1331 link road, a new Park and Ride facility to the east, a new bus rapid Transit system (RTS) and delivery of walking and cycling schemes.

2.6 The A12 is part of the National Highways strategic road network. A widening scheme between junctions 19 and 25 (Chelmsford to A120) of the A12 was identified within the Governments Road Investment Strategy (RIS2). The scheme had an approved Development Consent Order (2024). However, the Government announced in July 2025 that the A12 J19-25 (Chelmsford to A120) improvement scheme had been cancelled following the conclusion of the Government's Spending Review.

National Policy Context

2.7 National Policy set out in the National Planning Policy Framework (NPPF) (December 2024) requires transport issues to be considered from the earliest stages of plan-making, using a **vision-led approach** to identify transport solutions that deliver well-designed and sustainable places.

2.8 The NPPF states that the planning system should actively manage patterns of growth in support of these objectives. Significant development should be focused on locations which are or can be made sustainable, through limiting the need to travel and offering a genuine choice of transport modes. The

NPPF does note however that opportunities to maximise sustainable transport solutions will vary between urban and rural areas, and this should be taken into account in plan-making.

2.9 The NPPF states that planning policies should:

a) support an appropriate mix of uses across an area, and within larger scale sites, to minimise the number and length of journeys needed for employment, shopping, leisure, education and other activities.

b) be prepared with the active involvement of local highways authorities, other transport infrastructure providers and operators and neighbouring councils, so that strategies and investments for supporting sustainable transport and development patterns are aligned.

c) identify and protect, where there is robust evidence, sites and routes which could be critical in developing infrastructure to widen transport choice and realise opportunities for large scale development.

d) provide for attractive and well-designed walking and cycling networks with supporting facilities such as secure cycle parking (drawing on Local Cycling and Walking Infrastructure Plans).

2.10 The NPPF (para 116) states that 'Development should only be prevented or refused on highways grounds if there would be an unacceptable impact on highway safety, or the residual cumulative impacts on the road network, following mitigation, would be severe, taking into account all reasonable future scenarios.'

2.11 National Planning Practice Guidance (PPG) supports the NPPF and provides guidance on transport regarding Transport evidence bases in plan making and decision taking. This provides guidance to help local planning authorities assess and reflect strategic transport needs in Local Plan making. It sets out that the evidence base should identify the opportunities for encouraging a shift to more sustainable transport usage, where reasonable to do so; and highlight the infrastructure requirements for inclusion in infrastructure spending plans.

2.12 The PPG sets out when the transport assessment of the Local Plan should be undertaken:

- As part of the initial evidence base in terms of issues and opportunities
- As part of the options testing
- As part of the preparation of the final submission.

2.13 The PPG states that 'the last of these stages should highlight the scale of and priorities for investment requirements and support infrastructure spending plans. Like a sustainability appraisal, it will be an iterative process and become more refined and detailed as the process draws to a conclusion.' (Paragraph: 004 Reference ID: 54-004-20141010)

Local Policy Context

2.14 The Colchester Future Transport Strategy (July 2022) sets out the current transport issues and opportunities for Colchester, and a strategy for the future, providing the overarching set of guidelines against which projects will be assessed. The Future Transport Strategy focused on the type of journey – short, medium and long distance, and created four distinct zones (City Centre; Wider City Area; Colchester area boundary; Strategic Corridors) recognising that a varied approach is needed to meet Colchester's different needs. The Future Transport Strategy provides the blueprint against which proposed highways and road infrastructure schemes are assessed. The Colchester Future Transport Strategy will be superseded by local implementation plans in the new LTP.

2.15 Essex County Council (ECC) is the Transportation and Highway Authority for the administrative area of Essex and is responsible for the transport strategy, policy, the management, maintenance and operation of local transport infrastructure, and the implementation of necessary improvements. The Local Transport Act 2008 requires all Transport Authorities such as Essex County Council to have a Local Transport Plan (LTP) that covers all aspects of travel and transport in Essex. The current Local Transport Plan (LTP3 2011) is the Essex Transport Strategy.

