

Carlton in Lindrick Neighbourhood Development Plan Review 2024-2038

**A report to Bassetlaw District Council on the Review
of the Carlton in Lindrick Neighbourhood
Development Plan**

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Executive Summary

- 1 I was appointed by Bassetlaw District Council in March 2026 to carry out the independent examination of the review of the Carlton in Lindrick Neighbourhood Plan.
- 2 The examination was undertaken by written representations. I visited the neighbourhood area on 8 April 2026.
- 3 The Plan includes a variety of policies and seeks to bring forward positive and sustainable development in the neighbourhood area. It has a focus on identifying sites for residential development, safeguarding its built and natural environment, designating a package of Local Green Spaces, and achieving well-designed places.
- 4 The Plan has been underpinned by community support and engagement. All sections of the community have been engaged in its preparation.
- 5 Subject to a series of recommended modifications set out in this report, I have concluded that the Carlton in Lindrick Neighbourhood Plan Review meets all the necessary legal requirements and should proceed to referendum.
- 6 I recommend that the referendum should coincide with the neighbourhood area.

Andrew Ashcroft
Independent Examiner
1 June 2026

1 Introduction

- 1.1 This report sets out the findings of the independent examination of the Carlton in Lindrick Neighbourhood Development Plan Review 2024-2038 (the Plan).
- 1.2 The Plan has been submitted to Bassetlaw District Council (BDC) by Carlton in Lindrick Parish Council (CPC) in its capacity as the qualifying body responsible for preparing the neighbourhood plan.
- 1.3 Neighbourhood plans were introduced into the planning process by the Localism Act 2011. They aim to allow local communities to take responsibility for guiding development in their area. This approach was subsequently embedded in the National Planning Policy Framework (NPPF) in 2012, 2018, 2019, 2021, 2023 and 2024. The NPPF continues to be the principal element of national planning policy.
- 1.4 The role of an independent examiner is clearly defined in the legislation. I have been appointed to examine whether the submitted Plan meets the basic conditions and Convention Rights and other statutory requirements. It is not within my remit to examine or to propose an alternative plan, or a potentially more sustainable plan except where this arises because of my recommended modifications to ensure that the plan meets the basic conditions and the other relevant requirements.
- 1.5 A neighbourhood plan can be narrow or broad in scope. It can include whatever range of policies it sees as appropriate to its designated neighbourhood area. In this case, the Plan is a review of the 'made' Plan. It has been designed to be distinctive in general terms, and to be complementary to the development plan. The Plan has a focus on identifying sites for residential development, safeguarding its built and natural environment, designating a package of Local Green Spaces, and achieving well-designed places.
- 1.6 Within the context set out above, this report assesses whether the Plan is legally compliant and meets the basic conditions that apply to neighbourhood plans. It also considers the content of the Plan and, where necessary, recommends changes to its policies and supporting text.
- 1.7 This report also provides a recommendation as to whether the Plan should proceed to referendum. If this is the case and that referendum results in a positive outcome the Plan would then form a part of the wider development plan and be used to determine planning applications in the neighbourhood area.

2 The Role of the Independent Examiner

- 2.1 The examiner's role is to ensure that any submitted neighbourhood plan meets the relevant legislative and procedural requirements.
- 2.2 I was appointed by BDC, with the consent of CPC, to conduct the examination of the Plan and to prepare this report. I am independent of both the BDC and CPC. I do not have any interest in any land that may be affected by the Plan.
- 2.3 I possess the appropriate qualifications and experience to undertake this role. I am a Director of Andrew Ashcroft Planning Limited. In previous roles, I have 43 years' experience in various local authorities at either Head of Planning or Service Director level and more recently as an independent examiner. I have significant experience of undertaking neighbourhood plan examinations and health checks. I am a member of the Royal Town Planning Institute and the Neighbourhood Planning Independent Examiner Referral System.

Examination Outcomes

- 2.4 There are a variety of ways in which a review of a neighbourhood plan can be examined. They are described in Section 3 of this report. In this case, I have concluded that the Plan needs both examination and a referendum.
- 2.5 In this context, as the independent examiner I am required to recommend one of the following outcomes of the examination:
- (a) that the Plan as submitted should proceed to a referendum; or
 - (b) that the Plan should proceed to referendum as modified (based on my recommendations); or
 - (c) that the Plan does not proceed to referendum on the basis that it does not meet the necessary legal requirements.

Other examination matters

- 2.6 In examining the Plan I am also required to check whether:
- the policies relate to the development and use of land for a designated neighbourhood plan area; and
 - the Plan meets the requirements of Section 38B of the Planning and Compulsory Purchase Act 2004 (the Plan must specify the period to which it has effect, must not include provision about development that is excluded development, and must not relate to more than one neighbourhood area); and
 - the Plan has been prepared for an area that has been designated under Section 61G of the Localism Act and has been developed and submitted for examination by a qualifying body.
- 2.7 Having addressed the matters identified in paragraph 2.6 of this report I am satisfied that each of the points have been met subject to the contents of this report.

2.8 Section 98 of the Levelling-up and Regeneration Act 2023 was enacted in March 2026. It requires that a neighbourhood plan:

- so far as the qualifying body considers appropriate, and having regard to the subject matter of the plan, must be designed to ensure that the development and use of land in the neighbourhood area contribute to the mitigation of, and adaptation to, climate change; and
- so far as the qualifying body considers appropriate and having regard to the subject matter of the plan, must be designed to take account of any local nature recovery strategy under section 104 of the Environment Act 2021 that relates to all or part of the neighbourhood plan area.

2.9 I have addressed the matters identified in paragraph 2.8 of this report and have taken account of the information in the revised Basic Conditions Statement (April 2026). I am satisfied that the submitted Plan complies with these two requirements.

