

# Our Frogmore & Sherford Community NEIGHBOURHOOD PLAN

Regulation 15 of the Neighbourhood Planning (General) Regulations 2012  
Plan Period 2014-2034



**Submission Version**  
February 2021

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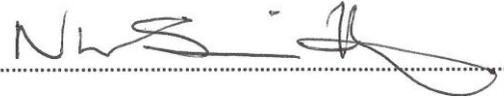
- The Statement of Basic Conditions
- The Statement of Consultation
- The Monitoring Framework
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Prepared by Frogmore and Sherford Neighbourhood Plan Steering Group for Frogmore and Sherford Parish Council.  
<https://frogmoreandsherford.co.uk/>

## FOREWARD

1. Neighbourhood Plans come out of the Government's determination to ensure that local communities are closely involved in the decisions which affect them. If properly prepared they become part of the statutory development plan for their area, which means that planning decisions should be made in line with the plan's content and policies.
2. The Neighbourhood Plan for Frogmore and Sherford aims to help deliver the local community's aspirations and needs. It has been produced by local volunteers, for and with the support of the Parish Council, based on the collective views of the people who live and work in the parish.
3. The Steering Group has consulted and listened to the community and local organisations on a wide range of issues. The plan will influence the well-being, sustainability and preservation of our rural community to 2034 and beyond. Every effort has been made to ensure that the plan fairly reflects the views of the majority of local residents.
4. Some of the local issues raised by the community cannot be dealt with in a neighbourhood plan. These are therefore set out in an accompanying Parish Action Plan, which sets out opportunities to take action to improve the local environment, services and facilities.
5. Electronic copies of the plan and accompanying documents can be found on the parish website at [frogmoreandsherford.co.uk](http://frogmoreandsherford.co.uk)
6. The Parish Council would like to thank the members of the Steering Group and pay tribute to their work. We are also grateful for the help and the engagement of many others in the parish without whom it would not have been possible to produce this Neighbourhood Plan.

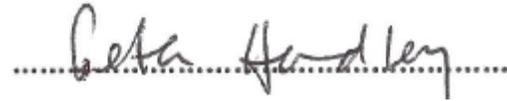
7. We hope that you will support the plan and we look forward to seeing it take effect for the good of Frogmore and Sherford parish and community.



**Cllr. Nigel Smith**

Chair, Frogmore and Sherford Parish Council

Co-chair, Frogmore and Sherford Neighbourhood Plan Steering Group



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## 1. INTRODUCTION AND BACKGROUND

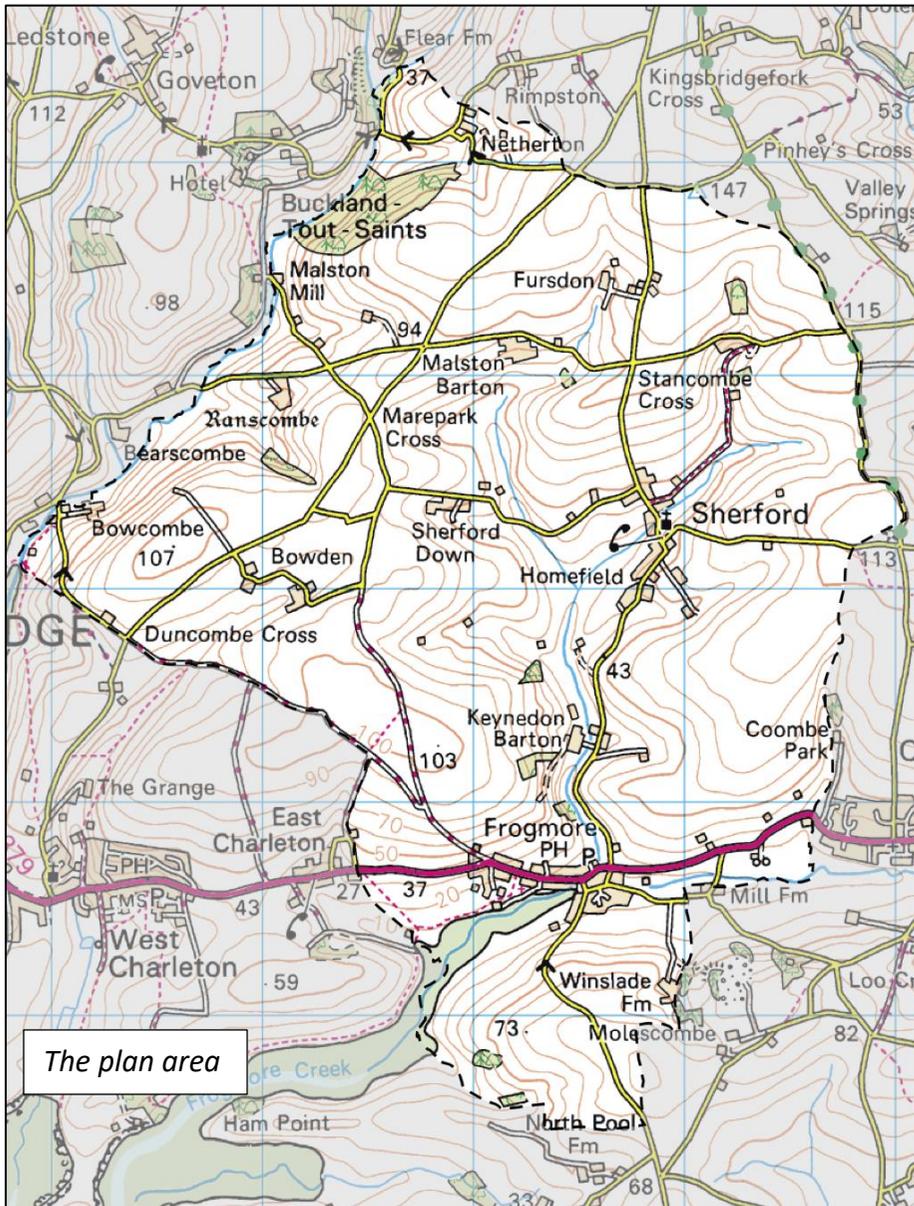
1.1 Welcome to the plan for the future of Frogmore and Sherford. Shaped by the local community – this is your plan. It covers the whole parish.