2.16 While LTP3 remains the statutory transport plan for Essex, there have been significant changes to both the local and national policy backdrop since the publication of LTP3 in 2011. Essex County Council (ECC) is preparing a new Transport Strategy for Essex. This new draft Transport Strategy, also known as the Local Transport Plan (LTP4) sets out a transport vision for transport in the county. A first consultation was held on the Transport Strategy in summer 2024, and a consultation on the full draft Strategy held in summer 2025. Feedback was also sought on area-specific implementation plans, which included a Colchester Implementation Plan and a North East Essex Implementation Plan. The local implementation plans in the new LTP will supersede the Colchester Future Transport Strategy.

2.17 Essex County Council (ECC), as the Local Transport Authority for Essex, published a Bus Service Improvement Plan 2021-2026 which describes the current bus network and the action that ECC will take in partnership with bus operators and others to improve services.

2.18 The Essex Cycling Strategy and Cycling Action Plans accompany the Local Transport Plan. Local Cycling and Walking Infrastructure Plans (LCWIPs) have been prepared to develop network plans for walking and cycling in Colchester.

2.19 The Development Plan Document (DPD), which sets out the spatial development strategy for the Tendring Colchester Broders Garden Community, was adopted in May 2025. This states 'Before any planning approval is granted for development forming part of the Garden Community

the full delivery of the A120-A133 link road must have secured planning consent and a commitment to full funding must be demonstrated.'

3. Evidence Base

3.1 In accordance with the requirements of the NPPF, policies and their requirements should be based on up-to-date evidence.

3.2 The following evidence base documents are of particular relevance to transport and were used to inform the policies in the Preferred Options Local Plan.

Evidence Base Report	Overview	Date Published
Strategic Land Availability Assessment (SLAA) Evidence Base Reports Evidence base and supporting documents	The SLAA appraises sites for their suitability, availability and achievability, with the aim of objectively determining which sites are deliverable over the plan period.	December 2023 – February 2025
Transport Evidence Reports Transport Evidence Transport Evidence Appendix A Transport Evidence Executive Summary	Assist in developing and assessing preferred site allocations from the perspective of transport. This has been achieved through reviewing the sustainability of locations for development, consideration of mitigation approaches and using transport modelling to gauge the impact of the preferred allocations.	February 2025
Further Transport Evidence Report Further Transport Evidence	Provides further evidence to support the Preferred Options Local Plan prepared between February and October 2025 including detail on the likelihood and extent to which sustainable travel measures can indirectly contribute to the mitigation of the highway impacts of growth through reducing car mode share; further transport modelling; and a package of highway and sustainable travel measures that will be required to manage the transport impact of growth.	October 2025

Infrastructure Audit and Delivery Plan (IADP) Colchester Infrastructure Audit and Delivery Plan Stage 3 Report Project Schedule Appendix	Update to the IADP published in February 2025, to support the Preferred Options Local Plan. Identifies the potential demand the planned growth will generate for each infrastructure type. Where information is available, it identifies the cost and funding sources for delivery to support the proposed growth. The Appendix provides a project schedule based on the outputs identified in the updated IADP.	October 2025

Strategic Land Availability Assessment (SLAA)

3.3 The Strategic Land Availability Assessment (SLAA) provided an assessment of each site based on general location and accessibility (if the site was adjacent or in close proximity to an existing settlement boundary); access and impact on Public Rights of Way; and proximity to key services including schools and GP surgeries. The SLAA was informed by input from the Local Highway Authority. The appraisal considered a high-level assessment of the main access points to the sites and any highway constraints, for all sites assess in Stage 2 of the SLAA.

3.4 The evidence from the SLAA has informed the Preferred Options allocations, identifying potential access points and any specific requirements for active travel or protection of PROWs.

Transport Evidence

3.5 Jacobs was commissioned by Colchester City Council to undertake a Transport Study in 2024. The Study published in February 2025 consists of the following reports (Transport Evidence; Transport Evidence Appendix A; and Transport Evidence Executive Summary) and sets out a detailed evidence base to support the Local Plan with the specific aim to assist the Council in developing and assessing preferred site allocations from the perspective of transport for the emerging Local Plan.

