

Saxilby with Ingleby Neighbourhood Development Plan Review 2025-2040

**A report to West Lindsey District Council on the
review of the Saxilby with Ingleby Neighbourhood
Development Plan**

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Executive Summary

- 1 I was appointed by West Lindsey District Council in November 2025 to carry out the independent examination of the review of the Saxilby with Ingleby Neighbourhood Plan.
- 2 The examination was undertaken by way of written representations. I visited the neighbourhood area on 18 November 2025.
- 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 safeguarding its built and natural environment and promoting residential development.
- 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 review of the Saxilby with Ingleby Neighbourhood Plan meets all the necessary legal requirements and should proceed to referendum.
- 6 I recommend that the referendum area should coincide with the neighbourhood area.

Andrew Ashcroft
Independent Examiner
3 March 2026

1 Introduction

- 1.1 This report sets out the findings of the independent examination of the Saxilby with Ingleby Neighbourhood Development Plan Review 2025-2040 (the Plan).
- 1.2 The Plan has been submitted to West Lindsey District Council (WDC) by Saxilby with Ingleby Parish Council (SwIPC) 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). The NPPF continues to be the principal element of national planning policy. It was most recently updated in December 2024.
- 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. The Plan has been designed to be distinctive in general terms, and to be complementary to the development plan. It has a focus on safeguarding its built and natural environment, and promoting residential development.
- 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 WLDC, with the consent of SwIPC, to conduct the examination of the Plan and to prepare this report. I am independent of both WLDC and SwIPC. 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 In my role as the independent examiner of the Plan 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.
- 2.5 The outcome of the examination is set out in Sections 7 and 8 of this report.

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.

3 Procedural Matters

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

- the submitted Plan.
- the Basic Conditions Statement.
- the Consultation Statement.
- the SwIPC and WLDC SEA/HRA screening opinion.
- the Schedule of Modifications.
- the Design Codes and Guidance.
- the Saxilby with Ingleby Housing Needs Assessment.
- the representations made to the Plan.
- SwIPC's responses to the clarification note.
- the adopted Central Lincolnshire Local Plan (April 2023) (CLLP).
- the National Planning Policy Framework (December 2024).
- Planning Practice Guidance.
- relevant Ministerial Statements.

3.2 The various documents are helpfully available on the WLDC'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 18 November 2025. 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.

3.4 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.

The examination process for the review of a neighbourhood plan

3.5 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.

3.6 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 is 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.

3.7 The submitted Modifications Schedule comments that the modifications to the policies are so substantial and significant to warrant consideration as a change to the nature of the Plan and need to proceed to referendum. I have considered the conclusions made by SwIPC very carefully and agree with the approach taken. I will examine the Plan on this basis.

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, SwIPC prepared a Consultation Statement. It is proportionate to the neighbourhood area and the contents of the Plan. It reflects the specific circumstances that have generated the community's desire to prepare the Plan.
- 4.3 Table 1 of the Statement sets out the various activities that were held to engage the local community during the initial stages of the plan-preparation process. The Statement also reproduces the various documents used to engage local people. This gives the Statement a real sense of depth and purpose.
- 4.4 Table 2 of the Statement sets out how the submitted Plan took account of consultation feedback at the pre-submission phase (October to December 2024). This is a helpful way to set out the information and helps to describe how the Plan was refined based on consultation and feedback.

Consultation Feedback

- 4.5 Consultation on the Plan was undertaken by WLDC. This generated representations from the following organisations:
- Upper Witham Internal Drainage Board
 - Forestry Commission
 - Truelove Property and Construction Ltd
 - Lincolnshire Wildlife Trust
 - North Kesteven District Council
 - Lincolnshire County Council
 - NHS Lincolnshire Integrated Care Board
 - West Lindsey District Council
 - Historic England
 - Anglian Water
 - Defence Infrastructure Organisation
 - National Highways
 - Canal and River Trust
 - Environment Agency
 - Natural England
 - National Gas Transmission
 - National Grid
 - Sport England

- Sturton by Stow Parish Council

4.6 A series of comments were also received from residents.

4.7 I have taken all the comments into account in preparing this report. They have been helpful as part of the wider examination of the Plan. In several cases they highlight the way in which the Plan has been refined to take account of comments made earlier in the plan preparation process.