1.2 A Neighbourhood Plan gives a local community a greater say over how its area will develop in the future. It is put together by the local community, tested by independent examination and referendum, and ultimately becomes part of the Development Plan, helping to guide decisions about development in the area.

1.3 This Neighbourhood Plan has been prepared in accordance with the requirements of the Localism Act 2011 for Frogmore and Sherford Parish Council, which is a qualifying body as defined in the Act. It been prepared in line with the regulations and meets the basic tests (shown at paragraph 1.7 below). Greater detail is set out in the Statement of Basic Conditions which accompanies the plan.

1.4 The Frogmore and Sherford Parish Council elected to proceed with the plan-making process and the formation of a steering group to guide the process in November 2016. South Hams District Council approved the designated area in March 2017. Supported with a DCLG grant, community consultation meetings were held and a parish wide Neighbourhood Plan questionnaire survey completed through late 2017 and into 2018. The draft consultation version of the plan under Regulation 14 of the Act was published in February 2020 and a Response Report sets out the comments received. Greater detail about the process is set out in the Statement of Consultation which accompanies the plan.

1.5 This is the submission version of the plan issued under Regulation 15 of the Act. It will be submitted to the local planning authority (South Hams District Council) who will arrange for a further round of



consultations prior to the plan's expert examination followed by a local referendum.

1.6 The plan complies with the National Planning Policy Framework and adopted plans for the area. In particular it complies with the Plymouth and South West Devon Joint Local Plan, adopted in March 2019, with which it shares the same time horizon (2034 and beyond).

1.7 To meet the basic conditions at examination a neighbourhood plan must:

1. Be appropriate having regard to national policy.
2. Have special regard to listed buildings, features of special architectural or historic interest and any conservation area.
3. Contribute to the achievement of sustainable development.
4. Be in general conformity with strategic policies of the development plan.
5. Be compatible with human rights requirements and statutory obligations.

1.8 When the plan has been approved at referendum it will become part of the Development Plan for the area. This will mean that it will be used alongside other local and national planning policies to help make planning decisions and to guide and manage future development in the area. It will become a reference point for the local planning authority, planning inspectors and decision makers of all kinds – investors, developers, funding bodies, community groups and existing and future residents. Its delivery will be the responsibility of us all.

1.9 The plan and its policies should be monitored to judge their effectiveness over time. A simple Monitoring Framework accompanies the plan. There may be a need to review the plan (or a part of the plan)

in future and regular monitoring will help to assess this.



*Frogmore Village*



*Sherford Village*

## 2. LOCAL CONTEXT, VISION AND OBJECTIVES

2.1 The parish is located at the head of one of the tributaries of the Salcombe – Kingsbridge Estuary. Much of Frogmore lies within the South Devon Area of Outstanding Natural Beauty (AONB) and the heart of Sherford village is a Conservation Area. The parish is set, for the most part, in deep rolling countryside with two floodplain valleys. Its villages are close set and include a number of historic buildings.

2.2 Frogmore, lying three miles to the east of Kingsbridge, straddles the busy A379 main road to Dartmouth. The village came to prominence in times when goods arrived by sea. Frogmore Creek was a delivery artery for sailing barges laden with coal, grain, fertilisers and building stone well into the 19<sup>th</sup> and early 20<sup>th</sup> centuries. The coal wharves and granaries have gone but the limekilns remain. As well as being part of the AONB, the estuary is also a Site of Special Scientific Interest (SSSI) and a local nature reserve and lies within the South Devon Heritage Coast.

