

Central Lancashire Local Plan

Draft Policy SS4: Strategic Allocation Fulwood Barracks

Site Topic paper

September 2025



Contents

1. Introduction	4
Overview.....	4
Background.....	4
Site Context	4
Site Description.....	5
Site Selection	5
Local Plan Consultation Responses.....	6
2. Technical Considerations – Physical	6
Transport	6
Flood Risk and Drainage.....	8
Ground Conditions	9
Utilities Including Potable Water and Wastewater.....	9
3. Technical Considerations – Environmental.....	9
Landscape	9
Ecology	10
Biodiversity Net Gain	10
Arboriculture.....	11
Air Quality	11
Noise.....	11
4. Technical Considerations - Archaeology and Built Heritage	11
Archaeology	12
Built Heritage.....	12
5. Community Infrastructure	15
Open Space Provision	15
Health.....	15
Education.....	15
Community Facilities.....	15
6. Deliverability	15

Appendix A - SHELAA Stage 2 - Site Profile	18
Appendix B - Summary of Representations Specific to the Site Received at Regulation 19 22	
Appendix C - Transport	24
Appendix D - Flood Risk.....	26
Appendix E - Ground Conditions	30
Appendix F - Utilities.....	31
Appendix G - Archaeology and Built Heritage	33

1. Introduction

Overview

- 1.1 This Paper has been produced jointly by Preston City Council and the Defence Infrastructure Organisation. It explores the draft allocation at Fulwood Barracks in the context of draft Policy SS4: Strategic Site Allocation – Fulwood Barracks and the national planning policy context. The Paper explores the site opportunities and constraints alongside relevant design and technical considerations which provide the evidence base for the proposed residential allocation.

Background

- 1.2 The Defence Infrastructure Organisation (DIO) is the estate expert for defence, supporting the armed forces to enable military capability by planning, building, maintaining, and servicing infrastructure. As such, it forms a part of the structure of the Ministry of Defence (MoD).
- 1.3 The MoD's Strategy for Defence Infrastructure 2015-2030 sets out an aim to achieve a 30% reduction in built assets over the period 2020 to 2040. A review of the UK wide lay down consolidates onto fewer sites focussed around centres of mass.
- 1.4 A key part of the DIO's role is therefore implementing this policy through a process of well-planned and strategic disposals of parts of the MoD estate that have been deemed to be surplus to requirements.
- 1.5 Fulwood Barracks is owned and operated by the MoD as a functioning barracks and is the regimental headquarters of the Duke of Lancaster's Regiment. The Site has been deemed to be surplus to requirements by the MoD and is currently due to cease being operational and close in 2032 based on the latest House of Common Disposal Database Report dated 21 August 2025. The site will then be available for an alternative use or uses.
- 1.6 Prior to a future owner taking control of the site DIO are seeking the appropriate framework is in place to ensure the legacy of the site can be retained through a well-designed place in a sustainable location, that is resilient to climate change, that accommodates nature, with a mix of housing types and tenure (including affordable housing) to meet local needs with good quality amenities and which preserves and enhances the historic environment.

Site Context

- 1.7 Fulwood Barracks is situated in the Fulwood District of Preston, on Watling Street Road, approximately 2.6 km northeast of Preston City Centre. The site is roughly a 10-minute bus journey from the city centre with bus stops immediately adjacent to it. The journey time from the site to the city centre is approximately 15 minutes by bicycle. The M6 motorway is located to the east of the site which can be reached within a 5-minute drive time. The M6 motorway connects the area to the rest of England and Scotland.
- 1.8 The main entrance to the site is located on Watling Street Road which is adjacent to the south of the site. Watling Street Road is an arterial road leading to the city centre from the northeast. There is also a secondary access from Fulwood Hall Lane to the north of the site which can be accessed through a residential area.
- 1.9 The surrounding area is predominantly residential in nature, with semi-detached houses located to the west of the site which were built in the early 1900s, MOD Service Family

Accommodation (SFA) is located to the north of the site and more residential housing is located to the east of the site which was built between the 1930s - 1960s.

- 1.10 To the east of the site is a former cricket ground, accessible only through Fulwood Barracks. Although no longer in use, it remains maintained by the MOD but outside of MOD ownership. The Battle of Preston (1648) is believed to have occurred on the eastern part of the site, possibly on the former cricket ground although this has not been confirmed.
- 1.11 The location is highly sustainable, allowing future residents to meet most of their daily needs within an easy walk, and or through using safe walking and cycling routes, and or public transport, without needing a car.

Site Description

- 1.12 The main body of the site is relatively flat, with the northern section descending towards Melrose Avenue and Fulwood Hall Lane. Surrounding the site on the north, west, and south boundaries is a high perimeter wall from the mid-19th century, designated as Grade II listed. This wall was originally constructed to provide a defensible boundary for the Barracks. It is known that the western side of the wall was partially rebuilt in the 1930s when housing was developed. The eastern section of the wall has been completely demolished, with the Barracks boundary now extending further east beyond the recreation ground.
- 1.13 Access to the Barracks Site is from the south, through the historic gatehouse. A lawn separates the gatehouse and perimeter wall from Watling Street Road. The lawn to the south of the gatehouse, along with the gatehouse itself, is referred to as the southern field of fire. The Lancashire Infantry Museum, which is open to the public, is located within the frontage buildings.
- 1.14 There are 16 Grade II listed structures within the Site.
- 1.15 The Site is located within Fulwood Conservation Area.

Site Selection

- 1.16 The site has been assessed through the SHELAA (HO14) process. The site was subject to detailed assessments (HO14d, Site Profile 34, SHELAA Ref: 19P227) including:
 - 1. Strategic Flood Risk Assessment (Level 1 & 2) (FR02 & FR03)
 - 2. Integrated Assessment (CD06)
 - 3. Habitats Regulations Assessment (CD07)
 - 4. Highways and Transport Assessment (IT06)
 - 5. Heritage Impact Assessment (HE01b)
 - 6. Utilities access/ provision
- 1.17 Local Plan allocations were then decided taking into account the findings of the detailed SHELAA Stage 2 assessments listed above and the proposed spatial strategy and settlement hierarchy.
- 1.18 A copy of the Site Profile is attached at Appendix A.

Local Plan Consultation Responses

1.19 The key issues raised at Publication stage include:

1. The Heritage Impact Assessment (HIA) supports the inclusion of this site in the Local Plan. The HIA and a requirement for an updated HIA, masterplan and design code, which take into account the heritage assets should be integrated into the policy. Mitigation / enhancement measures will be required relation to identified harm.
2. Sport England has advised that any loss of playing fields should be consistent with the NPPF. However, the DIO, in their response argue that evidence (EV08) does not list the pitch as there is not public access Taylor Wimpey and therefore does not support its retention.
3. Development of the site has the potential to affect health services. Consideration should be given in policies to support health infrastructure.
4. There are United Utilities assets at the site.
5. Assessments and master planning will need to demonstrate that there will be no adverse impact on the strategic road network or offer appropriate mitigation.
6. Taylor Wimpey is of the opinion that the development of the Fulwood Barracks site is unviable and heritage assets and the landfill buffer zone could further reduce the developable area. This will reduce the ability of the site to deliver the level of housing envisaged and a policy complaint level of affordable housing. (Information with regard to these constraints is included within subsequent sections of this topic paper)