3.6 The objectives of the Transport Study were to identify transport issues related to different spatial options; identify opportunities to enhance sustainable travel; and inform site selection and associated mitigation measures which would be assessed using the updated Colchester multi-modal transport model. In addition, an initial assessment was undertaken to understand the impact of development on the A120 and A12 network.

3.7 Further Transport Evidence was undertaken by Jacobs in 2025, which expands the transport evidence base; provides more detail on the vision-based mitigation approach and the reasons and evidence to justify it is suitable and credible; demonstrates that the highway network can operate acceptably with a vision based approach to mitigation; and explores the consequences of the cancellation of the A12 widening scheme.

3.8 This Topic Paper does not repeat the evidence in detail. **Full details of the transport modelling evidence can be found in the detailed Evidence Base reports.** This Topic Paper summarises the key findings of the evidence and how this has informed the Preferred Options Plan.

Location Sustainability

3.9 The Transport Evidence Report (February 2025) provided an analysis of the connectivity of spatial options. This identified the most sustainable locations for development, based on existing connectivity and current conditions and was used to inform the Spatial Strategy. The findings illustrate the most sustainable locations for development, generally where there is the greatest opportunity for sustainable transport.

3.10 A set of emerging spatial options were developed as part of the Local Plan process, based on sites assessed through the Strategic Land Availability Assessment (SLAA), for testing through the transport study. The Transport Evidence Report (February 2025) provided an assessment of the existing connectivity of these spatial options to understand which areas of Colchester offer the most sustainable locations for new developments, emphasising the potential for sustainable travel by leveraging existing connections to the sustainable transport network. A more detailed review of larger sites was conducted to identify potential for, and of, sustainable travel improvements.

3.11 The findings of this sustainable travel analysis identified sites in the emerging spatial options that had potential to internalise trips; those that are close to the RTS, the route of planned LCWIP (walking and cycle) routes; and those that would benefit from improvements to public transport and cycle routes.

Colchester Transport Model

3.12 The Colchester Transport Model (CTM) is a highway and public transport model with a 2019 base year. In order to assess the impact of committed growth and the proposed Local Plan preferred site allocations, the existing Colchester Transport Model has been enhanced and extended. This new North Essex Model (NEMo) has a base year of 2023.

3.13 Data from the transport models has been used to understand existing network pressures and the impact of proposed growth on the performance of the highway network.

Transport Modelling

3.14 Without the preferred site allocations set out in the Preferred Options Local Plan, some level of growth would reasonably be expected to occur across Colchester and in surrounding areas. This growth is called the '**reference case**'. In order to compile the reference case, Department for Transport (DfT) guidance has been followed.

3.15 In Colchester reference case growth to 2041 has been assumed to include:

- Committed development – including those housing sites in the adopted Colchester Local Plan (2017-2033) that have been identified as near certain or more than likely to come forward.
- General growth in employment.
- Housing and employment development in the Tendring Colchester Borders Garden Community to the year 2041.

3.16 The full set of mitigation measures that would be expected to accompany reference case growth is not at present known, especially how impacts will be managed at A12 J29 and at Greenstead roundabout. Therefore, deriving an appropriate baseline involved developing:

- **Scenario 0** – Reference case demand without mitigation. Committed schemes such as the RTS and Park and Choose (East) for which designs are known are included.
- **Scenario 1** (baseline) – Reference case demand with mitigation measures at A12 J29 and at Greenstead roundabout/Colne Causeway. The baseline mitigation measures have been identified as being required in the Tendring Colchester Borders Garden Community DPD. Scenario 1 is the baseline against which the preferred site allocations are tested.

3.17 The 2041 baseline (Scenaro 1) is a situation that is considered broadly acceptable in terms of keeping people and goods moving, even though there are areas of concern.

3.18 To assess the impact of the preferred site allocations, **Business as Usual (BaU) traffic growth** from preferred options site allocations were added to the model and then compared against the baseline scenario (Scenario 1). BaU refers to the continuation of current trends and behaviours in transport use.

- **Scenario 2** (BaU growth) – BaU demand at the preferred sites is added to reference case demand (Scenario 1). No additional mitigation to those measures in Scenario 1 is included.