3 Procedural Matters

3.1 In undertaking this examination I have considered the following documents:

- the submitted Plan
- the Basic Conditions Statement.
- the revised Basic Conditions Statement (April 2026).
- the Consultation Statement.
- the Design Guidance and Codes.
- the Housing Needs Assessment.
- the Community Masterplan
- the Statement of the Extent and Nature of the Review.
- the BDC SEA/HRA Screening report (December 2025)
- the representations made to the Plan.
- CPC's responses to the clarification note.
- the adopted Bassetlaw Local Plan (2020 to 2038).
- the National Planning Policy Framework (December 2024).
- Planning Practice Guidance.
- relevant Ministerial Statements.

3.2 The various documents are helpfully available on the BDC's website. Wherever possible, I will refer to the document concerned for the purposes of keeping this report as concise as possible.

3.3 I visited the neighbourhood area on 8 April 2026. I looked at its overall character and appearance and at those areas affected by policies in the Plan in particular. The visit is covered in more detail in Section 5 of this report.

The examination process for the review of a neighbourhood plan

3.4 The Neighbourhood Planning Act 2017 identifies the circumstances that might arise as and when qualifying bodies seek to review 'made' neighbourhood plans and introduces a proportionate process to do so based on the changes proposed.

3.5 There are three types of modification which can be made to a neighbourhood plan or order. The process will depend on the degree of change which the modification involves and as follows:

- minor (non-material) modifications to a neighbourhood plan or order which would not materially affect the policies in the plan or permission granted by the order. These may include correcting errors, such as a reference to a supporting document, and would not require examination or a referendum; or
- material modifications which do not change the nature of the plan or order and which would require examination but not a referendum. This might, for example, entail the addition of a design code that builds on a pre-existing design policy, or the addition of a site or sites which, subject to the decision of

the independent examiner, are not so significant or substantial as to change the nature of the plan; or

- material modifications which do change the nature of the plan or order would require examination and a referendum. This might, for example, involve allocating significant new sites for development.

3.6 The statement produced by CPC comments that the modifications to the policies constitute a material amendment to the Plan which require examination and a referendum.

3.7 I have considered the Modifications Statement very carefully. I agree with CPC that the changes proposed to the Plan are so substantial and significant to change to the nature of the Plan and require both an examination and a referendum. This report has been prepared accordingly.

3.8 It is a general rule that neighbourhood plan examinations should be held by written representations only. Having considered all the information before me, including the representations made to the submitted Plan, I was satisfied that the Plan could be examined without the need for a public hearing.

Revised Basic Conditions

3.9 The enactment of Section 99 of the Levelling Up and Regeneration Act 2023 on 25 March changed the basic conditions against which a neighbourhood plan is assessed. In order to address this matter CPC produced an update to the Basic Conditions Statement. Targeted consultation took place on the Addendum. Section 4 of this report addresses this matter alongside the broader responses to the Plan.

4 Consultation

Consultation Process

- 4.1 Policies in made neighbourhood plans become the basis for local planning and development control decisions. As such the regulations require neighbourhood plans to be supported and underpinned by public consultation.
- 4.2 In accordance with the Neighbourhood Planning (General) Regulations 2012, CPC prepared a Consultation Statement. It is proportionate to the neighbourhood area and the review of the Plan. It reflects the specific circumstances that have generated the community's desire to review the Plan.
- 4.3 The Statement sets out the various activities that were held to engage the local community during the initial stages of the plan-preparation process. They also provide details about the consultation process that took place on the pre-submission version of the Plan (August to September 2025).
- 4.4 CPC has built on the success of the consultation process associated with the made Plan.
- 4.5 The Statement sets out how CPC engaged with the community as part of the publication of the pre-submission Plan. A key element of the Statement is the way in which it comments about how submitted Plan took account of consultation feedback at the pre-submission phase. This helps to explain the way in which the Plan has evolved.

Consultation Feedback

- 4.6 Consultation on the Plan was undertaken by BDC and ended on 26 March 2026. This generated representations from the following organisations:
- Bassetlaw District Council
 - Environment Agency
 - Historic England
 - Natural England
 - NHS Property Services
 - Nottinghamshire County Council
- 4.7 Comments were also received from eight local residents which were focused on the two proposed housing allocations. I have taken all the comments into account in preparing this report. Where appropriate, I refer to specific representations in my commentary on the various policies in the Plan.
- 4.8 A separate consultation exercise was undertaken by BDC on the revised Basic Conditions Statement which ended on 28 April 2026. This generated representations from Bassetlaw District Council, the Environment Agency and National Highways.

5 The Neighbourhood Area and the Development Plan Context

The Neighbourhood Area

- 5.1 The neighbourhood area consists of the parish of Carlton-in-Lindrick. Its population in 2021 was 5663 persons. It is located approximately 2 kilometres to the north of Worksop and a kilometre to the south of Langold in pleasant countryside. Much of the neighbourhood area is in agricultural use. The neighbourhood area was initially designated on 26 June 2015, and was revised on 19 June 2025.
- 5.2 The village of Carlton-in-Lindrick dominates the neighbourhood area. It is principally located to the immediate west of the A60 Doncaster Road. The format of the village is based around properties served from either Long Lane or Rotherham Baulk. An extended conservation area was designated in 2010. It covers an area to the immediate south and east of the principal built up area of Carlton and includes the distinct character areas of The Green, The Cross, High Road, South Carlton, Carlton Hall and Park and Wigthorpe. The neighbourhood area is well-served by community and commercial facilities.
- 5.3 The neighbourhood area is one of great contrasts. It displays its strong mining heritage and the Firbeck Colliery site is now partially redeveloped for residential use (as allocated in the made Plan. St John the Evangelist Church is of Saxon origin with Norman and Gothic additions. Langold Country Park and Lake, the southern part of which sits within the neighbourhood area, is a fine example of the work of the renowned landscape designer Humphry Repton. The area to the south of the village is dominated by the parkland and the outbuildings formerly associated with Carlton Hall, an early seventeenth century hunting lodge.