1.20 The issues raised can be addressed and are not considered to be detrimental to the allocation or delivery of the site. The statutory consultees have not objected to the progression of the site to allocation,

1.21 More detail can be found in Appendix B.

2. Technical Considerations – Physical

Transport

Transport Assessment

2.1 The Central Lancashire Local Plan Stage 0: Preliminary Transport Assessment (IT06a) undertook a high-level RAG assessment of the site against 7 metrics. This site rated:

Green

- Proximity to current sustainable transport services (Public Transport) (Metric 2)

Amber

- Average commuter travel mode split (Metric 1)
- Existing high-volume movement flows/capacity hot spots (Metric 4)
- High level analysis of trip rates (Metric 5)
- Proximity to key attractors (Metric 6)

Red

- Proximity to current sustainable transport services (Bicycle) (Metric 2)
- Access to proposed local transport schemes (Metric 3)
- Site vehicular accessibility (Metric 7)

Mitigation

- 2.2 The Stage 2A Report (IT06gi) and Stage 2B Report identify mitigation measures to reduce the impact of development upon the local transport network. The main part of this mitigation consists of sustainable transport measures to reduce the need for vehicle trips. A list of mitigation options is included at Appendix A of the Stage 2A Report (IT06gii) and of the Stage 2B Report. This list has fed into the Infrastructure Delivery Schedule.
- 2.3 In the response to the Regulation 19 consultation, Lancashire County Council advised, the 'decide and provide' approach (more vision-led, similar to Vision and Validate) rather than a more conventional 'Predict and Provide' model (predicting future demand for travel based on recent trends and then providing appropriate transport supply to meet that demand) should be more resilient to future uncertainties around travel.
- 2.4 Further site-specific transport assessment work will be carried out to inform the necessary mitigation. It is expected that this will continue the focus on modal shift and prioritise walking, cycling and public transport improvements, however a range of scenarios will be modelled.

Strategic Highway Network

- 2.5 National Highways are of the opinion that the development may have an adverse impact at Junctions 31 and 31a of the M6 and junction 1 of the M55. Discussions are ongoing with National Highways with regard to the modelling included within the Transport Assessment. The Stage 2B Report identifies modest traffic increases at Junction 31 resulting from cumulative development in the Local Plan but the junction is expected to continue operating within acceptable limits. The Stage 2 B Report identifies issues arising at Junction 31a from the employment site at Preston East (EC3.2) but no significant issues arising from other sites. The scope of a site-specific Transport Assessment will consider the impacts of the development on these junctions and any necessary mitigation in more detail. The scope of the assessment will be discussed with National Highways.

Transport Conclusion

- 2.6 This is a sustainable location within walking distance of local amenities including shops (approx. 0.2 miles), GP (approx. 0.9 miles) parks and primary schools (approx. 0.6 miles). The site is well served by regular bus routes, with services to Preston Bus Station every 15 minutes during the day from a bus stop opposite the site. There are several public rights of way to the north and southeast, with National Cycle Routes (NCR) close by. The site is well connected to the road network fronting on to Watling Street B6241, and in close proximity

to A6063. Junctions 31 and 31A of the M6 motorway are approximately 10-minute drive away.

- 2.7 A summary of existing highway/transport constraints, opportunities and proposals is attached at Appendix C.
- 2.8 A masterplan will seek to maximise the sustainability credentials, creating connectivity, permeability, ease of movement and legibility through the site for cycling and walking in accordance with draft Local Plan Policies SS4 and ST2. It will also consider and provide appropriate linkages to wider walking and cycling routes including those identified through the Central Lancashire LCWIP. This masterplan will be developed working with stakeholders, notably the Local Highways Authority and National Highways to maximise the sustainability opportunities at the site and to design in any necessary mitigation. The future planning application will be supported by a Transport Assessment and Travel Plan, both of which will be scoped with key stakeholders in advance of submission.

Flood Risk and Drainage

- 2.9 As confirmed by the Central Lancashire Level 2 Strategic Flood Risk Assessment (SFRA 2)(Preston sites) (February 2025) (FR03c) (Site 19P005) and the most recent Environment Agency flood maps (accessed August 2025) the site is located fully within Flood Zone 1, indicating it is at low risk of flooding from rivers (less than 1 in 1,000 annual probability of flooding) and therefore suitable for development.
- 2.10 The majority of the site is not identified to be at risk of flooding from surface water, there are however areas at risk of ponding at points across the site. The most recent Environment Agency Flood Maps do indicate a greater area of the site at risk from surface water flooding. This is not however considered significant and can be addressed through mitigation and resilience measures.
- 2.11 The SFRA 2 concludes for the majority of the site there is no risk of groundwater emergence.
- 2.12 Copies of the most recent Environment Agency surface water flood risk maps are included in Appendix D.
- 2.13 The SFRA 2 sets out recommendations for the site including:
 - 1. Development avoids areas at risk of surface water ponding and maintains existing flow paths.
 - 2. Assessment of the current drainage system in place should be carried out to ascertain any current capacity issues and whether the current system could accommodate the proposed development or whether further capacity will be required.
 - 3. A detailed drainage strategy will be required for any new development, including investigation into the use of infiltration SuDS.
 - 4. Ground investigations will be required through the site-specific FRA to ascertain groundwater levels and conditions.
 - 5. Any FRA should consider the impact of a blockage of the culverts north of the site on residual flood risk to the site.
- 2.14 A masterplan will seek to replace the impermeable surfacing on the two large parade grounds with soft landscaping and incorporate other landscape areas as part of sustainable drainage. The suitability of SuDS will be fully tested through a site level Flood Risk

Assessment (FRA) and drainage strategy including allowances for climate change. The FRA will also consider the impact of a blockage to the unnamed watercourse which is culverted beneath roads north of the site. The FRA and drainage strategy (surface water and foul drainage) will be discussed with the Local Lead Flood Authority and United Utilities as the masterplan design evolves and will be submitted in support of the future planning application for the site including any necessary mitigation.

Ground Conditions

- 2.15 A phase 1 Land Quality Assessment (LQA) undertaken by DIO identifies potential sources of contamination associated with the historic use of the site. Further detail is provided in Appendix E.
- 2.16 Potential localised contamination has been identified which has been assessed as having a potential moderate risk to future residential users. Further investigation will be required through a phase 2 LQA which will first be scoped out with Environmental Health. The LQA will include measures, where required, to mitigate any harm to future users. The findings of the report will be used to assist the emerging masterplan and the report submitted in support of the planning application. The redevelopment of this brownfield site offers the opportunity to remediate any localised contamination.
- 2.17 During demolition and construction phases of any redevelopment, control measures such as undertaking and adhering to site specific risk assessments and method statements and wearing appropriate PPE would be implemented to mitigate the risk to site workers.

Utilities Including Potable Water and Wastewater

- 2.18 In 2020 DIO commissioned a Stage 1 Utilities report engaging with providers. Due to the 2025 Future Homes Standard no future gas serving the development was taken into consideration. The existing electricity network will need to be reinforced to provide sufficient supply to the site. A primary sub-station has been provisionally identified as having sufficient capacity to meet the demands of the site.
- 2.19 A high-level Potable Water and Waste Water Risk Assessment has been undertaken by DIO. This concludes that potable and wastewater services for the redevelopment of the site are readily available from United Utilities.
- 2.20 Summaries of the Stage 1 Utilities report and Risk Assessment are included in Appendix F.