4.8 Where appropriate, I refer to specific representations in my commentary on the various policies in the Plan.

5 The Neighbourhood Area and the Development Plan Context

The Neighbourhood Area

- 5.1 The neighbourhood area is the parish of Saxilby with Ingleby. It was designated as a neighbourhood area on 8 January 2013. Its population in 2021 was 4428 persons and it had risen to 4719 in mid-2024. The parish lies six miles north-west of Lincoln, on the A57 between Lincoln and Worksop. The neighbourhood area covers approximately 4,420 acres (1,790 hectares) and it includes the village of Saxilby and a handful of properties in Ingleby.
- 5.2 Saxilby is a key focal point for the wider community. Other than a Lincolnshire Co-op and a One-Stop Shop convenience store, most of its businesses are independent. They include a café, public houses and takeaways and collectively create an attractive environment based around Bridge Street and High Street. There are also hubs of activity at Saxilby Village Hall on High Street, St Andrews Community Centre off William Street, and St Botolph's Church Hall off Church Lane. In addition, the village has its own pre-school facilities and a primary school.
- 5.3 Ingleby is located approximately a mile to the north of Saxilby, along the Sturton Road. It consists of a series of isolated dwellings and the Gables Manor Care Home. The village is based on the site of the deserted medieval villages of North and South Ingleby. The deserted village of North Ingleby is a Scheduled Monument.

Development Plan Context

- 5.4 The CLLP was adopted in April 2023. It sets out the basis for future development in the Central Lincolnshire area up to 2040. It also provides a very clear spatial context for development in the neighbourhood area. Policy S1 provides a focus for development by way of a settlement hierarchy as follows: the Lincoln urban area, the main towns, the market towns, large villages, medium villages, small villages, hamlets, and the countryside. Within this hierarchical approach, Saxilby is identified as one of a series of Large Villages.
- 5.5 Policy S1 also provides a framework for the development of neighbourhood plan policies in the various settlement categories. Large villages are defined as those with 750 or more dwellings at 1 April 2018. To maintain and enhance their role as large villages which provide housing, employment, retail, and key services and facilities for the local area, the various settlements act as a focus for accommodating an appropriate level of growth via sites allocated in the CLLP. In this context, the CLLP includes four residential allocations in Saxilby (WL/SAXI/004-007-013-014).
- 5.6 Policy S1 of the CLLP also advises that beyond site allocations made in that Plan or in any applicable neighbourhood plan, development will be limited to that which accords with Policy S4: Housing Development in or Adjacent to Villages or other policies relating to non-residential development in that plan.

5.7 The CLLP includes a wide range of other policies. In summary, the following policies have been particularly important in underpinning policies in the submitted neighbourhood plan:

- S5 Development in the Countryside
- S20 Resilient and Adaptable Design
- S64 Local Green Space

5.8 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. The submitted Plan seeks to add value to the CLLP and to give a local dimension to the delivery of its policies. This is captured in the Basic Conditions Statement.

Visit to the Neighbourhood Area

5.9 I visited the neighbourhood area on 18 November 2025. I approached it from the A57 from the east. This helped me to understand its connection to the strategic road network and its setting in the wider countryside.

5.10 I looked initially at the employment sites to the south of the A57 and the railway line. I saw their strategic importance and the range of businesses.

5.11 I then looked at the core of the village based on Bridge Street and High Street. I saw the significance and importance of the Fosdyke Navigation and its relationship with the wider environment and the business premises in Bridge Street. I also saw the very interesting interpretation boards on the northern bank of the Canal.

5.12 I then looked at the area of the village around the railway station. I saw the accessibility of the station to the village centre.

5.13 I then looked at the land proposed for housing purposes off Sykes Lane from both Northfield Rise, Sykes Lane, and Church Lane. I also saw the accessibility of the site to The Glebe Medical Centre.