Development Plan Context

- 5.4 The development plan covering the neighbourhood plan area is the Bassetlaw District Local Plan (2020 to 2038). It sets out a vision, objectives, a spatial strategy, and overarching planning policies that guide new development in the Plan period. The Local Plan was adopted in May 2024.
- 5.5 Carlton in Lindrick is identified as one of a series of Large Rural Settlements in the Local Plan. Policy ST2 comments that such settlements will experience residential growth over the Plan period to support their role and function. The policy establishes a minimum housing requirements for each individual settlement. In the case of Carlton, it is 520 homes.
- 5.6 The Local Plan includes a series of other policies which will affect the neighbourhood area as follows:
- Policy ST27 Affordable Housing;
 - Policy ST28 Housing Mix;
 - Policy ST33 Design Quality;

- Policy ST35 Landscape Character;
- Policy ST37 Green and Blue Infrastructure;
- Policy ST39 Trees, Woodland, and Hedgerows;
- Policy ST40 The Historic Environment;
- Policy 46 Protecting Amenity; and
- Policy ST48 Reducing Carbon Emissions, Climate Change Mitigation and Adaptation.

5.7 The submitted Plan has been prepared within its wider adopted development plan context. In doing so it has relied on up-to-date information and research that has underpinned existing planning policy documents in the District. This is good practice and reflects key elements in Planning Practice Guidance on this matter.

Visit to the Neighbourhood Area

- 5.8 I visited the neighbourhood area on 8 April 2026. I approached it from Oldcotes to the north. This helped me to understand its connection to the strategic road network and its setting in the wider countryside.
- 5.9 I looked initially at the various proposed Local Green Spaces (LGSs) in its northern part. I saw the scale and popularity of LGS 19 (Woodland) and the way in which LGSs 16 and 18 connected effectively with the new residential development off Lampman Way.
- 5.10 I then looked at the proposed housing allocation at the site of the former James Hince Court. I looked carefully at the way in which the site and its boundaries related to the surrounding residential areas. I saw the importance of the Civic Centre, the Library and the mall of shops in this part of the village.
- 5.11 I then looked at the proposed housing site off Doncaster Road.
- 5.12 I then looked at the retail and commercial facilities on High Road. Their importance to the community was very clear.
- 5.13 Throughout the visit, I looked at the other proposed Local Green Spaces, including those already included in the made Plan.
- 5.14 I left the neighbourhood area and drove to Worksop to the south. This part of the visit highlighted the relationship of the parish to Worksop and its retail and commercial services.

6 The Neighbourhood Plan as a whole

6.1 This section of the report deals with the submitted neighbourhood plan as a whole and the extent to which it meets the basic conditions. The revised Basic Conditions Statement has helped considerably in the preparation of this section of the report. It is a well-presented and informative document. It is also proportionate to the Plan itself. For clarity the following paragraph and the wider report assesses the Plan against the basic conditions that were enacted on 25 March 2026.

6.2 As part of this process I must consider whether the submitted Plan meets the basic conditions as set out in paragraph 8(2) of Schedule 4B of the Town and Country Planning Act 1990. To comply with the basic conditions, the Plan must:

- have regard to national policies and advice contained in guidance issued by the Secretary of State;
- contribute to the achievement of sustainable development;
- not have the effect of preventing development from taking place which is proposed in the development plan for the area of the authority (or any part of that area), and if it took place, would provide housing;
- not breach, and otherwise be compatible with, the assimilated obligations of EU legislation (as consolidated in the Retained EU Law (Revocation and Reform) Act 2023 (Consequential Amendment) Regulations 2023; and
- not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017.

6.3 I assess the Plan against the basic conditions under the following headings.

National Planning Policies and Guidance

6.4 For the purposes of this examination the key elements of national policy relating to planning matters are set out in the National Planning Policy Framework (NPPF) issued in December 2024.

6.5 The NPPF sets out a range of core land-use planning issues to underpin both plan-making and decision-taking. The following are particularly relevant to the Carlton in Lindrick Neighbourhood Plan Review:

- a plan-led system – in this case the relationship between the neighbourhood plan and the adopted Bassetlaw Local Plan;
- delivering a sufficient supply of homes;
- building a strong, competitive economy;
- recognising the intrinsic character and beauty of the countryside and supporting thriving local communities;
- taking account of the different roles and characters of different areas;
- highlighting the importance of high-quality design and good standards of amenity for all future occupants of land and buildings; and
- conserving heritage assets in a manner appropriate to their significance.

- 6.6 Neighbourhood plans sit within this wider context both generally, and within the more specific presumption in favour of sustainable development. Paragraph 13 of the NPPF indicates that neighbourhoods should both develop plans that support the strategic needs set out in local plans and plan positively to support local development that is outside the strategic elements of the development plan.
- 6.7 In addition to the NPPF, I have also taken account of other elements of national planning policy including Planning Practice Guidance and ministerial statements.
- 6.8 Having considered all the evidence and representations available as part of the examination I am satisfied that the submitted Plan has had regard to national planning policies and guidance in general terms. It sets out a positive vision for the future of the neighbourhood area. It has a focus on allocating sites for residential development, safeguarding its built and natural environment, designating a package of Local Green Spaces, and achieving well-designed places. The Basic Conditions Statement maps the policies in the Plan against the appropriate sections of the NPPF.
- 6.9 At a more practical level, the NPPF indicates that plans should provide a clear framework within which decisions on planning applications can be made and that they should give a clear indication of how a decision-maker should react to a development proposal (paragraph 16d). This is reinforced in Planning Practice Guidance. Paragraph ID:41-041-20140306 indicates that policies in neighbourhood plans should be drafted with sufficient clarity so that a decision-maker can apply them consistently and with confidence when determining planning applications. Policies should also be concise, precise, and supported by appropriate evidence.
- 6.10 As submitted, the Plan does not fully accord with this range of practical issues. Many of my recommended modifications in Section 7 relate to matters of clarity and precision. They are designed to ensure that the Plan fully accords with national policy.

Contributing to sustainable development

- 6.11 There are clear overlaps between national policy and the contribution that the submitted Plan makes to achieving sustainable development. Sustainable development has three principal dimensions – economic, social, and environmental. The submitted Plan has set out to achieve sustainable development in the neighbourhood area. In the economic dimension, the Plan includes a policy for the local economy (Policy 9), and allocates two sites for residential development (Policies 12a and 12b). In the social dimension, it includes policies for local green spaces (Policy 3), housing mix (Policy 7a), affordable housing (Policy 7b), and community facilities (Policies 8a and 8b). In the environmental dimension, the Plan positively seeks to protect its natural, built, and historic environment. It has specific policies on the natural environment (Policy 4) and design (Policy 6). This assessment overlaps with CPC's comments on this matter in the Basic Conditions Statement.