3. Technical Considerations – Environmental

Landscape

- 3.1 The site is within Zone 4 of the Fulwood Conservation Area. The Conservation Area Appraisal (2018) summarises its special interest, including how it is Preston's first suburb originally developed from the mid-Victorian period. There are no other landscape designations nearby, with the Forest of Bowland Area of Outstanding National Beauty approximately 10km away.
- 3.2 The site has been used as a barracks and associated training grounds since the original buildings were completed in 1848, with expansion of the site and modifications to the buildings over time. The Barracks are a large imposing set of buildings, constructed in local stone, rusticated stone and battlement and are legible as defensive structure. The site

contains mature trees that contribute to a ready-made sense of place. The surrounding area is suburban, and the site is relatively enclosed by the listed perimeter wall of the barracks to the northwest, west and southwest, and is backed onto by housing on the southeast, east and northeast.

- 3.3 The buildings on the site are generally 2 storeys, with elements of slightly taller structures in places. The surrounding residential uses are also largely 2 storeys. The site includes public open space in the form of the Ancient Battlefield (subject to ongoing archaeological evaluation), although access to this is restricted due to the operational status of the site. The site includes existing open space which is not accessible by the public in the form of parade grounds, grass and 3g playing pitches.
- 3.4 Development will need to be well-designed and high quality that is sympathetic to its surroundings in regard to height, density and external appearance. As stated in draft Policy SS4, given the significant assets on site, a design code is required as part of the masterplanning. It is agreed that any development should include an assessment of the contribution of the open land to the east, as it reflects the original setting of the Barracks, but could be positive if designed appropriately. The masterplan will be informed by a more detailed Heritage Impact Assessment and a Landscape and Visual Impact Assessment.

Ecology

- 3.5 The Habitats Regulations Assessment (HRA) (CD07) identifies the site as being located outside of any habitat designations. It concludes that the site has low suitability for qualifying birds. The overall changes in vehicular traffic, waste and water have been screened out. The HRA highlights the potential for recreational disturbance to habitat sites from this site and cumulatively with other sites. This has been addressed in the Statement of Common Ground between Central Lancashire Authority's (CLA's) and Natural England (CLA02). A commitment has been made by CLAs to work with neighbouring authorities who are working on strategic mitigation for Morecambe Bay. This will be sufficient to avoid adverse effects on the Morecambe Bay habitats. It has been agreed that mitigation is not required for the Sefton Coast habitats.
- 3.6 The site consists of amenity grassland, hardstanding and buildings with low ecological value with few higher value semi natural and less intensively managed habitats of semi improved neutral grassland, plantation broadleaved woodland and scatter trees. Overall, the site has a moderate ecological value. Surveys and necessary mitigation will be undertaken at planning application stage.

Biodiversity Net Gain

- 3.7 The development will be subject to the mandatory requirement to deliver 10% biodiversity net gain. While the national requirement allows for the provision of gain off-site nationally and via biodiversity credits, draft Policy EN6 sets out a hierarchy that seeks to focus provision on site. This draft policy alongside draft policies such as EN5 (Green Infrastructure) and EN8 (Trees, Woodlands and Hedgerows), which set out principles prioritising the protection, quality and connectivity and multi-functionality of existing green infrastructure and for the contribution of improvements, will ensure the site delivers biodiversity net gain.
- 3.8 Work is ongoing to establish the baseline for the site with a UK Habitat Assessment due to be completed in autumn 2025. These surveys will inform the design for the site with a future planning application seeking to provide 10% biodiversity net gain onsite through creation of green spaces.

Arboriculture

- 3.9 There are a number of trees across the site which contribute to local amenity and the character of the conservation area. The site is of sufficient size that the layout of development can be designed to incorporate existing trees and hedgerows wherever possible and to supplement them to create improved habitats. Biodiversity net gain requirements create an incentive to do this, due to the credits within existing trees and hedgerows and the level of credits necessary if they are to be replaced.
- 3.10 The future planning application will be accompanied by a tree survey and Arboricultural Impact Assessment. Trees will be retained where possible. Where trees and/or hedgerows do require removal, draft Policy EN8 sets out criteria for mitigation.

Air Quality

- 3.11 The surrounding area is predominantly suburban, with housing on all sides of the Site, and large areas of green open space further to the north and south. The site is not within an air quality management area (AQMA) however, it is in close proximity to Watling Street Road to the south, Preston AQMA (Church Steet), 2 (Blackpool Road) and 4 (New Hall Lane). Development of the site is likely to result in an increase in traffic movements which could affect air quality. An Air Quality Impact Assessment will be first scoped with Environmental Health and its findings and any necessary mitigation will inform the design of the masterplan and the assessment will be submitted with the planning application. The impacts arising from traffic from the site can be mitigated with the inclusion of electric vehicle charging points and sustainable travel options. The potential for adverse air quality impacts during the construction phase would be managed through a Construction and Environmental Management Plan (CEMP) which is likely to be a conditional requirement of any planning approval.

Noise

- 3.12 The surrounding area is predominantly suburban, with housing on all sides of the site. The barracks and training grounds are in unrestrictive active military use with noise potential from heavy vehicles. A large proportion of the site is open space used for military training purposes including 25m ranges, assault course, tennis courts and playing field. In noise terms the redevelopment of the site would be more comparable with its surroundings. Potential noise sources include Watling Street Road. A Noise Impact Assessment will be first scoped with Environmental Health and its findings, and any necessary mitigation will inform the design of the masterplan. The assessment will be submitted with the planning application. The potential for noise impacts during the construction phase would be managed through a Construction and Environmental Management Plan (CEMP) which is likely to be a conditional requirement of any planning approval.

4. Technical Considerations - Archaeology and Built Heritage

- 4.1 A Heritage Impact Assessment (HIA), prepared in March 2024 by DIO (HE01b) has been used to understand the archaeological and heritage complexities of the whole barracks site and ensure that the allocation does not adversely affect the significance of any designated or non-designated heritage assets.

Archaeology

- 4.2 Lancashire County Council Historic Environment Team have advised that interest lies in the below-ground remains of former demolished barracks. The site of Watling Street Roman road is thought to cross the barracks and playing field and remains may survive. Such remains would not merit preservation in situ, but rather that they should be archaeologically excavated and recorded.
- 4.3 Further understanding of the archaeological resource is already being actively progressed. In September 2025, an archaeological excavation is planned under the MoD's flagship Operation Nightingale initiative, led by the DIO Historic Environment Team and supported by the Army. This work will directly inform future masterplanning, helping to ensure that significant archaeology is either preserved in situ or appropriately recorded.
- 4.4 The HIA identifies measures for archaeological assessment and mitigation across the whole site, including:
1. Desk-Based Assessment to collate historic mapping, aerial imagery, and previous archaeological interventions.
 2. Non-intrusive survey (e.g. geophysical prospection) to identify subsurface anomalies.
 3. Targeted evaluation trenching to test survival and significance.
 4. Preservation in situ for remains of high significance, with excavation, recording, analysis, and publication where loss is unavoidable.
 5. Integration of archaeological narratives into public realm design, e.g., marking the line of Watling Street within the street layout and providing on-site interpretation of Roman and Civil War heritage.
- 4.5 An Archaeological Impact Assessment will be first scoped with Lancashire County Council and will be used, together with any necessary mitigation, to influence the masterplan. The combination of the HIA's recommendations, ongoing research through Operation Nightingale, and a commitment to proportionate evaluation and mitigation means that the allocation can proceed without unacceptable harm to archaeological significance and can deliver public benefits through enhanced understanding and interpretation of the site's historic past.
- 4.6 Descriptions of the archaeological assets are included in Appendix G