3.19 Scenario 2 enables a comparison against the baseline and informed how the transport impact of growth could be managed. It serves as a basis to compare the potential impacts of proposed mitigation measures. This scenario was compared against the baseline with and without completion of the A1331 link road

3.20 The comparison showed that with no additional mitigation BaU growth with the A1331 link road completion leads to unsatisfactory performance across key parts of the highway network. If the link road were delayed, network performance further worsens. Full details of the Transport Modelling and comparison of BaU growth can be seen in the Transport Evidence Base reports.

3.21 Therefore, to accommodate the preferred options site allocations, a package of sustainable transport measures was identified and evidence collated on its impact on the highway network. This vision-led mitigation approach is set out below.

3.22 The Further Transport Evidence Report (October 2025) has assumed that the A12 widening scheme between junctions 19-25 has been cancelled and will not come forward before 2041. However, transport model runs including the A12 widening have been carried out to establish how the cancellation impacts the management of growth.

Sustainable Transport Vision - A vision-led approach

3.23 The February 2025 Transport Evidence report established the traffic impact of the preferred site allocations and identified that a significant reduction in car trips would be required to alleviate transport issues arising from growth at preferred site allocations. The report made a case that the transport impact could be mitigated through packages of sustainable travel measures with limited highway capacity increases. The Further Transport Evidence Report (October 2025) provides detail on the vision-led approach and demonstrates how the highway network can operate acceptably with a vision-based approach to mitigation.

3.24 The approach to setting a transport vision is consistent with the NPPF definition which describes the vision-led approach to transport planning as '*based on setting outcomes for a development based on achieving well-designed, sustainable and popular places, and providing the transport solutions to deliver those outcomes as opposed to predicting future demand to provide capacity (often referred to as 'predict and provide')*.'

3.25 The Sustainable Transport vision runs across the Local Plan from the choice of site allocations to the choices for mitigation measures, emphasising the importance of sustainable and active travel solutions. This vision, set out in the Transport Evidence report, is in line with national and local policies. The 'Sustainable Transport' Vision aims to provide viable sustainable transport alternatives that are fast, convenient and affordable in comparison to private car travel. Enhanced sustainable transport is not intended to replace car travel but co-ordinate and integrate with it. Implicit in the vision therefore is the aim to keep people and goods moving – ensuring that the movement needs of those for whom sustainable transport options are not available are also met.

3.26 Chapters 4 and 5 of the Further Transport Evidence Report (October 2025) provides evidence on the impact of sustainable transport measures and the extent to which they could contribute to modal shift away from private car journeys. Different types of mitigation measures were identified including:

- Walking and Cycling – including legible, safe walking routes, cycle lanes, secure cycle parking and cycle hire.
- Rapid Transit and Bus – including new or enhanced rapid transit, bus or Park and Ride services along with supporting measures such as bus priority schemes and real time information.
- Mobility Hubs and Interchanges – which support integrated transport and can include car clubs, demand responsive transport and last mile freight consolidation.

3.27 A full list and map showing proposed sustainable transport mitigation measures is included in Appendix H of the Further Transport Evidence Report (October 2025).

3.28 The Evidence Report states that, in Colchester, 20% of trips in the urban area undertaken by car are less than 2km; whilst 52% are between 2-5km long. In non-urban areas of Colchester 25% of car trips are less than 5km long. Thus, there is a large pool of car trips for which improved sustainable transport is a realistic alternative which would significantly contribute to alleviation of the congestion impact of growth.

3.29 As set out above, the level of access by sustainable transport was a factor considered in developing the Spatial Strategy and selection of preferred sites. The Further Transport Evidence Report finds that sustainable connections to many of the sites could be provided by extending existing networks of walking, cycling and public transport. Once the impact from mode shift of these measures was ascertained, highway and networks mitigation measures were identified which can also support sustainable travel.

3.30 Sustainable transport measures also support sustainable travel at reference case developments and in existing settlements and therefore the impact of sustainable transport measures on reference case demand is also considered.

3.31 The scale of modal shift as a result of sustainable transport mitigations has been estimated in Chapter 5 of the Further Transport Evidence Report (October 2025) and applied in the NEMo transport model. The resulting Sustainable Transport Scenario (**Scenario 3**) was then compared to the baseline (Scenario 1). This comparison shows an improving position with respect to the BaU scenario comparison without mitigation (Scenario 2). This demonstrates that the sustainable transport measures will contribute significantly to mitigation of the impacts of growth on the highway network.