Not have the effect of preventing development from taking place which is proposed in the development plan for the area of the authority

- 6.12 I have already commented in detail on the development plan context in Bassetlaw District in paragraphs 5.4 to 5.8 of this report.
- 6.13 I consider that the submitted Plan delivers a local dimension to this strategic context. It responds positively to the growth agenda in Policy ST2 of the Local Plan and proposes the allocation of an additional site for housing development at the former James Hince Court. The implementation of the Plan will not prevent the development of the 520 homes within the parish required by the Local Plan.

Strategic Environmental Assessment

- 6.14 The Neighbourhood Plan (General) (Amendment) Regulations 2015 require a qualifying body either to submit an environmental report prepared in accordance with the Environmental Assessment of Plans and Programmes Regulations 2004 or a statement of reasons why an environmental report is not required.
- 6.15 In order to comply with this requirement BDC published a screening report in December 2025 on the need or otherwise for a Strategic Environmental Assessment (SEA) to be prepared for the Plan. The report is thorough and well-constructed. It includes the responses from the consultation bodies. As a result of this process, it concluded that the Plan is not likely to have any significant effects on the environment and accordingly would not require SEA.

Habitat Regulations

- 6.16 BDC prepared a Habitats Regulations Assessment (HRA) of the Plan at the same time. It concludes that the submitted Plan is unlikely to have significant effects on protected sites. The report is very thorough and comprehensive. It assesses the impact of the Plan on the Birklands and Bilhaugh SAC and the Sherwood Forest prospective potential SPA. It concludes that the Plan will not give rise to likely significant effects on protected site, either alone or in combination with other plans or projects, and Appropriate Assessment is not required.
- 6.17 Having reviewed the information provided to me as part of the examination I am satisfied that a proportionate process has been undertaken in accordance with the various regulations. In the absence of any evidence to the contrary, I am entirely satisfied that the submitted Plan is compatible with this aspect of neighbourhood plan regulations.

Human Rights

- 6.18 In a similar fashion I am satisfied that the submitted Plan has had regard to the fundamental rights and freedoms guaranteed under the European Convention on Human Rights (ECHR) and that it complies with the Human Rights Act. There is no evidence that has been submitted to me to suggest otherwise. In addition, there has been full and adequate opportunity for all interested parties to take part in the preparation of the Plan and to make their comments known. Based on all the evidence

available to me, I conclude that the submitted Plan does not breach, nor is in any way incompatible with the ECHR.

Summary

- 6.19 On the basis of my assessment of the Plan in this section of my report I am satisfied that it meets the basic conditions subject to the incorporation of the recommended modifications contained in this report.

7 The Neighbourhood Plan Policies

- 7.1 This section of the report comments on the policies in the Plan. It makes a series of recommended modifications to ensure that the various policies have the necessary precision to meet the basic conditions.
- 7.2 My recommendations focus on the policies themselves given that the basic conditions relate primarily to this aspect of neighbourhood plans. In some cases, I have also recommended changes to the associated supporting text.
- 7.3 I am satisfied that the content and the form of the Plan is fit for purpose. It is distinctive and proportionate to the neighbourhood area. The wider community and CPC have spent time and energy in identifying the issues and objectives that they wish to be included in the review of the 'made' Plan. The community has successfully marshalled the capacity to prepare the Plan to reflect changing circumstances including updated national planning policies and a recently-adopted Local Plan. This sits at the heart of the localism agenda.
- 7.4 The Plan has been designed to reflect Planning Practice Guidance (ID:41-004-20190509) which indicates that neighbourhood plans must address the development and use of land. Appendix D of the Plan includes a series of Community Actions.
- 7.5 I have addressed the policies in the order that they appear in the submitted Plan. Thereafter I comment on the Actions.
- 7.6 For clarity this section of the report comments on all the policies in the Plan.
- 7.7 Where modifications are recommended to policies they are highlighted in bold print. Any associated or free-standing changes to the text of the Plan are set out in italic print.

The initial sections of the Plan (Sections 1-6)

- 7.8 The initial elements of the Plan set the scene for the policies. They are proportionate to the neighbourhood area and the subsequent policies. Section 1 identifies the neighbourhood area (Map 1) and specifies the Plan period (in paragraph 6). It also helpfully sets out the reasons for the review of the Plan and the wider role of a neighbourhood plan in the overall development plan.
- 7.9 Section 2 sets out the nature of the parish and its current circumstances. Key elements of this section have underpinned some of the policies in the Plan.
- 7.10 Section 3 comments about the way in which the community was engaged as the Plan was being prepared. It overlaps with the submitted Consultation Statement.
- 7.11 Section 4 sets out a comprehensive vision for the Plan. It is very distinctive to the neighbourhood area and provide an overall context for the resulting policies. The Vision is as follows:

'By 2038 Carlton in Lindrick will still feel a rural village community. Sensitive and limited further expansion will have been complimented by the expansion of local village services and facilities.

Green gaps will have been retained around the edge of the village so there is still a sense of space and separation between Carlton in Lindrick village and Worksop. Within the village green spaces will ensure the rural character is maintained.

Important views across open countryside will have been preserved to reinforce the sense of the village as a separate rural community.

Limited housing growth on infill sites and on one allocated site at Peaks Hill, will have provided a range of dwellings including smaller ones and bungalows to meet a local need for downsizing.

Reflecting the increase in traffic from new dwellings within and outside the Parish and to increase safety for all road users, measures will have been implemented to provide:

- *additional pedestrian crossing points on the A6*
- *an improved junction onto the A60 from Long Lane*
- *safer vehicular movement to The Green, The Cross and Chapelgate reflecting their historic street layout.'*

7.12 Section 5 comments about the eight objectives of the Plan. Section 6 comments about how developers should engage with the community.