Built Heritage

- 4.7 The Site contains two categories of designated heritage assets:
1. Fulwood Conservation Area – the barracks contribute strongly to the Fulwood Conservation Area through their historic military architecture, planned layout, landmark presence on Watling Street Road and Sir Tom Finney Way, and the group value of the listed buildings.
 2. 16 Grade II Listed Buildings – dating principally from 1842–1848 and forming “the most complete surviving example of a late 18th century concept of barrack design in England”. These include the South Gate, Chapel, Armoury, Canteen, Former Racquet Court, various stores and service buildings, the Keep, infantry and cavalry barracks, the Officers' Quarters and Mess, the Former Hospital, and three sections of perimeter walling.

Significance of the Fulwood Conservation Area

- 4.8 The Fulwood Conservation Area is significant for its architectural, historic, and townscape value, reflecting the planned 19th-century expansion of Fulwood and its association with military development. Its special interest derives from:
1. The strong group value of the Fulwood Barracks buildings and boundary walls, forming a landmark military complex within a largely residential area.
 2. The planned urban form and spacious layout, with wide streets, mature trees, and the contrast between the formal military core and surrounding villas.
 3. A coherent palette of materials, with extensive use of local sandstone, slate roofs, and high-quality detailing that creates visual unity.
 4. Historic associations with the British Army's presence in Preston since the mid-19th century, giving the area a distinct identity and sense of place.
- 4.9 The listed buildings within the barracks contribute substantially to this significance, both through their individual architectural merit and as part of the wider planned layout of the conservation area.

Significance of the Listed Buildings

- 4.10 The listed buildings themselves are significant for their architectural and historic interest as a coherent mid-19th-century planned military barracks in sandstone ashlar with slate roofs, largely retaining their original form and group value. Their importance is reinforced by:
1. The legibility of the original layout, with two parade grounds, flanking accommodation blocks, and defensive perimeter walls with blocked rifle loops.
 2. Their contribution to the Fulwood Conservation Area, particularly as a landmark group visible from Watling Street Road and Sir Tom Finney Way.
- 4.11 While some later 20th-century alterations and additions have occurred (including replacement windows and modern single-storey extensions), the core form, scale, and character of the buildings and the wider conservation area remain highly legible.

Contribution of Different Parts of the Site

- 4.12 The historic core — with its parade grounds, barracks blocks, and perimeter walls — makes the greatest contribution to heritage significance. The eastern part of the site — comprising playing fields and training areas — is visually and functionally separate from the historic core and, historically, was divided by a now-demolished stone wall. The HIA concludes that this eastern area makes a limited/low contribution to the significance of the listed buildings and the conservation area.

Potential Impacts of Site Allocation

- 4.13 Because the allocation covers the whole site, heritage considerations apply both to the historic core and to the eastern open land.
1. In the historic core, potential impacts could arise from the conversion of listed buildings, changes to the parade grounds, and the introduction of new or replacement buildings.
 2. In the eastern land, development could alter the wider setting of the barracks but, if carefully designed, would result in only limited harm given its low contribution to significance.

4.14 If sensitively designed, the allocation offers opportunities to:

1. Secure viable new uses for all listed buildings, ensuring long-term conservation.
2. Remove later intrusive alterations and reinstate lost architectural features.
3. Reintroduce a building on the former south-east range to reinstate historic enclosure to the infantry parade ground.
4. Improve public access to the barracks for the first time since their construction, including potential pedestrian routes from Watling Street Road to Arroyo Way.
5. Replace low-quality 20th-century buildings with development of appropriate scale, massing, and materiality, responding to the barracks' historic character.
6. Deliver heritage interpretation for both the military complex and the site's wider archaeological context.

HIA and Stakeholder Engagement

4.15 The HIA (March 2024) has been informed by on-site meetings and discussions with Historic England, Preston City Council's heritage advisor (Growth Lancashire), and the DIO Historic Environment Team. All parties have expressed broad support for the approach taken in the HIA and the principles it sets out.

Mitigation and Design Requirements

4.16 To avoid or minimise harm, allocation policy should require:

1. A Heritage Impact Assessment at planning application stage, assessing effects on the significance of each listed building, the conservation area, and non-designated heritage assets.
2. Masterplanning informed by detailed archival research into the site's original layout and use.
3. Retention and enhancement of the parade grounds as key open spaces.
4. Use of design codes to control the location, height, massing, and materials of new development.
5. Consultation with Historic England, the Council's Conservation Officer, the County Archaeologist, the DIO Historic Environment Team, and relevant amenity societies.

Conclusion – Heritage

4.17 The heritage significance of Fulwood Barracks is important in a local, regional and national context, with its completeness, group value, and planned form contributing to both its individual listed buildings and the Fulwood Conservation Area. While the allocation will involve managed change across the whole site, the HIA demonstrates that this can be achieved in a way that sustains significance, secures viable future uses, and delivers public benefits through access, interpretation, and restoration. Embedding the HIA's principles in the allocation policy, alongside robust design and conservation requirements, will ensure that Fulwood Barracks' historic environment is conserved and enhanced as part of its long-term regeneration.

4.18 The HIA identifies the assets, potential harm and mitigation. It concludes that any potential harm can be reduced and /or controlled through appropriate design measures. Remaining impacts would be outweighed by positive reuse and restoration of the listed buildings within the site.

5. Community Infrastructure

Open Space Provision

- 5.1 Sport England has commented that the site includes playing field or sports facilities and any loss which would prejudice their use would be inconsistent with the NPPF and Sport England's Playing Fields Policy.
- 5.2 The playing pitches on the site will be considered in the context of national and local policy when the site is masterplanned. Development of the site presents an opportunity to enhance publicly available open space in accordance with draft Policy HS4: Open Space and Playing Pitch Requirements in New Housing Developments, either on site and/or via contributions to offsite provision. The proposed open space provision will take into account the findings of the Central Lancashire Playing Pitch and Outdoor Sports Strategy.

Health

- 5.3 The Lancashire & South Cumbria Integrated Care Board stated in their representation to the Regulation 19 Consultation of the Central Lancashire Local Plan that 'Utilising the Office for National Statistics average household size (2017) of 2.4 persons per household would see a potential increase in population in this area of 720 persons. The nearest primary care practices to this development are The Healthcare Centre, Moor Park Surgery and Gutteridge Medical Centre.
- 5.4 NHS Property Services responded at Regulation 19 that draft Policy ID2: Developer Contributions accounts for health care needs to be addressed through contributions. However, S106 contributions have not been historically sought due to alternative funding mechanisms for NHS facilities (government capital budgets, private finance e.g. most GP surgeries are privately owned). There has also been a lack of evidence available from the NHS to show the funding gap and that the requests meet the CIL tests. Engagement will continue between the NHS, PCC and stakeholders to ensure the NHS can plan for an increase in demand and, if sufficient evidence is available which shows NHS funding requests meet the tests, contributions will be considered.