5.14 I looked initially at the core of the village based on Church Lane and the Church. I saw that it had a very different character to that of the High Street/Bridge Street area.

5.15 I then drove to Ingleby. I noted that it had a very different character to Saxilby. I also saw the clear separation between the two settlements.

5.16 I left the neighbourhood area by driving to Lincoln on the A57. This helped me to understand the relationship of the parish with other nearby settlements and the strategic road network.

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 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.

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;
- be in general conformity with the strategic policies of the development plan in the area;
- 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 review of the Saxilby with Ingleby Neighbourhood Plan:

- a plan-led system – in this case the relationship between the neighbourhood plan and the adopted CLLP;
- 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 safeguarding its built and natural environment and promoting residential development. 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 041 Reference 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 policies for residential development (Policies 1 and 2), for business parks (Policy 7), for tourism (Policy 10) and for the waterfront regeneration area (Policy 11). In the social dimension, it includes policies on affordable housing (Policy 4), community facilities (Policy 6), and local green spaces (Policy 15). In the environmental dimension, the Plan positively seeks to protect its natural, built, and historic environment. It includes policies on the historic environment (Policy 5), design (Policy 3), and a biodiversity (Policy 14). This assessment overlaps with SwIPC's comments on this matter in the Basic Conditions Statement.

General conformity with the strategic policies in the development plan

- 6.12 I have already commented in detail on the development plan context in West Lindsey 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. The Basic Conditions Statement helpfully relates the Plan's policies to the policies in the development plan. Subject to the recommended modifications in this report, I am satisfied that the submitted Plan is in general conformity with the strategic policies in the development Plan.

Strategic Environmental Assessment

- 6.14 The Neighbourhood Planning (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, SwIPC/WLDC published a screening report in January 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 SwIPC/WLDC also prepared a Habitats Regulations Assessment (HRA) of the Plan at the same time. The report is very thorough and comprehensive. It advises that there are no European sites either within 15km of the neighbourhood area or within the Central Lincolnshire Area. It concludes that the Plan will not give rise to likely significant effects on this European 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 SwLPC have spent time and energy in identifying the issues and objectives that they wish to be included in the review of the Plan.
- 7.4 The Plan has been designed to reflect Planning Practice Guidance (Paragraph 004 Reference ID:41-004-20190509) which indicates that neighbourhood plans must address the development and use of land. Appendix A includes a series of Community Projects.
- 7.5 I have addressed the policies in the order that they appear in the submitted Plan. The Community Projects are assessed thereafter.
- 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 1-2)

- 7.8 The Plan is well-organised and includes effective maps and photographs that give real depth and purpose to the Plan. The Plan makes an appropriate distinction between the policies and their supporting text. Its design will ensure that it will comfortably be able to take its place as part of the development plan if it is eventually made. The initial elements of the Plan set the scene for the policies. They are proportionate to the neighbourhood area and the subsequent policies.
- 7.9 The Introduction properly identifies the neighbourhood area (Figure 1) and the Plan period (in paragraph 2). It sets out the Plan preparation process and the reasons why the Plan has been reviewed. It also comments about the history of the neighbourhood area and its current key characteristics.
- 7.10 Section 2 sets out a comprehensive Vision and objectives for the Plan. They are very distinctive to the neighbourhood area and provide an overall context for the resulting policies. The Vision is as follows:

'The parish of Saxilby with Ingleby will continue to develop and thrive sustainably, whilst retaining its rural character, creating a sustainable community through the provision of:

- *An appropriate mix of new housing types on suitably-sized and appropriately-located developments around the parish;*
- *Local employment opportunities;*
- *Protection and enhancement for important community amenities, services, infrastructure, environment, green spaces, and heritage assets.*

The parish will continue to be an area that is attractive for people to live in, work in, and visit for current and future generations'

7.11 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 Residential development within the developed footprint of Saxilby

7.12 This is a new policy to manage growth throughout the neighbourhood area.

7.13 It takes a comprehensive approach which includes the following key elements:

- Other than on the proposed housing allocations, proposals for new residential development within Saxilby will only be supported if they are at an appropriate location within the existing developed footprint of Saxilby village, as defined in the Local Plan, and meets a series of criteria;
- proposals shall demonstrate that the development will not lead to a 'hard edge' being established on the periphery of the village; and
- any new residential development outside the existing developed footprint of Saxilby, or within Ingleby, will be limited to countryside use as identified within Policy S5 of the Central Lincolnshire Local Plan.