7.13 The remainder of this section of the report addresses each policy in turn in the context set out in paragraphs 7.5 to 7.7 of this report.

Policy 1 Sustainable Development, and the Development Boundary

7.14 This is a modified policy. The Plan advises that the criteria have been refined to reflect new evidence and to align with the Bassetlaw Local Plan, alongside an update of the development boundary to reflect recent developments.

7.15 The policy sets out a clear spatial strategy for the neighbourhood area and will concentrate new development in locations which will have ready accessibility to the commercial and community facilities in Carlton. The policy takes a positive approach to new development and has regard to Sections 5, 6, 8, 9 and 11 of the NPPF.

7.16 In this broader context I recommend the following modifications to bring the clarity required by the NPPF:

- a reconfiguration of the opening element of the third part of the policy so that applies consistently in the plural tense;
- a slight recast of the wording used in the fourth part of the policy; and
- a recasting of the fifth part of the policy so that it has regard to national policy on developer contributions (together with associated commentary in the supporting text).

- 7.17 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the opening element of the third part of the policy to read: ‘As appropriate to their scale, nature and location, development proposals should:’

Replace the fourth part of the policy with: ‘Development proposals that would improve the two Local Centres and enhance their retail offer to reinforce Carlton in Lindrick’s role as a Large Rural Settlement will be supported.’

Replace the fifth part of the policy with: ‘Where it is necessary to make the development concerned acceptable in planning terms proposals should demonstrate how they will address any identified shortfall in the local provision of education and medical services identified by Nottinghamshire County Council or the Health Authority as a consequence of the scheme.’

At the end of paragraph 50 add: ‘The fifth part of the policy comments about the potential need for development proposals to contribute towards the delivery of local infrastructure. This process will be managed within the context provided by the three legal tests in the Community Infrastructure Levy Regulations 2010, and the Bassetlaw Community Infrastructure Levy Charging Schedule’

Policy 2 Protecting the Landscape Character

- 7.18 This policy has been comprehensively expanded to address landscape character, including additional areas of landscape sensitivity, and key views.
- 7.19 It is an important and extensive policy, which revises the Plan’s approach to Areas of Landscape Sensitivity (Map 6c) and Key Views (Map 6d). I looked carefully at the proposed Areas of Landscape Sensitivity and the Key Views. I am satisfied that they have been appropriately identified.
- 7.20 The policy sets out a clear strategy for protecting the landscape character of the parish. The policy regard to Section 15 of the NPPF. I am satisfied that it meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Policy 3 Designation of Local Green Spaces

- 7.21 This policy continues to designate the local green spaces (LGSs) that were identified in the made Plan. It also proposes additional Local Green Spaces (shown separately for clarity at Appendix L and with details in Table 1). The policy takes the matter-of-fact approach as set out in NPPF 108
- 7.22 I looked carefully at the LGSs in the made Plan. I am satisfied that they continue to meet the criteria in paragraphs 106 and 107 of the NPPF.
- 7.23 I looked at the proposed additional LGSs carefully during the visit. I paid specific attention to the larger of the proposed LGS to the immediate north of the built-up part of the neighbourhood area. I saw their well-used nature. I also saw the way in which the new residential development off Lampman Way had carefully incorporated access

into the various open spaces. Based on information provided by CPC in its response to the clarification note and my own observations, I am satisfied that the proposed LGS meet the broader criteria as set out in paragraphs 106 and 107 of the NPPF.

- 7.24 The distinction in the Plan between the existing and the proposed LGSs is very clear. However, if the Plan is made, they will represent the amended batch of LGSs for development plan purposes. As such I recommend that the referendum version of the Plan identifies the existing/proposed LGSs as a single package. CPC supported this proposition in its response to the clarification note. In order to maintain the overall flow and direction of the supporting text I recommend that this is best achieved by the creation of a new map showing the broader package.
- 7.25 I recommend that the discrepancy between the numbering of the LGSs on Map 7b and in Appendix L (between LGSs 17 and 18) is corrected.
- 7.26 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Replace the first part of the policy with: The Plan designates the areas identified on Maps 7a and 7b as Local Green Spaces.

At the end of paragraph 79 add: 'The overall package of Local Green Spaces is shown in Map 7c.'

Include a new Map (7c) showing the overall package of LGSs that will apply throughout the Plan period.

Correct the discrepancy between the numbering of the LGSs on Map 7b and in Appendix L (between LGSs 17 and 18).

Policy 4 Protecting and Enhancing the Natural Environment

- 7.27 This is an extensive policy on the natural environment. It has been comprehensively expanded from the details in the made Plan. It is underpinned by very detailed supporting text.
- 7.28 In general terms the policy is a very good response to Section 15 of the NPPF. In this broader context I recommend the following modifications to bring the clarity required by the NPPF:
- a reconfiguration of the opening element of the second part of the policy so that it would apply a proportionate way;
 - a slight recast of the wording used in the fifth part of the policy so that it would applying a proportionate way and apply directly to the development management process;
 - a recasting of the sixth part of the policy so that it better relates to the development management process and refers to the fifth rather than the third part of the policy; and

- the deletion of the final part of the policy and its repositioning into the supporting text. This will acknowledge that there is no need for a neighbourhood plan to repeat or restate national policy.

7.29 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Replace the opening element of the second part of the policy with: ‘As appropriate to their scale, nature and location development proposals should:’

Replace the opening element of the fifth part of the policy with: ‘As appropriate to their scale, nature and location development proposals should seek to incorporate the following measures:’

Replace the sixth part of the policy with: ‘Proposals for the development of a cemetery at Tinkers Hill which incorporate the enhancement measures as set out in the fifth part of this policy will be supported.’

Delete the seventh part of the policy

At the end of paragraph 89 add the deleted seventh part of the policy

Policy 5 Reducing the Risk of Flooding

7.30 This is a new policy. It responds to the flooding profile of the neighbourhood area as set out extensively in the supporting text.

7.31 In general terms the policy takes a positive approach to the risk of flooding and has regard to Section 14 of the NPPF.