3.32 However, there are still areas of caution and unsatisfactory performance on the highway network due to the impact of the growth which point to the need

for further mitigation. Therefore, additional highways and traffic management mitigation measures were considered that would support the sustainable transport measures. The measures identified to support sustainable transport include:

- Next generation of traffic control systems – which will optimise use of road space for all modes, allow real time responses to incidents and, where necessary, hold back traffic on parts of the network to keep people and goods moving in other parts.
- Identification of a major intervention at J25 Marks Tey (A12) to be coordinated with walking and cycling crossing improvements of the A12, a Park and Choose (West) site and an RTS extension.
- Signalisation and co-ordination of those signals to balance better traffic through A12 J25-J28, Via Urbis Romanae, Mill Road and Colne Bank, and Ipswich and Harwich Road roundabouts with St Andrews Avenue.

3.33 A list and map showing proposed highways and network mitigation measures is included in Appendix H of the Further Transport Evidence Report (October 2025).

3.34 The effectiveness of the sustainable transport, and highway and traffic management measures, have been tested in the NEMo transport model (**Scenario 4**). This shows that the transport impacts of preferred site allocations are able to be managed through such a package of measures.

Transport Modelling - Conclusions

3.35 A full summary of the findings with the A1331 link road completion can be seen in paragraph 7.2; and a summary of the findings with delayed A1331 link road completion can be found in paragraph 7.3 of the Further Transport Evidence Report (October 2025). Further details on the impact of cancellation of the J19-25 A12 widening are set out in paragraph 7.4 of the Report. Transport Modelling outputs for scenarios with the A1331 link road completion can be seen in Appendix D of the Further Transport Evidence Report (October 2025). Outputs for all other scenarios (with delayed A1331 link road completion; and both link road scenarios with the A12 widening can be found in Appendices E, F and G of the report). The list below indicates where the full modelling outputs can be viewed.

Appendix / Page Reference in the Further Transport Evidence (October 2025)	Modelling outputs illustrating flow difference, (am and pm peak) relative queue and speed plots from the 2041 NEMo
Appendix D Pages 97 - 125	Transport modelling outputs for scenarios with A1331 link road completion (without A12 widening)
Appendix E Pages 126 - 154	Transport modelling outputs for scenarios with delayed A1331 link road completion (without A12 widening)
Appendix F Pages 155 - 183	Transport modelling outputs for scenarios with A1331 link road completion and with J19-25 A12 widening
Appendix G Pages 184 - 212	Transport modelling outputs for scenarios with delayed A1331 link road completion and with J19-25 A12 widening

3.36 The Transport Evidence concludes that it is appropriate to proceed to consult on the Regulation 18 preferred site allocations. This recommendation is based on reasonable evidence that the scale of transport impacts arising from preferred site allocations can be managed through the vision-based strategy of sustainable and integrated transport mitigations. The report provides evidence that expanding the network of high-quality walking, cycling and public transport routes can achieve a significant level of modal shift away from car travel for short journeys concentrated in the urban area. Meanwhile, the transport model demonstrates that remaining traffic growth can be mitigated through highway and traffic management schemes. Whilst general traffic would likely travel slower, the mitigation measures combine to reduce severe queues and blocking back, which would lead to more reliable journey times.

3.37 The report states that 'Assessing the acceptability of movement through the highway network at the Regulation 18 stage of local plan making should consider that highway mitigations have not been optimised for developments. Therefore, it is to be expected that some issues remain on the highway network, which would be addressed as the plan proceeds to Regulation 19 and as individual developments are designed.' It also notes that as the plan proceeds, it will be expected that further details are developed on vision-led mitigation measures needed to manage the transport impacts arising from reference case growth and preferred site allocations.

3.38 Comparison of the transport models with and without the J19-25 A12 widening scheme has identified the need for a highway and traffic

management scheme at J25. This scheme is intended to mitigate the impact of preferred site allocations without requiring main line widening of the A12 between junctions 19 and 25.