7.14 In general terms the policy takes a positive approach towards the location of new development which will ensure that new development is located close to the commercial and community facilities in Saxilby.

7.15 The final part of the policy restates key elements of Policy 2. I recommend that the fourth part of the policy is deleted, and that its reference to the need for development on the land off Sykes Lane to comply with a masterplan is repositioned into Policy 2.

7.16 Truelove Property and Construction Ltd comment that:

'An 'appropriate location' is defined within the CLLP Glossary, but Policy 1 does not specifically refer to that definition. It would be beneficial for 'appropriate location' to be defined within the policy or supporting text as it is a very ambiguous term with currently no parameters. This provides very little clarity for developers or decision makers to interpret the policy as the Parish Council intend.

In referring to the 'existing developed footprint', Policy 1 specifically refers to 'the developed footprint as defined within the local plan (Central Lincolnshire Local Plan, 2023)'. The neighbourhood plan should include its own definition within the policy or supporting text. As indicated above, the CLLP 2023 is likely to be reviewed shortly, which will make this reference likely to become out-of-date.'

- 7.17 I have considered these comments carefully. Given that the submitted policy seeks to supplement the approach taken in the CLLP, I am satisfied that its general approach is appropriate and meets the basic conditions. Nevertheless, I recommend that the footnote to the policy addresses these matters to bring the clarity required by the NPPF.
- 7.18 I recommend that the second part of the policy is recast so that it more clearly sets out its intentions.
- 7.19 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 second part of the policy with: ‘Development proposals should demonstrate that they will not lead to a ‘hard edge’ being established on the periphery of the village.’

Replace the footnote with: The developed footprint is defined within the Central Lincolnshire Local Plan, 2023 and appropriate locations is defined in the Glossary of that Plan

Policy 2 Comprehensive development of land at WL/SAXI/004 Land Off Sykes Lane, Saxilby

- 7.20 This is a new policy. It sets out additional details to those in Policy WL/SAXI/004 of the CLLP which allocates the site for residential use.
- 7.21 The policy comments that the development of the site should be of the highest quality design and demonstrate how it complies with the Saxilby with Ingleby Design Code 2024 and a series of criteria.
- 7.22 I sought advice from SwIPC about the extent to which the policy wording about the ‘allocation’ of the site is correct given that the site is already allocated in the Central Lincolnshire Local Plan and if the purpose of the policy is to consolidate the approach already taken in the Local Plan. In its response to the clarification note it advised that:
- ‘(this is the case and) should be consolidated to the same approach that is in the adopted Local Plan. Some of the criterion (I, J, L) in the policy go a bit further to provide more local context. There is a concern from nearby local residents of on the impact(s) this development could have on the existing community.’*
- 7.23 I recommend that the policy is modified so that it consolidates the approach already taken in the adopted CLLP and that its focus is on the additional criteria and levels of control proposed in the policy.
- 7.24 In general terms I am satisfied that the criteria in the policy are appropriate and locally-distinctive. Nevertheless, I recommend modifications to two of the criteria based on WLDC’s comments.
- 7.25 I note Anglian Water’s support for the criterion about drainage and flood water risks on the site. I recommend that its proposed wording about pre-application engagement is included in the supporting text. This will provide useful advice for the development

industry and ensure that planning application address all the relevant issues to good effect.

- 7.26 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 policy with:

‘Land off Sykes Lane is allocated in the Central Lincolnshire Local Plan for the development of approximately 134 residential dwellings and associated infrastructure. The development of this site should be informed by a masterplan and incorporate the highest quality design. Development proposals should demonstrate how they comply with the Saxilby with Ingleby Design Code 2024 and the following criteria:’

Replace g) with: ‘Ensuring that building height levels respect those in nearby residential developments in Saxilby.’