7.32 The first and second parts of the policy overlap with national planning policy. I recommend that they are recast to avoid repetition of national policy and to bring local distinctiveness based on BDC’s helpful representation. I also recommend that paragraph 102 of the Plan is modified accordingly.

7.33 I am satisfied that the third and fourth parts of the policy are both appropriate and locally distinctive.

7.34 With the incorporation of the recommended modifications I am satisfied the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Replace the first and second parts of the policy with:

‘Development proposals must follow a sequential approach to flood risk management. For development in flood zones 2 and 3, the exception test will be applied where appropriate in accordance with Table 2 of National Planning Practice Guidance.

In addition, where development passes the tests in Part 1 it must provide a flood resilient design and layout in accordance with Design Code C4.’

Replace paragraph 102 with:

'Most development will be on allocated sites, and sequential testing will may be required as part of the planning process in securing permission. The one remaining site allocated for up to 10 dwellings and the redevelopment of the former James Hince site must ensure flood risk is not increased on and off site and is where possible reduced to the surrounding areas.'

Policy 6 Achieving Well Designed Places

- 7.35 This is a new policy. It is underpinned by the very comprehensive Carlton in Lindrick Design Code.
- 7.36 The policy comments that proposals should demonstrate a high design quality that will contribute to the character of the Parish. It also advises that in order to achieve this, development proposals should reinforce the character of the area demonstrating it has taken into account the most up-to-date, design guidance and codes (the Carlton in Lindrick Design Codes and Guidance 2024 or its equivalent). Finally the policy advises that as appropriate to their scale, nature and location, and in accordance with Design Codes A1 to C4 in the Carlton in Lindrick Design Code 2024, development proposals should respond positively to a series of design criteria.
- 7.37 The Design Code identifies a series of character areas which are also summarised in the supporting text. A series of design guidance and codes specific to each character area (page 20-39) are provided in addition to area wide codes (page 41-71). The policy is structured around a general element and other parts directly relating to each character area. The policy comments that proposals within the character areas should address the design codes relevant to the character area and the area wide codes.
- 7.38 This is an excellent policy. The Design Codes is an excellent document in its own right and impressively identifies character areas. The design criteria in the third part of the policy are locally-distinctive. This approach is then compounded by the information in the sections of the policy which relate to the defined character areas (parts 5-8). In the round the approach taken is a first-class local response to Section 12 of the NPPF
- 7.39 In this broader context I recommend specific modification to the punctuation in the policy so that it is clear that development proposals need to meet all the various criteria. Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

In parts 3-8 of the policy replace the commas at the end of each criterion with semi-colons and add 'and' after the penultimate criterion (in each part of the policy)

Policy 7a Housing Mix and Type

- 7.40 This is a revised version of Policy 2 in the made Plan, and reflects the findings of the Carlton in Lindrick Housing Need Assessment (HNA). The policy has two key elements:

- proposals for housing schemes are required to deliver a housing mix that reflects the need identified in the most up to date housing need assessment; and
- development proposals will be supported which provide a mix of housing types and sizes with a particular focus on two bed dwellings and properties suitable for older people (bungalows or level access low rise flats).

7.41 The policy takes a positive approach to these matters and has regard to Sections 5 and 8 of the NPPF. In addition, it is underpinned by the findings of the HNA.

7.42 In this broader context I recommend modifications to the first and fourth parts of the policy so that they have the clarity required by the NPPF and can be applied by BDC through the development management process. I also recommend that paragraph 135 is modified to provide a context for the fourth part of the policy (on the redevelopment of the former James Hince Court) and makes a connection with Policy 12a of the Plan which provides a wider context for the redevelopment of the site.

7.43 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the first part of the policy with: ‘Development proposals for housing schemes should deliver a housing mix that reflects the need identified in the most up-to-date housing need assessment.’

Replace the fourth part of the policy with: ‘Proposals for the redevelopment of the former James Hince Court site on Windsor Gardens for housing for older people will be supported.’

At the end of paragraph 135 add: Part 4 of the Policy 7a of this Plan comments about the potential for the redevelopment of the former James Hince Court site to deliver housing for older persons. The overall development of the site is addressed in Policy 12a of this Plan.’

Policy 7b Affordable Housing

7.44 This is a revised version of Policy 2 of the made Plan, and reflects the findings of the Carlton in Lindrick Housing Need Assessment (HNA). The policy has three key elements:

- on sites of 10 or more dwellings, development will be supported which provides affordable housing in accordance with District and national policy;
- affordable housing may be in the form of affordable rented, social rented, shared ownership or affordable homes for sale, Discounted Market Sale, or a combination and the mix should reflect the most up to date evidence of need; and
- affordable housing schemes should be fully integrated with market housing and be consistent in the quality of design and provision of private and public spaces, to create mixed and sustainable communities.

- 7.45 As with Policy 7a the policy takes a positive approach to these matters and has regard to Sections 5 and 8 of the NPPF. In addition, it is underpinned by the findings of the HNA. I am satisfied that the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Policy 8a Protecting and Enhancing Community Facilities and Services

- 7.46 This policy is a revised version of Policies 13 and 14 in the made Plan, and comments about community facilities. It is a comprehensive policy which addresses:

- safeguarding a series of existing community facilities;
- the provision of new community facilities associated with new development; and
- the relationship of new development to the provision of medical and educational facilities.

- 7.47 I saw the importance of the identified facilities during the visit.

- 7.48 In general terms the policy takes a positive approach to the availability of community facilities in the neighbourhood area and has regard to Section 8 of the NPPF. Within this broader context I recommend the following modifications to bring the clarity required by the NPPF and to allow BDC to be able to apply the policy through the development management process:

- detailed modifications to the first part of the policy including the unnecessary reference to proposals being to the satisfaction of BDC (given that it is the local planning authority);
- revisions to the second part of the policy to reflect the representation from BDC; and
- a simplification of the fourth part of the policy

- 7.49 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

In the first part of the policy:

- **list the community facilities by letters rather than by numbers;**
- **replace ‘commutative’ with ‘community’; and**
- **delete ‘to BDC’s satisfaction’**

Replace the second part of the policy with:

‘When community facilities are considered necessary as part of wider development proposals (such as the development of Peaks Hill Farm), developers should ensure that adverse impacts on infrastructure are appropriately mitigated, secured either on site and/or off site including through a financial contribution, either alone or cumulatively with other developers to meet the identified need.’