Infrastructure Audit and Delivery Plan (IADP)

3.39 The Infrastructure Audit and Delivery Plan (IADP) identifies the infrastructure which is required to meet the growth anticipated in Colchester over the Local Plan period to 2041, along with the associated costs, timing and delivery arrangements for that infrastructure. The Project Schedule which accompanies the infrastructure assessment is contained within Appendix A of the IADP Stage 3 report, and lists all infrastructure projects, including transport infrastructure projects, which have been identified as planned to help cater for demand over the Plan period.

3.40 The transport modelling has informed the IADP. The mitigation package, developed based on the transport modelling outputs, has been used to inform the IADP and the Project Schedule. The package of measures was costed in the Project Schedule using benchmark rates. Funding costs were apportioned between reference case developments, Preferred Options Local Plan sites, and potential external funding sources.

3.41 Further details in relation to the IADP can be found in the IADP evidence base reports and the Infrastructure Topic Paper.

4. Approach to the Local Plan

4.1 To develop the preferred policy approach, the adopted Local Plan Policies have been reviewed, and National Policy, national Planning Practice Guidance and the findings from the evidence base have been taken into account.

4.2 In accordance with Planning Practice Guidance (Transport evidence bases in plan making and decision taking), the transport evidence base has been developed in an incremental manner, proportionate to the stage of development of the Local Plan. Following Local Plan Committee resolutions, further work in addition to that required in line with guidance has now been undertaken. As the plan progresses it will be revised to reflect any considerations arising from this and any future evidence.

How the evidence relating to Transport has informed the Spatial Strategy and site allocations in the Preferred Options Plan

4.3 National Policy highlights the need for a vision-led approach to to transport planning based on setting outcomes for a development based on achieving well-designed, sustainable and popular places, and providing the transport solutions to deliver those outcomes as opposed to predicting future demand to provide capacity. National Policy also highlights the need to integrate land use and transport planning.

4.4 Locating development where the opportunity to maximise the use of sustainable transport formed a key consideration in the Spatial Strategy. Analysis of existing connectivity and the connectivity of emerging spatial options as part of the Transport Evidence enabled an understanding of the potential for sustainable travel by leveraging existing sustainable transport connections.

4.5 The assessment undertaken through the SLAA provided an assessment of each site, including in terms of access and accessibility, based on proximity to existing settlements and services. Through this SLAA site assessment and the analysis of connectivity as part of the Transport Evidence, and balanced against other needs and criteria, a set of preferred site allocations were developed for further testing.

4.6 Traffic modelling was undertaken to assess the potential impact of the preferred site allocations on the highway network. A sustainable vision was developed, grounded in the vision-based approach recommended in the NPPF, that reflects the aim to widen viable sustainable transport choices while keeping all people and goods moving safely.

4.7 To achieve the vision, mitigation measures with a focus on sustainable and active travel measures were developed through the Transport Evidence and these were tested through the transport modelling. These mitigation measures

have been identified and incorporated into the Stage 3 IADP and have informed the site allocation policies in the Preferred Options Plan.

How the evidence relating to transport has informed the Policies in the Preferred Options Local Plan

4.8 National and local policy recognises that the planning system can help to actively manage patterns of growth by focussing on locations which are, or can be made, sustainable through offering genuine choice of transport modes and supporting design. The location and design of developments, and how well active travel and public transport services are integrated, influences the opportunity for short journeys to be made on foot or by cycle, and developments that are planned to promote sustainable transport choices can help to reduce vehicle journeys which can be undertaken by other means. This is also recognised in the Transport Evidence reports.

4.9 The location and design of developments to encourage the use of sustainable and active travel is reflected in the following policies in the Preferred Options Plan.

Policy	Description of Policy	How the Evidence has informed the Policy
Policy ST 1: Health and Wellbeing	This policy requires that all new developments promote active and sustainable environments and encourage active travel.	This is in line with national policy and the vision-led approach. The place shaping principles will contribute to encouraging the use of active travel.
Policy ST3: Spatial Strategy	This policy directs growth across Colchester starting with the most sustainable and accessible locations in the urban area or close to transport corridors and existing centres in line with national policy and the vision-led approach to transport planning.	Analysis of existing connectivity and the connectivity of emerging spatial options as part of the Transport Evidence enabled an understanding of sustainable locations and those areas with the potential to maximise the use of sustainable travel.
Policy ST8: Place Shaping Principles	This policy requires all new development to reflect a set of placemaking principles where relevant including creating well connected places that prioritise the needs of pedestrians, cyclists and public transport services above the use of the private car, providing opportunities for easy access	This is in line with national policy and the vision-led approach. The place shaping principles will contribute to encouraging use of sustainable modes of transport and reducing the impact of growth through reducing car mode share.