In l) delete ‘undeveloped’

At the end of paragraph 39 add: ‘Developers should engage in early discussions with Anglian Water’s pre-development team to ensure that connections to a sustainable point of connection or any upgrades to their network are addressed when any planning applications are submitted.’

Policy 3 Design of new development

- 7.27 This is a new policy. It comments that development proposals should be design-led and ensure that built development and associated spaces are high quality and distinctive to the parish. It also advises that development proposals should positively address the relevant principles in the Saxilby with Ingleby Character Assessment (2016) and the Saxilby with Ingleby Design Code (2024) for the relevant character area. It also advises that as appropriate to their scale, nature and location, development proposals should be informed by an understanding of local context and incorporate a design-led approach which includes a series of principles.
- 7.28 This is a very good policy which will help to ensure high-quality design in the parish. In the round it is an excellent local response to Section 12 NPPF.
- 7.29 I recommend that the third part of the policy is repositioned into the supporting text (describing what details should accompany planning applications). In doing so I also recommend that the wording relates only to proposals which require the submission of a design and access statement.
- 7.30 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Delete the third part of the policy

At the end of paragraph 42 add:

'Where a design and access statement is required, it should demonstrate how the proposed development has followed a design-led approach to deliver high quality design in accordance with criteria a-g of Policy 3 of this Plan and the Saxilby with Ingleby Design Codes and Guidance.'

Policy 4 Affordable housing

- 7.31 This is a new policy to influence the type and location of affordable housing within the community.
- 7.32 It is a comprehensive policy which addresses:
- the percentage requirement for affordable housing;
 - their tenure delivery;
 - their incorporation into the overall residential layout;
 - the delivery of First Homes; and
 - the delivery of homes to cater for an ageing population.
- 7.33 In the round this is a positive policy that has regard to Sections 5 and 8 of the NPPF. Key elements of the policy are locally-distinctive and are underpinned by Saxilby with Ingleby Housing Needs Assessment (HNA).
- 7.34 As submitted the policy has a degree of overlap with and repeats the contents of Policy S22 of the CLLP. There is no need for a neighbourhood plan to restate existing policies and as such I recommend the deletion of the third and fourth parts of the policy.
- 7.35 I also recommend that the wording of the second part of the policy is modified so that it more naturally follows on from the contents of the first part.
- 7.36 WLDC suggest that the policy should be broadened so that it addresses more of the contents/findings of the HNA. This approach would have considerable merit. However national legislation gives considerable flexibility to a qualifying body to determine the contents of its Plan, and the policy does not need to be expanded to meet the basic conditions.
- 7.37 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:

'The tenure mix of the affordable housing types delivered should reflect those identified within the Saxilby with Ingleby Housing Needs Assessment (2024) (including a focus on two- and three-bedroom properties) and the Central Lincolnshire Local Plan's Planning Obligations Supplementary Planning Document.'

Delete the third and fourth parts of the policy

Policy 5 Protecting the wider historic environment

- 7.38 This is a new policy. The supporting text advises that there are many heritage assets in Saxilby with Ingleby that should be conserved and enhanced.
- 7.39 In general terms, the policy takes a positive approach to the historic environment and has regard to Section 15 of the NPPF. I recommend that the second part of the policy is modified so that it takes a proportionate approach and acknowledges that a heritage impact assessment will only be required for larger projects, or where the effect of a development proposal on a heritage asset is significant. I also recommend that the missing details in Appendix B (as identified by WLDC) are included.
- 7.40 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:

‘Development proposals that would directly affect a heritage asset as identified within Appendix B (p78), or its setting, should be accompanied by proportionate information to outline the scale and nature of the effect. Where appropriate, this information should be set out in a Heritage Impact Assessment.’