Replace the fourth part of the policy with:

‘Major development proposals should demonstrate that their impacts upon infrastructure, including upon medical and educational provision will be appropriately mitigated. The provision of additional medical and educational facilities (especially to meet the need for secondary school provision) will be supported.’

Policy 8b Local Centres

- 7.50 This policy is a revised version of Policies 13 and 14 in the made Plan, and addresses community facilities and local centres. It consolidates the approach taken in Policy 8a. Parts 1 and 2 of the policy relate to the provision of retail uses in Local Centres generally, and part 3 relates to the High Road Local Centre.
- 7.51 I saw the importance of the local centres to the community during the visit. The policy takes a positive approach to this issue and has regard to national policy. I am satisfied that the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Policy 9 Supporting the Local Economy

- 7.52 This policy is a revised version of Policy 7 of the made Plan and reflects the approach taken in the Local Plan. It addresses:
- the sustainable growth of businesses;
 - new employment proposals within the settlement boundary;
 - the protection of identified employment sites;
 - proposals which will support the employment of local people; and
 - proposals for rural enterprises.

- 7.53 The policy takes a positive approach to these matters and has regard to Section 6 of the NPPF. In addition, it is underpinned by the data in the 2021 Census on economic activity and occupation types. I am satisfied that the policy meets the basic conditions. It will contribute to the local delivery of the economic and the social dimensions of sustainable development.

Policy 10 Protecting and Enhancing Heritage Assets

- 7.54 This is a new policy. It addresses both designated and non-designated heritage assets (NDHAs). The approach in the policy relies on the details included in the Conservation Area Appraisal and Management Plan (January 2011).
- 7.55 This policy addresses heritage assets in a very positive way and has regard to Section 16 of the NPPF. In particular it makes an appropriate distinction between heritage assets and NDHAs.
- 7.56 I correct a typographical error in the second part of the of the policy. Otherwise, I am satisfied that the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

In the second part of the policy replace ‘host’ with ‘heritage’

Policy 11a Traffic, Speeding and Pedestrian Safety

- 7.57 This is a new policy which takes a wide-ranging approach towards pedestrian safety. It reflects the very helpful and distinctive supporting text in Section 17 of the Plan.
- 7.58 In general terms the policy is a good local response to Sections 8 and 9 of the NPPF. In this broader context I recommend detailed modifications to the wording used to bring the clarity required by the NPPF. Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

In parts 2 and 4 of the policy replace ‘are supported’ with ‘will be supported’

Replace the third part of the policy with: ‘Proposals that reduce the traffic flow along Greenway to reflect the narrow road, and which will improve pedestrian and vehicle safety will be supported.’

Policy 11b Improving Walking and Cycling Routes

- 7.59 This is a new policy. As the Plan describes a strong network of routes already exists, including street pavements, quieter roads and lanes, and a significant network of off-road Public Rights of Way, helping to connect different parts of the neighbourhood area. The policy seeks to consolidate this position and where practicable ensure that development proposals are sensitively incorporated into the networks. The policy is underpinned by helpful and positive supporting text.
- 7.60 In general terms this is a good policy which has regard to Sections 8 and 9 of the NPPF. Within this context I recommend that the wording is modified in parts of the policy to bring the clarity required by the NPPF and to ensure consistent wording within the policy itself.
- 7.61 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Replace the second part of the policy with: ‘Relevant development proposals should demonstrate how they protect and where practicable enhance existing Public Rights of Way and permissive routes.’

In the third and fourth parts of the policy replace ‘are supported’ with ‘will be supported’

Policy 12a Redevelopment of James Hince Court

- 7.62 This is a new policy. It comments about the redevelopment of the former James Hince Court for residential development or for a mixed development. The site is a brownfield infill site located in the west part of the village off Windsor Gardens. The former building has now been demolished.
- 7.63 The policy proposes the allocation of the site for residential or mixed (community) use, in accordance with the community masterplan design principles set out in the Plan

based on work undertaken by AECOM. Map 15d helpfully sets out the constraints and opportunities that apply to the site.

- 7.64 A related Community Action proposes that CPC will work with the landowners to secure the high-quality redevelopment of this site in accordance with the community masterplan design principles.
- 7.65 In general terms I am satisfied that the redevelopment of the site for residential uses or for a mixed-use scheme is appropriate and will contribute towards the local delivery of sustainable development. The site is very well-related to the community and commercial facilities in the Long Lane part of the village. I am also satisfied that with careful attention to design and layout, development proposals on the site can be comfortably accommodate into the local environment. These matters are addressed in the criteria in the first part of the policy. In reaching this conclusion I have taken account of the representations made on the policy by several local residents.
- 7.66 I note the various options for the development of the site in Appendix J and the Plan's preference for Option A. In its response to the clarification note CPC advised that:
- 'Option A (minus the community growing area) was preferred by the NPG. The criteria in policy 12a were intended to provide a policy framework that would ensure developers took these requirements into account but the policy wording was also seeking some flexibility in the exact layout – an explicit mention could be made to Option A but note that it is option A without the community growing area'*
- 7.67 I recommend a modification to paragraph 230 based on CPC's response. This will bring the clarity required by the NPPF.
- 7.68 The policy takes a positive approach towards the redevelopment of this site. It proposes the redevelopment of a brownfield site in the Settlement Boundary and has regard to Sections 5, 6, 8, 9 and 11 of the NPPF. The policy makes appropriate references to the need for good design (Policy 6) and meeting local housing needs (Policy 7a).
- 7.69 In this broader context, I recommend that the third part of the policy is recast so that it properly expresses its intentions in a policy format that will have the clarity required by the NPPF. I also recommend that the fourth part of the policy (on biodiversity net gain) is deleted and repositioned into the supporting text. This acknowledges that there is no need for a neighbourhood plan to restate national policies.
- 7.70 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the third part of the policy with:

'Development proposals should ensure that flood risk is not increased within the site or the surrounding land and buildings. Gardens and other soft landscaping should be included with proposed developments to ensure both appropriate levels of amenity and the management of surface water within the site.'