Education

- 4.1 Lancashire County Council (LCC) Education Authority has advised generally that the plan does not fully address education. The size and constraints on the site do not lend themselves to providing additional education directly. If a need arises from the development, the LPAs usual practice is to address through a S106 obligation in consultation with LCC.

Community Facilities

- 5.5 The redevelopment of the site offers the opportunity to re-purpose existing buildings for community use, which could include the museum building where feasible.

6. Deliverability

- 6.1 The land falls under the sole ownership of the MoD and as such, there are no complexities expected in terms of land assembly and equalisation agreements that can impact on the deliverability of sites.

- 6.2 Upon the commencement of marketing, potential purchasers / partners will be made fully aware of the constraints of the site, both physical and in terms of planning policy.
- 6.3 The DIO has instructed an advisory team comprising Savills and Tetra Tech to gain a detailed understanding of the site so that marketing can commence following the allocation of the site, thus enabling as early delivery as possible. The British Army are due to vacate the barracks from 2032. The allocation and subsequent masterplanning of the site will enable DIO to market the site in advance of vacation to ensure minimal holding costs for the public purse. The time between plan adoption and site vacation allows planning permission to be secured to ensure development works can commence soon after the Army vacate the site. We would anticipate the site to deliver housing from 2033/2034.
- 6.4 The DIO and PCC are working together to produce a masterplan for the site. This will provide advice on the constraints, mitigation, layout and design. It will support a future owner to develop a scheme which fully addresses the issues at the site enabling a planning application to be submitted in a form that is acceptable and can progress towards a planning permission swiftly.

Viability

- 6.5 The Central Lancashire Local Plan Main Viability Main Viability Report (IT05) identifies the site as RAG rating Amber. They identify the site as medium in terms of Location/value zone. Risk Mitigation for the site is identified as:
1. The site is located within a conservation area, which imposes constraints on the work. As a result, when using BCIS costs for the conservation of the building, the upper quartile figures will be applied to account for these complexities. Cost savings may be achievable once designs have been refined.
 2. Costs from 2020 can be revised using an index as a starting point.
 3. Professional fees: Higher than standard due to heritage complexities.
 4. MOD will not construct on the site but aims to de-risk it from a planning perspective before disposing of the site for redevelopment. As it is in their sole ownership, they have the ability to be pragmatic in their expected land receipt. The costs of remediation and dealing with the listed buildings will also need to be taken into account.
 5. Vacant Building Credit may apply which would reduce the level of affordable housing required.
 6. An off-site contribution for affordable housing could be discussed and may be acceptable.
 7. A mock road of the roman road is believed not to be required; however, a boundary feature should be included, as advised by Historic England.
 8. Improvements to the net to gross ratio and/or density could have a positive impact on viability, as well as pragmatic approaches to profit.
- 6.6 The report concludes,
- ‘Whilst the financial appraisal shows the site to be unviable based on the current masterplan, that is not unexpected at this point due to the Listed Buildings on site. As a sole landowner, for which the site will become a burden, finding an alternative use for the site will be a priority. A pragmatic approach to land receipts, profit and a well-designed scheme may enable the site to be deliverable.’

- 6.7 Subject to an appropriate design within the context of the heritage assets, there is the potential to deliver more than 300 dwellings on the site. This will enhance viability of the scheme.
- 6.8 There is also the potential for financial support due to the redevelopment of a brownfield site and the enhancement of heritage.
- 6.9 Phased development of the site will also help to support viability and manage viability across the development.
- 6.10 New development on the site will help to support the viability and development of the heritage assets. The draft policy recognises that through good design that the actual number of housing units could increase. DIO consider that a denser scheme that takes into consideration the protection of the heritage assets is advisable on viability grounds. The draft policy ensures any new development will respect the character and setting of heritage assets.

Conclusion

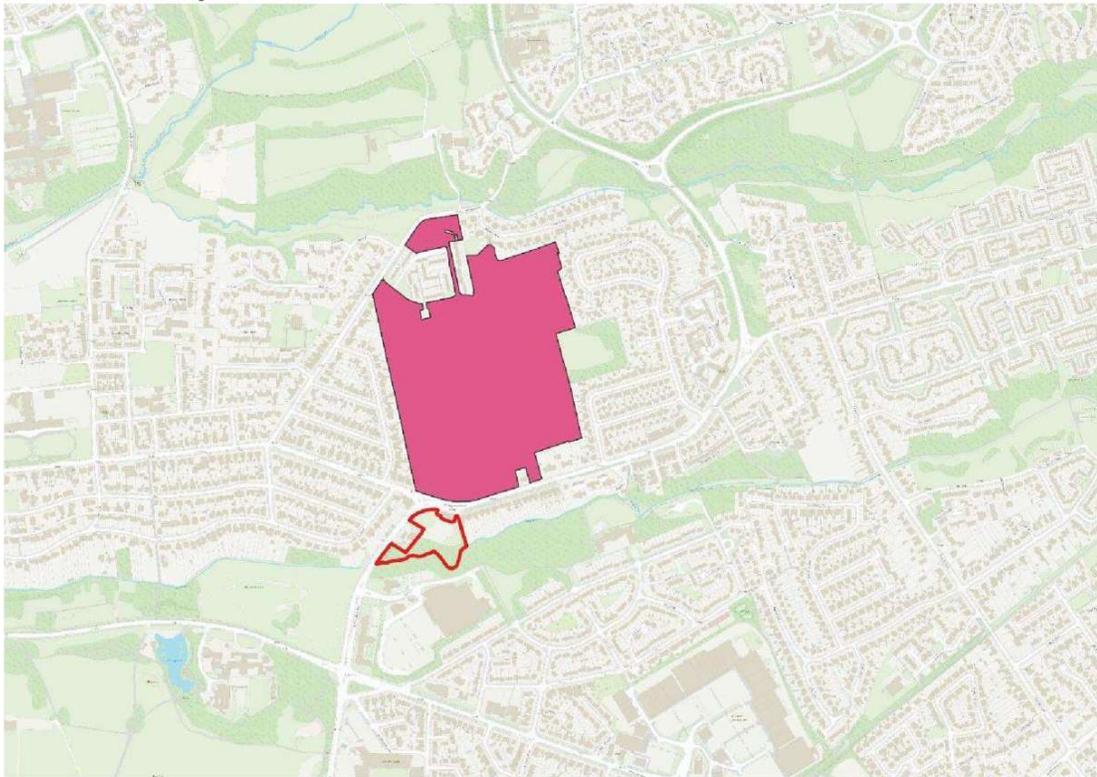
- 6.11 The content of this topic paper identifies the constraints and issues pertaining to this site and the ways in which they can be addressed. There are no constraints or issues that have the potential to prevent or adversely affect delivery of development of the scale and within the timescale envisaged by Policy SS4 and the trajectory.