Include the missing photographs for assets 76 to 80 in Appendix B

Policy 6: Community facilities

- 7.41 This is a modified policy. It seeks to safeguard an identified set of community facilities throughout the Plan period. I saw the importance of the community facilities during the visit.
- 7.42 There is a degree of overlap between the submitted policy and Policy S50 of the CLLP and I note that the primary purpose of the policy to identify local community facilities to which Local Plan policies would apply. As such I recommend that it is recast to achieve this purpose. SwIPC agreed to this approach in its response to the clarification note.
- 7.43 I also recommend that the third part of the policy is recast to acknowledge that Ingleby is not a sustainable location and the development of any new community facilities in this part of the parish would be unlikely.
- 7.44 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 and second parts of the policy with: ‘The existing community facilities identified in Figure 6a and Figure 6b will be safeguarded for local community use in accordance with Policy S50 of the Central Lincolnshire Local Plan throughout the Plan period.’

Replace part 3 of the policy with: ‘The development of new community facilities will be supported where they are located within, or directly adjoining, the existing developed footprint of Saxilby.’

Policy 7 Saxilby business and enterprise parks

- 7.45 This is a modified policy. It seeks to support new employment development in both the existing and proposed employment sites as designated on the Central Lincolnshire Local Plan provided the proposed development is of a scale that respects the character of the area and neighbouring land uses. Part 3 also comments that developments must make provision for walking and cycling routes to the village shown on Figure 7 and take every opportunity to encourage means of transport other than the car.
- 7.46 I saw the importance of the employment sites in the parish during the visit. In general terms this is a positive policy which has regard to Section 6 of the NPPF.
- 7.47 The third part of the policy is very commendable. However, I sought advice from SwIPC about the extent to which it is capable of being implemented through the development management process given that any applicant is unlikely to own any of the land concerned as shown on Figure 7. In its response to the clarification note it advised that:
- Maybe a modification to the wording from 'must' to 'should'? this would encourage developers to consider this as part of their scheme to identify whether it is practicable or not.*
- 7.48 I have considered this matter carefully. I recommend that the wording used in the second part of the policy is modified so that it acknowledges the role of a neighbourhood plan in the wider development plan. I also recommend that the third part of the policy is recast to acknowledge that its intention may not be capable of being implemented through the development management process given that any applicant is unlikely to own any of the land concerned as shown on Figure 7.
- 7.49 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of each of the three dimensions of sustainable development.

In the second part of the policy replace 'must' with should'

Replace the third part of the policy with:

'Wherever practicable, development proposals should make provision for or contribute towards the walking and cycling routes to the village (shown on Figure 7) and take any opportunities to supplement means of transport other than the car.'

Policy 8 Climate change

- 7.50 This is a new policy. It advises that proposals for new and existing development should include measures to support the adaption to climate change and mitigate against its impacts. It also comments that as appropriate to their scale, nature and location, development proposals should meet a series of criteria. The second part comments about proposals for the refitting of existing buildings.

- 7.51 In general terms, this is a positive policy which has regard to Section 14 of the NPPF. Its non-prescriptive approach ensures that it also has regard to the Written Ministerial Statement on Planning: Local Energy Efficiency Update (December 2023).
- 7.52 I recommend that additional wording is included at the end of the first part of the policy to ensure a natural flow. I also recommend that the wording in the second part of the policy is modified to bring the clarity required by the NPPF.
- 7.53 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

At the end of the opening element of the policy add ‘incorporate’

Replace the second part of the policy with: ‘The retrofitting of existing historic buildings and assets to reduce their impact on climate change will also be supported where they meet the provisions of Policy 5 of this Plan.’

Policy 9 Small scale renewable energy development

- 7.54 This is a new policy. It advises that proposals for small scale renewable energy developments, such as solar panels on roofs, small single wind turbines and community renewable energy infrastructure, should meet a series of criteria. It also comments that proposals for community renewable energy infrastructure will be supported where they comply with the same criteria.
- 7.55 I am satisfied that the policy takes a positive approach to this matter and has regard to Section 14 of the NPPF. I am also satisfied that the criteria are appropriate and locally distinctive. I recommend the deletion of the second part of the policy as it is already addressed in the first part.
- 7.56 Otherwise, the policy meets the basic conditions. It will contribute to the local delivery of the social and the environmental dimensions of sustainable development.