Policy	Description of Policy	How the Evidence has informed the Policy
	to most daily needs; provide a mix of land uses, services and densities and locating development in close proximity to existing and proposed public transport interchanges/connections.	
Policy PC4: Development Density	This policy supports development densities that encourage sustainable transport and help sustain local amenities.	This is in line with national policy and the evidence base. Where development is proposed in highly accessible locations, it is important to optimise capacity through the use of higher densities. For example, locations with good accessibility to services and sustainable transport such as the city centre are more suited to higher density development than areas with poor accessibility. Higher densities can also provide a sufficient threshold of demand to support public transport provision.
Policy PC6: Design and Amenity	This policy requires development proposals to contribute to placemaking including providing attractive well connected and legible streets and public spaces that prioritise walking, cycling, public transport and community vitality, whilst adequately integrating safe vehicle access.	This is in line with national policy and the vision-led approach. The place shaping principles will contribute to encouraging use of sustainable modes of transport and reducing the impact of growth through reducing car mode share.
Policy PC7: Residential Schemes on Greenfield Sites	This policy requires major residential developments on greenfield sites to comply with a number of criteria including supporting modal shift, incorporating prioritised routes and enhanced connectivity,	This is in line with national policy and the vision-led approach. The place shaping principles will contribute to encouraging use of sustainable modes of transport and reducing the impact of

Policy	Description of Policy	How the Evidence has informed the Policy
	both within and beyond the site for active travel modes.	growth through reducing car mode share.

4.10 The Transport Evidence identified that unmitigated Business as Usual (BaU) growth at preferred site allocations leads to unsatisfactory performance across key parts of the highway network. A package of mitigation measures including sustainable transport and highway improvements was found to comprise an effective strategy to manage the transport impacts of growth. In order to ensure that this is package of measures is integrated into the Local Plan and reflected in new developments, requirements have been included throughout the policies in the Preferred Options Plan.

4.11 The need for the provision of active and sustainable transport is covered in the following policies in the Preferred Options Plan.

Policy	Description of Policy	How the Evidence has informed the Policy
Policy ST 7: Infrastructure Delivery and Impact Mitigation	This policy requires all development to be supported by the provision of infrastructure, services and facilities that are identified as being needed to serve the needs arising from the development. The policy requires developers to contribute towards the delivery of relevant infrastructure as required and supported by up-to-date evidence from appropriate sources including the IADP and any subsequent updated evidence.	The Transport Evidence has identified a list of measures required to mitigate the impact of growth identified in the Plan. The IADP will sit alongside the Plan and will be complimented by updated evidence over the lifetime of the plan which will inform the infrastructure to be provided in relation to individual developments.
Policy PC2: Active and Sustainable Travel	This policy requires that all new development should be planned around a network of safe and accessible active travel routes, creating places that maximise opportunities for active and sustainable travel for all and support healthy and active lifestyles. The policy includes criteria to achieve this.	The Transport Evidence has identified a list of active travel measures required to mitigate the impact of development including expansion of, and links to, the strategic cycle network, where appropriate.

4.12 The Infrastructure Audit Delivery Plan (IADP) will continue to inform the next iteration of the Local Plan. The IADP reports form part of the evidence base supporting the new Colchester Local Plan.

4.13 Relevant proposed site allocation policies in the Preferred Options Local Plan Place Policies chapter provide details of specific requirements for new or improved transport infrastructure to mitigate the site's impact. **The Infrastructure Topic Paper sets out details of mitigation measures associated with each site allocation.** The final IADP will reflect comments received as part of the Regulation 18 consultation, including those from infrastructure providers and stakeholders. Site allocation policies will be updated to reflect the final delivery plan where appropriate.