Delete the fourth part of the policy

At the end of paragraph 229 add: 'Development proposals should provide at least 10% net biodiversity gain in accordance with national legislation.'

Replace paragraph 230 with: 'The options presented in the community masterplan are set out at Appendix J. Option A was preferred by residents living in proximity to the site but with a green space rather than an area for community growing due to the site constraints and limited on street parking. Whilst this approach should shape development proposals that come forward, they will principally be assessed against the criteria in the first part of Policy 12a.'

Policy 12b Land east of Doncaster Road

- 7.71 This is a revised version of Policy 4 of the Plan and reflects the Carlton in Lindrick Design Code and Community Masterplans.
- 7.72 The site is 0.88 hectares in size. It was allocated in the made Plan and this approach is continued in the submitted Plan (subject to a series of criteria). The site is a redundant area of land bounded by hedging and residential properties to the west and south.
- 7.73 Paragraph 232 of the Plan advises that the neighbourhood plan site allocations report for the previous neighbourhood plan identified this site as suitable for future development. During the public consultation it was clear that the community had concerns regarding the site being entirely developed due to the access to the existing road network and impact on traffic congestion. As part of the site allocation process, it was agreed that there should be a limit on the number of dwellings to reduce the detrimental impact on these issues raised by the community. An indicative figure of 10 homes is identified in the policy. Map 15f shows the constraints and opportunities for the development of the site.
- 7.74 In general terms, I am satisfied that the redevelopment of the site for residential uses is appropriate and will contribute towards the local delivery of sustainable development. It is very well related to the community and commercial facilities in the wider village and, as the Plan advises, is a 10-minute walk both to the Co-op store on the main road and to the High Road Local Centre I am also satisfied that with careful attention to design and layout development proposals on the site can be comfortably accommodate into the local environment. These matters are addressed in the criteria in the first part of the policy. In reaching this conclusion, I have taken account of the representations made by several local residents.
- 7.75 In this broader context I recommend that the final sentence of the second part of the policy is recast so that it properly expresses its intentions in a policy format that will have the clarity required by the NPPF. I also recommend that the third part of the policy (on biodiversity net gain) is deleted and repositioned into the supporting text. This acknowledges that there is no need for a neighbourhood plan to restate national policies.

- 7.76 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

Replace the final sentence of the second part of the policy with: ‘Development proposals should ensure that flood risk is not increased within the site or the surrounding land and buildings.’

Delete the third part of the policy

At the end of paragraph 237 add: ‘Development proposals should provide at least 10% net biodiversity gain in accordance with national legislation.’

Community Actions

- 7.77 Appendix D of the Plan includes a series of Community Actions which have arisen as the Plan was developed. They are a non-land use matter which cannot directly be addressed as planning policies. In accordance with national advice, the Actions are included in a separate section of the Plan.

- 7.78 I am satisfied that the Actions are both appropriate and distinctive to the parish. The following are noteworthy:

- Action 1: To seek funding to enhance the public realm and appearance of shop fronts at Long Lane Local Centre and the High Street Local Centre;
- Action 4: To improve pedestrian safety;
- Action 6: To improve the access off Poppy Way Fields; and
- Action 7: Increase the provision of allotments

- 7.79 From Action 4 onwards the Actions are referred to as Aspirations. I recommend a modification so that these Actions have the correct titles.

From Action 4 onwards replace ‘Aspiration’ with the ‘Action’ in the bold headings

Monitoring and Review

- 7.80 Section 21 of the Plan addresses the way in the Plan will be monitored and reviewed. This is best practice and reflected the government’s expectations that development plans are both topical and up-to-date.

Other Matters - General

- 7.81 This report has recommended a series of modifications both to the policies and to the supporting text in the submitted Plan. Where consequential changes to the text are required directly because of my recommended modification to the policy concerned, I have highlighted them in this report. However other changes to the general text may be required elsewhere in the Plan because of the recommended modifications to the policies. It will be appropriate for BDC and CPC to have the flexibility to make any necessary consequential changes to the general text. I recommend accordingly.

Modification of general text (where necessary) to achieve consistency with the modified policies.

Other Matters - Specific

- 7.82 BDC has made detailed comments on the Plan. They have been very helpful as part of the wider examination process. Where they relate directly to specific policies, I have considered them in my assessment on a policy-by-policy basis. BDC has also made more general comments on the Plan. In this context I recommend the following modification:

Map 11: Revise the map to differentiate the local centres in a different colour

8 Summary and Conclusions

Summary

- 8.1 The Plan sets out a range of policies to guide and direct development proposals in the period up to 2038. It is distinctive in addressing a specific set of issues that have been identified and refined by the wider community to safeguard the character of the neighbourhood area and to designate Local Green Spaces. In the round, it is an excellent example of a review of a neighbourhood plan.
- 8.2 Following the independent examination of the Plan, I have concluded that the submitted Carlton in Lindrick Neighbourhood Development Plan Review meets the basic conditions for the preparation of a neighbourhood plan subject to a series of recommended modifications.

Conclusion

- 8.3 Based on the findings in this report I recommend to Bassetlaw District Council that subject to the incorporation of the modifications set out in this report the Carlton in Lindrick Neighbourhood Development Plan Review should proceed to referendum.

Referendum Area

- 8.4 I am required to consider whether the referendum area should be extended beyond the Plan area. In my view, the neighbourhood area is entirely appropriate for this purpose and no evidence has been submitted to suggest that this is not the case. I therefore recommend that the Plan should proceed to referendum based on the neighbourhood area as most recently approved by the District Council on 19 June 2025.
- 8.5 I am grateful to everyone who has contributed to the examination. The Parish Council's responses to the clarification note were both helpful and timely and BDC managed the process in a very efficient way.

Andrew Ashcroft
Independent Examiner
1 June 2026