Delete the second part of the policy

Policy 10 Tourism development

- 7.57 This is a modified policy. The modifications relate to the wording used and the structure of the policy.
- 7.58 The policy takes a positive approach to tourism, and builds in appropriate environmental safeguards. It has regard to Section 6 of the NPPF. 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 11 Saxilby waterfront regeneration area

- 7.59 This is a new policy. I saw the importance of the Waterfront Area and its relationship with the commercial uses in Bridge Street during the visit.

7.60 This is a very positive policy designed to bring forward sensitive regeneration in the Waterfront Area. The criteria in the policy balance the support for regeneration with appropriate environmental and heritage considerations.

7.61 In this context 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 12 Protecting local biodiversity

7.62 This is a new policy. It has been designed to complement that national agenda on this matter which has evolved since the Plan was made.

7.63 The policy addresses biodiversity in a very positive way and that has regard to Section 15 of the NPPF. The first part of the policy has general effect. In its response to the clarification note, SwIPC advised that it had raised the status of the sites identified in Figure 9 with the Greater Lincolnshire Nature Partnership (GLNP) which oversees such designations. GLNP's response confirmed that the sites previously referred to no longer meet the criteria for SINC designation. In these circumstances, SwIPC indicated that this element of the Plan should be removed, and I recommend accordingly. The second part of the policy comments about the potential need for replacement planting. I recommend that this element of the policy is recast so that it will have the clarity required by the NPPF.

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

Delete criterion b of the first part of the policy.

Replace the second part of the policy with: 'Where development proposals would result in a significant and unavoidable loss of trees and shrubs, replacement trees and other vegetation should be delivered elsewhere on the site.'

Delete Figure 9

Policy 13 Development along the Fosdyke Navigation green corridor

7.65 This is a modified policy. The modifications relate to the opening element of the policy. The policy continues to take a positive approach towards the Fosdyke Navigation.

7.66 I recommend that the order of the policy is reversed so that it has a positive focus. I also recommend that part c of the policy is reconfigured so that it better relates to its context and to the format and wording of the two other criteria. The wording acknowledges that it may not always be practicable for development proposals to enhance the setting of the Fosdyke Navigation.

7.67 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 policy with:

‘New development along the Fosdyke Navigation should: [insert a-b]

Replace c with ‘preserve and, where practicable, enhance the setting of the Fosdyke Navigation and its associated history and amenity value’

New development along West Bank and adjoining the Fosdyke Navigation should not result in an increase in flood risk.’

Policy 14 Open spaces, sports facilities, and recreation facilities

7.68 This is a modified policy. It seeks to ensure a proper balance between development proposals and the availability of open spaces, sports facilities, and recreation facilities in the parish. It acknowledges that in some cases it may be more appropriate for proposals to contribute towards existing or new facilities.

7.69 In general terms, the policy takes a positive approach to this matter and has regard to Section 8 of the NPPF. In this context I recommend the following modifications to bring the clarity required by the NPPF and to allow WLDC to be able to apply its contents through the development management process:

- the replacement of ‘encouraged’ with ‘supported’ in the first part of the policy to acknowledge the limited weight that encouraged has in a planning policy context;
- the recasting of the second part of the policy so that the exceptions are clear; and
- ensuring that the third part of the policy sets out clear requirements.

7.70 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 policy with:

‘Development proposals that contribute towards the improvement of existing, or the provision of new, accessible open space, sport and recreation facilities will be supported.

The loss of existing open space, sport, and recreation facilities for any other use than for the community’ s benefit will not be supported unless:

- the open spaces or facilities are identified as surplus to demand; or
- alternative provision of an equivalent or better standard can be provided in a suitable location; or
- a contribution towards new or improved facilities elsewhere would deliver demonstrably better community facilities for residents.

As appropriate to their scale, nature and location, development proposals should provide functional on-site open space and/or sports facilities of an adequate size, or provide contributions towards new or improved sports and recreational facilities elsewhere within the village.’