Appendix A - SHELAA Stage 2 - Site Profile

Site Profile 4

Allocation Reference	SS4	SHELAA Ref(s)	19P005
Site Address	Fulwood Barracks, Watling Street Road, Fulwood, Preston, PR2 8AA		
Ward	Garrison	Settlement	Preston Main Urban Area
Site Area (Ha)	16.5	Capacity	300

Location Map



Site Details

Current Use	Brownfield. Defence base is still operational. Part Greenfield
Adjoining/Surrounding Uses	Residential
Current Allocations/Designations?	Part EP2 Existing Employment, and part EN8 Conservation Areas in 2012 Local Plan.
Known Developer Interest?	MOD led
Timescale	6+
Existing Planning Permission?	No

Infrastructure

Highways/Transport

<p><u>LCC Highway</u> - Primary access will be from Watling Street Road. Opportunities exist east of the historic gatehouse. Secondary access will be off Arroyo Way. There are bus stops and good standard of footways on Watling Street Road. Primary school and GP within 1 mile.</p> <p><u>Central Lancashire Highways and Transport Strategy</u> - The Stage 0 Transport Assessment undertook a high level RAG assessment of each site against 7 metrics. The</p>
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site was rated red for three of the metrics – Metric 2: Proximity to current sustainable transport services (bicycle), Metric 3: Access to proposed local transport schemes and Metric 7: Site vehicular accessibility. The overall Strategy highlights areas where further investment is needed and presents a framework of improvements needed which will be addressed through the Local Plan.

Utilities

The site has access to all utilities.
United Utilities – Onsite modelled sewer flood risk and record of sewer flooding in the vicinity of the site. Pressurized water main, wastewater network structures, pressurised sewer, gravity sewer, easement, UU right of way and UU property within boundary.

Heritage/Archaeology

A Heritage Impact Assessment has been completed for this site.
LCC - Amber - On the basis of the information currently held in the HER the proposed allocation site either contains a known site of archaeological interest (of a local or regional significance i.e. a non-designated heritage asset) and therefore is not considered likely to be a constraint to development, or the allocation is considered to have a potential to contain previously unknown archaeological deposits by virtue of its location, close proximity to a site of known archaeological interest, or its size (c.10ha.). The site could be put forward for allocation, but any planning application to develop the site will need to be accompanied by an Archaeological Desk Based Assessment and/or the results of an archaeological field evaluation. The development will likely require a level of archaeological mitigation.
Historic England - Amber - Numerous listed buildings on site and Fulwood Conservation Area.

Flood Risk

Level 1 SFRA Strategic Recommendation B - Level 2 SFRA required due to surface water.
 Level 2 SFRA – See detailed flood risk assessment for issues that must be addressed as part of a detailed planning application.
Lead Local Flood Authority – no known ordinary watercourse onsite. 0.39% of the site is at high risk of surface water flooding.
Environment Agency – Source Protection Zone 3

Flood Zone Coverage

Flood Zone 1 (Area %)	100
Flood Zone 2 (Area %)	0
Flood Zone 3a (Area %)	0
Flood Zone 3b (Area %)	0

Surface Water Flooding

1 in 30 year (Area %)	0.39
1 in 100 year (Area %)	1.4
1 in 1000 year (Area %)	6.64

No. of flooding reports on site

No. of flooding reports within 50m

No. of flooding reports within 100m

2
2

Appendix B - Summary of Representations Specific to the Site Received at Regulation 19

Taylor Wimpey UK Limited (A45.4)

1. Fulwood Barracks is assessed as unviable. The significant heritage assets on the site could reduce the net developable area considerably reducing viability and the ability of the site to deliver a policy compliant level of affordable housing. The site also has a landfill buffer zone to the northeast.

Historic England (D2.12 &D2.13)

2. Historic England welcomes the production of heritage impact assessments for the sites, that have been undertaken by the relevant authority. This assessment supports the inclusion of this site in the Local Plan, which includes mitigation/enhancement measures in relation to identified harm.
3. As drafted, the Local Plan does not ensure that this essential element of the evidence base is incorporated within the individual site policies. It is important that the content of this HIA and its requirements is tied into the Plan and that it is a requirement for the redevelopment of this site. This would provide guidance for those submitting applications for this allocation and would ensure that proposals conserve and enhance the historic environment, heritage assets and their setting in line with the requirements of the NPPF.
4. Suggested Modifications:
 - a) Policy SS4 Text Bullet 1 should be amended to read:
 - b) "...car parking, and areas of open land including playing fields and where the Battle of Preston occurred ~~an Ancient Battlefield~~".
 - c) Policy SS4 Bullet 3 should be amended to read:
 - d) "Any application on the site must be supported by an updated HIA (taking into account the content of the Council's HIA for the site), a detailed masterplan and design code all of which takes into account ~~for the heritage assets value of~~ affected by the site."

Lancashire & South Cumbria Integrated Care Board (D13.8)

5. Utilising the Office for National Statistics average household size (2017) of 2.4 persons per household would see a potential increase in population in this area of 720 additional persons. The nearest primary care practices that may be affected by this development are Dr Wilson and Partners (The Healthcare Centre), Moor Park Surgery, Gutteridge Medical Centre (2 x GP practices in situ).

United Utilities (D15.8)

7. Assets identified which are listed in the section on Utilities.

National Highways (by WSP) (D16.6)

8. It is viewed that, due to the location of the site, there may be adverse impacts to the SRN at M6 Junction 31 (approximately 2.7 miles via the A5085 and A59), M6 Junction 31a (approximately 1.7 miles via the B6242) and M55 Junction 1 (approximately 2.8 miles north via the A6). Interventions will be required to demonstrate that no adverse impacts will be experienced at these junctions in terms of capacity, queueing or safety. Any forthcoming Masterplan will need to demonstrate to National Highway's approval that this is not the case or offer appropriate methods of mitigation.

Sport England (D25.3)

9. Any forthcoming development proposals that would result in their loss of prejudice their use should be consistent with NPPF and Sport England's Playing Fields Policy. This is especially important where Sport England would be a statutory consultee on developments that would prejudice the use of playing fields. Note that Sport England applies its policy to any land in use as playing field or last used as playing field and which remains undeveloped, irrespective of whether that use ceased more than five years ago.

Defence Infrastructure Organisation (D11.1)

10. Site capacity and site boundary/ area amendments needed. Evidence does not support the retention of the existing 3g pitch. Reference to 3G pitches as a plural is inaccurate. Tennis and basketball court would not meet the definition of a 3G playing pitch. CL Playing Pitch Strategy and Action Plan - Stage E Report 2022 (and reports prior) do not list these as they are currently a private facility with no wider access.

Appendix C - Transport

Existing Constraints and Opportunities

1. There are a number of transport constraints at the site:
 - a. The B6241 Eastway / Watling Street Road junction is known to experience peak hour capacity constraint with LCC noting that traffic can queue on Watling Street Road from the Eastway junction to the site. The A6 and Blackpool Road also experience congestion.
 - b. Arroyo Way is a private road and would need to be upgraded to full adoptable standard as part of the development proposals.
 - c. There is no dedicated cycle infrastructure in the immediate vicinity of the site except for an advisory cycle lane running along both frontages of Watling Street Road some way from the site to the east.
 - d. There is a good standard of footways on Watling Street Road, however there are narrow parts in front of the site and a lack of crossing points.

2. The site context does provide opportunities for sustainable transport:
 - a. The site is well served by multiple bus routes (5, 6, 6A, 15, 49, 663, 664 and 960), with a stop outside the main entrance, as well as stops near the Garrison pub and on Watling Street.
 - b. There are several Public Rights of Way, including Footpath 6-1 FP 58 to the north (linking to 6-1 FP 18), leisure routes passing through a wooded area, a series of footpaths (comprising 6-1 FP 20, 6-1 FP 19, 6-2 FP 25, 6-2 FP 86, 6-2 FP 7 and 6-2 FP 26) to the south east, which are leisure routes along Eaves Brook connecting to a number of residential areas.
 - c. National Cycle Route (NCR) 6 runs along Fulwood Lane to the north west of the site, and provides access to Lancaster to the north and Preston City Centre to the south. There are also connections to NCR 622 and NCR 90 to the north, NCR 62 to the west and NCR 55 to the south.
 - d. The site therefore offers the opportunity to provide residential development in a highly sustainable location within reach of all daily services and facilities by active or public transport means.

Site Proposals

3. The future development at the site reflect the transport constraints and opportunities, and as per the Central Lancashire Local Plan Policy's SS4 and ST2 Sustainable Travel, the development will address access/highway issues and support sustainable travel by meeting the below criteria:
 - a. Primary access will be from Watling Street Road.
 - b. Secondary access will be from the existing priority controlled junction with Arroyo Way. Arroyo Way is a private road and would be improved / upgraded to adoptable highway standards.
 - c. Traffic generation from the development proposals may impact on the operation of junctions in immediate vicinity of the site. Other committed development schemes will be considered within the formal scoping stage of the future

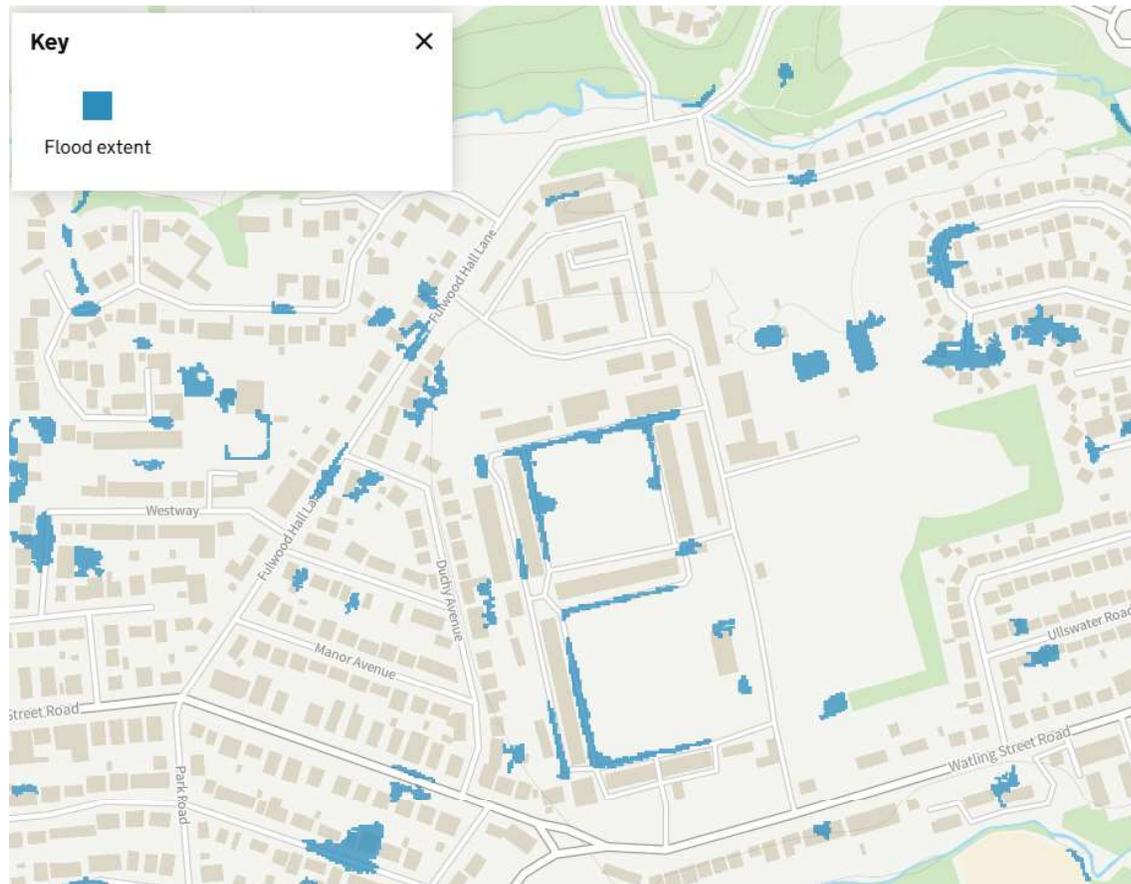
Transport Assessment. There is a potential requirement to identify and / or contribute to highway improvement works to mitigate impacts.

- d. In relation to junctions, primary access capacity, form and location will be confirmed using junction assessment software and appropriate traffic data when available.
- e. Options to increase permeability for cycling and walking are being considered and will be incorporated into the scheme design.
- f. Upgrades are required to existing access points, the road, cycling and footpath networks within the site.
- g. The development will create connectivity, permeability, ease of movement and legibility through the site for cycling and walking. The design of the site will consider and provide appropriate linkages to wider walking and cycling routes including those identified through the Central Lancashire LCWIP.
- h. Homes will have easy access to local services by a range of sustainable transport choices.