Policy 15 Designated local green spaces

- 7.71 This policy has been modified to accommodate additional local green spaces (LGSs). A detailed assessment and justification for the designation of Local Green Spaces against the principles set out in the NPPF is contained in Appendix C.
- 7.72 I looked carefully at the proposed Local Green Spaces during the visit. I am satisfied that they meet the criteria for such designations in paragraphs 106 and 107 of the NPPF.
- 7.73 This is another excellent local policy which is underpinned by the details in Appendix C. In addition, it follows the matter-of-fact approach set out in the NPPF.
- 7.74 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 16 Public rights of way

- 7.75 This is a modified policy. It takes a positive approach towards public rights of way and has regard to Sections 8 and 9 of the NPPF.
- 7.76 I recommend that the second part is recast so that it more clearly sets out its requirements and identifies that each of the three criteria need to be met.
- 7.77 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:

‘Development proposals that are directly related to improving or extending public rights of way will be supported where they:

- **do not detract from the landscape character or ecological value as defined in the Saxilby with Ingleby Design Code (2024);**
- **enhance the area’s biodiversity; and**
- **are designed to ensure continued privacy for residents.’**

Policy 17 Road capacity, safety, and active travel

- 7.78 This is a new policy.
- 7.79 It advises that proposals for new development should minimise their impact on road capacity and road safety. It also comments that where proposals lead to a substantial negative impact on road safety and capacity, then appropriate mitigation measures should accompany any planning application. The second part of the policy comments that proposals that incorporate active travel modes within their schemes to reduce traffic congestion will be supported.
- 7.80 I saw the levels of traffic in the parish during the visit. In general terms the policy takes a positive approach to these matters and has regard to Section 9 of the NPPF. In this context I recommend that the policy is recast so that it has a more direct approach towards the incorporation of active travel modes, and which reflects the extent to which

such an approach is practicable. In addition, the reversal of the order of the policy will ensure that it has a more positive approach. 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 policy with:

‘Wherever practicable, development proposals should incorporate active travel modes to reduce traffic congestion

Development proposals should minimise their impact on road capacity and road safety. Where development proposals would result in a negative impact on road safety and capacity, appropriate mitigation measures should be included within the overall package.

Development proposals that lead to an unacceptable impact on the road network will not be supported.’

Monitoring and Review

- 7.81 Section 12 of the Plan addresses the way in which the Plan will be monitored and reviewed. This is best practice.

Community Projects

- 7.82 Appendix A sets out a series of community projects. As recommended by national guidance they are presented in a separate part of the Plan from the land use policies. The details in the appendix set out progress on achieving the projects identified in the made Plan and additional projects now proposed. This is best practice.
- 7.83 I am satisfied that the Community Projects are appropriate and distinctive to the neighbourhood area.

Other Matters – General

- 7.84 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 and maps may be required elsewhere in the Plan because of the recommended modifications to the policies. It will be appropriate for WLDC and SwIPC to have the flexibility to make any necessary consequential changes to the general text and other related parts of the Plan. I recommend accordingly.

Modification of general text and other related parts of the Plan (where necessary) to achieve consistency with the modified policies.

8 Summary and Conclusions

Summary

8.1 The review of the Plan sets out a range of policies to guide and direct development proposals in the period up to 2040. It is distinctive in addressing a specific set of issues that have been identified and refined by the wider community. It has a focus on safeguarding its built and natural environment, and promoting residential development.

8.2 Following the independent examination of the Plan, I have concluded that the submitted Saxilby with Ingleby 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 West Lindsey District Council that, subject to the incorporation of the modifications set out in this report, the review of the Saxilby with Ingleby Neighbourhood Development Plan 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 review of the Plan should proceed to referendum based on the neighbourhood area as approved by the District Council on 8 January 2013.

8.5 I am grateful to everyone who has helped in any way to ensure that this examination has run in a smooth and efficient manner.

Andrew Ashcroft
Independent Examiner
3 March 2026