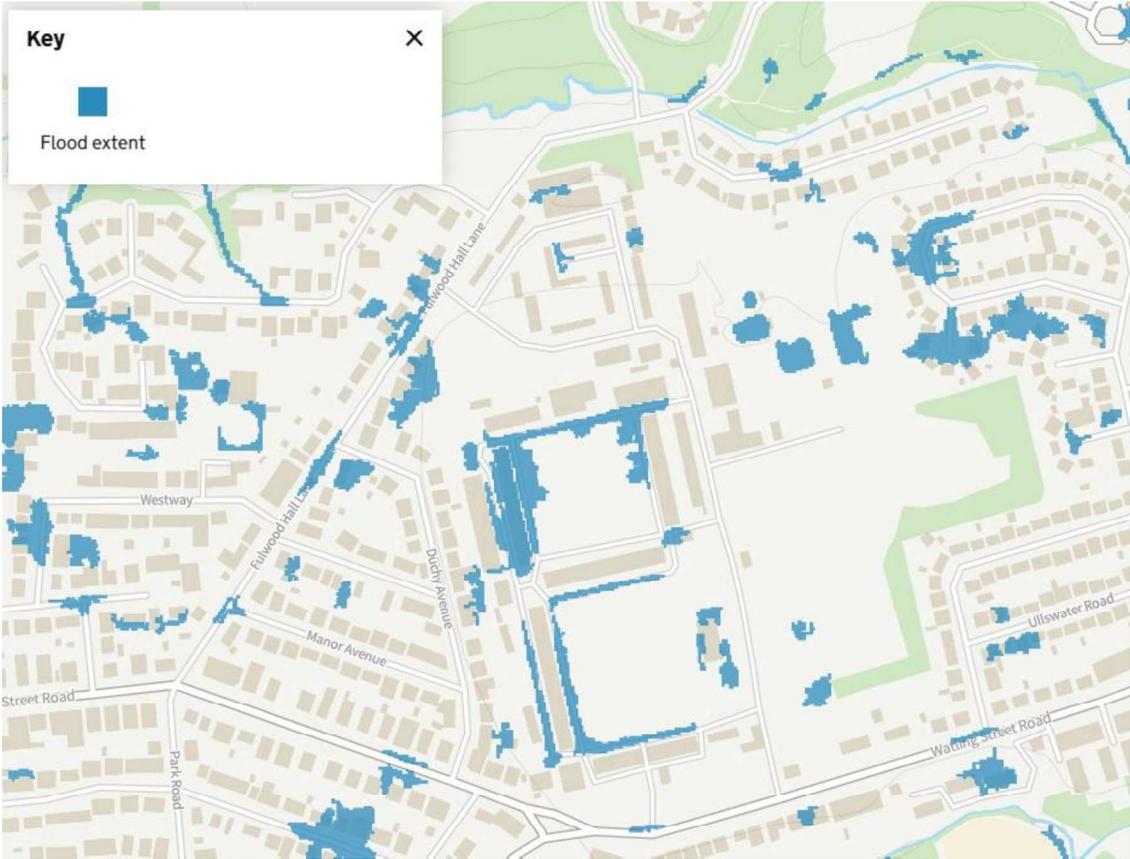
Appendix D - Flood Risk

Environment Agency Flood Maps for Planning (August 2025)

1. A review of the EA's surface water flood map for planning (August 2025) is provided below for the 1 in 30 year likelihood of flooding, which shows very similar extents.



2. A review of the EA's surface water flood map for planning (August 2025) is provided below for the 1 in 100 year likelihood of flooding, which shows very similar extents.



3. A review of the EA's surface water flood map for planning (August 2025) is provided below for the 1 in 1000 year likelihood of flooding, which shows very similar extents.



4. A review of the EA's Long Term Flood Risk maps is provided below.



**Yearly chance of flooding
between 2040 and 2060**

- Extent
 - High chance
More than 3.3% chance each
year
 - Medium chance
Between 1% and 3.3% chance
each year
 - Low chance
Between 0.1% and 1% chance
each year

Appendix E - Ground Conditions

1. The following potential sources of contamination have been identified associated with the historical use of the Site:
 - a) Made ground associated with the Site's development;
 - b) Fuel storage, servicing area/ workshop and washdown area, electrical substation and a former incinerator;
 - c) Four firing ranges (two still operational);
 - d) Made ground in a filled pond and
 - e) Made ground associated with the demolition of buildings.
2. The Site is not named in any environmental permits and has not been attributable for any substantiated pollution incidents.
3. Surrounding land use and site activities have a limited potential to generate contamination, Historical landfills located 81 m to the south and 95 m to the northeast received inert waste and are unlikely to impact the Site.

Appendix F - Utilities

Utilities

1. A Stage 1 Utilities report was commissioned circa 2020. The report has provided an overview of the gas and power utilities at the Fulwood Barracks site, both in terms of the existing infrastructure and associated constraints, and the potential future servicing requirements to enable disposal and redevelopment of the site. The report considers likely future Government policy with respect to the prohibition of gas heating at new build properties from 2025 and has taken into account the associated increased electrical demands.

The table below summarises the key findings of this report.

KEY FINDINGS SUMMARY TABLE		
Heading	Gas	Power
Existing Constraints	75mm LP main on Korea Road	Existing Fulwood Barracks N Sub-Station Associated LV cabling
Existing Wayleaves / Easements	n/a	Fulwood Barracks N Sub-Station Fulwood Barracks S Sub-Station
Enabling Works & Timescales	75mm LP reconfiguration (6 months) Removal of on-site gas (6 months)	New sub-station for Annington Homes (12 months) Removal of on-site power (6 months)
Existing Capacity	2400kW – 4100kW	2150kW
Future Demand	Zero kW assuming no gas	4000kW
Potential Upgrades & Timescales	n/a	New 6.6kV from Dodgson Rd Primary (24-36 months)
Future Wayleaves / Easements	n/a	New supply route (potential)
SUMMARY COMMENTS	Existing 75mm gas main on Korea Road will pose a constraint, though resolvable via reconfiguration of existing infrastructure. Minimal action required on gas network as assumed will not be required as part of future redevelopment. Diversion and on-site removals only.	Existing sub-station likely to constrain development unless can be kept in current location. New power supply required to the buildings to the north west of the boundary prior to on-site removals. Existing capacity insufficient to support new development, reinforcement will be required, Dodgson Rd 33kV Sub-Station identified as possible candidate. Future demand accounts for 2025 future homes standard.

Table 1: Gas & Power Utilities Key Findings

Potable Water and Wastewater

2. The site is serviced by Severn Trent Services (STS) under the Aquatrine programme and the local statutory undertaker is United Utilities (UU).
3. United Utilities identified the following constraints for this site in their publication stage rep (Rep D15):

- a. Pressurised water main within boundary of SS4 Fulwood barracks Watling Street Road (6inch)
 - b. Wastewater Network Structure at SS4 Fulwood barracks Watling Street Road (sewer overflow)
 - c. Pressurised sewer within the boundary of SS4 Fulwood barracks Watling Street Road (combined sewer – no diameter)
 - d. Gravity sewer within the boundary of SS4 Fulwood barracks Watling Street Road (combined sewer – 150mm, 1350mm, 150mm)
 - e. Easements - SS4 Fulwood barracks Watling Street Road(sewer easement Z1292 – No L&S)
 - f. UUW Right of Way SS4 Fulwood barracks Watling Street Road (LAN141216)
 - g. UU Property SS4 Fulwood barracks Watling Street Road (Control kiosk Fulwood Barracks)
 - h. External flooding incident SS4 Fulwood barracks Watling Street Road
4. Connections to UU's potable water and wastewater networks are available immediately adjacent to the site. Connections for surface water are also available to the north but will run through the Married Quarters (MQ) and Cadet Area.
 5. Adoption of Arroya Way will simplify access to the new development and requires only simple modifications to the STS potable water network. The cost of these modifications is outweighed by the benefits for disposal of the site.

Appendix G - Archaeology and Built Heritage

Designated Archaeology

1. There are no designated archaeological assets within the allocation site boundary.

Non-Designated Archaeological Assets

2. The allocation site, which covers the entire Fulwood Barracks complex including its historic core and eastern open land, contains two recorded non-designated heritage assets on the Lancashire Historic Environment Record (HER):
 - a. Site of Watling Street (Roman Road) – a Roman route from Ribchester to the coast, first discovered in the mid-19th century. While the precise extent and condition of survival within the allocation is unknown, there is potential for subsurface remains of regional archaeological significance.
 - b. Battle of Preston (A.D. 1648) – land within the eastern part of the allocation is potentially associated with the battle fought between 17–19 August 1648, when Parliamentary forces under Oliver Cromwell defeated Royalist and Scottish troops commanded by the Duke of Hamilton. While documentary sources suggest that the main fighting took place at Walton-le-Dale, this area has potential associative value as part of the wider battlefield landscape.
3. Lancashire County Council Historic Environment Team have advised that the interest lies in the below-ground remains of former demolished barracks buildings which can be seen on the 1st Edition Ordnance Survey. The remains took the form of substantial stone foundations, drainage channels and cobbled surfaces and it was considered that other well-preserved remains, including that of the Roman road from Ribchester to Poulton-le-Fylde that is thought to cross the barracks and playing field would also survive within the allocation site. Such remains would not merit preservation in situ, but rather that they should be archaeologically excavated and recorded as has already been the case.