2.3 The historic village of Sherford extends along a narrow lane one mile north of Frogmore. The centre of a farming community, it retains its charming rural character. Its history and former manors are traced to pre-Domesday times. The village is relatively isolated, being without public transport services, roadside footpaths and with limited public footpaths and other public rights of way. At its heart is the parish's Grade 1 listed, 13<sup>th</sup> century, St. Martin of Tours church.

2.4 Frogmore Creek is a Marine Nature Reserve rich in wildlife. The Salcombe Harbour Board has designated Frogmore Creek as a 'quiet creek' but suitable for boating and fishing.

2.5 The parish is home to about 440 people. Local facilities, in addition to the parish church, comprise a convenience store, a farm shop with a butchery counter and café and a public house with 8 guest rooms. The two villages each have a community hall. A small children's playground

lies adjacent to Frogmore's village hall. The parish does not, however, have a school, a post office or a health centre.



*Rural life*

2.6 Frogmore village comprises some 180 dwellings. Over 40% were built during the 1960s-80s on infill plots along the A379 and in groups, predominantly on the east side of the village. Approximately 50 of the homes are housing association owned, let at affordable rents. Sherford village has some 45 dwellings, only a handful of which are less than 30 years old.

2.7 The parish's economic heritage in agriculture continues today with a number of farms and smallholdings in, or partly within, the parish. There is also maritime business, predominantly in servicing leisure craft, alongside Frogmore creek. In addition, there are ground works, construction and building maintenance businesses in the parish. Tourism is important to the South Hams' economy and is supported locally by bed and breakfast businesses, holiday cottage lettings, the Globe Inn, 'Swell' convenience store and coffee shop and the Springfield farm shop café.

2.8 There are no other significant large or medium industries in the immediate area. However, a number of people work from home offices and/or workshops in the parish and there is scope for existing and small business to flourish.

These enterprises include musical instrument repairs, upholstery, online publishing, leather craft, quantity surveying, plumbing, pottery, motor maintenance, building maintenance, greetings cards and art promotion,



*A rural economy*

book-keeping, landscape design and gardening. The area has also long been attractive to those in retirement, many remaining engaged in community and voluntary activities. Frogmore's annual Creekside regatta attracts up to 2,000 local people and visitors and is supported by over 100 local community volunteers. Sherford hosts popular village hall social and entertainment events throughout the year.

2.9 With relatively few local job opportunities and prevailing high house prices it can be hard for people, especially the young, to find suitable employment and affordable homes in the parish. The plan aims to address such issues and to continue to involve the local community in making sure that change and development in future are for the good of the parish.

2.10 The Plymouth and South West Devon Joint Local Plan establishes a basis to create strong and sustainable communities through its policies. In particular Policy TTV25 gives support to the preparation of Neighbourhood Plans. This Neighbourhood Plan seeks to protect and enhance local assets and to foster a healthy and prosperous future for Frogmore and Sherford.



*Boat building in Frogmore*

2.11 The local community expects the plan to:

- a) Sustain and enhance quality of life in the parish;
- b) make new homes available, and affordable homes for local people;
- c) support existing and new businesses and job opportunities
- d) maintain and improve community facilities, services and infrastructure.

2.12 The 2018 Neighbourhood Plan questionnaire was delivered to all households and business premises in the parish. 186 completed questionnaires were returned. 89% of respondents concurred with the following Vision Statement:

‘We would like the parish of Frogmore and Sherford to grow as a sustainable community meeting the needs of local people, to be an ever- better place to live and work, retaining the historic character of the two villages, its rural setting and the community spirit. We want to achieve improvements in local infrastructure and enhanced facilities. Our ambition is also to protect and celebrate the rich landscapes and waterscapes within our parish’.

2.13 In order to turn the community’s Vision into reality, Objectives have been identified for the four topic areas. These Objectives will help to measure progress towards delivering the Vision and the achievement of sustainable development.



*Village community events*

2.14 The topic areas:

#### **The Local Environment**

- The countryside and estuary
- Frogmore creek
- Heritage and conservation
- Tranquillity and dark skies

#### **Development and Design**

- Development and settlement boundary
- Design and construction
- Renewable energy

#### **Homes and Jobs**

- Affordable housing
- Scale of development
- Second homes
- Jobs and business growth
- Telecommunications

## Transport, Community Facilities and Infrastructure

- Movement and access
- Community facilities
- Local open and green spaces

2.15 The objectives for each topic area are as follows:

### The Local Environment

- a) Safeguard the landscape and countryside of the parish for its own sake.
- b) Protect Frogmore Creek for its scenic beauty and wildlife value.
- c) Safeguard local heritage, not only listed buildings and Sherford Conservation Area but also undesigned heritage assets.
- d) Ensure that the peace and quiet of the locality is maintained and that views of the night sky are protected.

### Development and Design

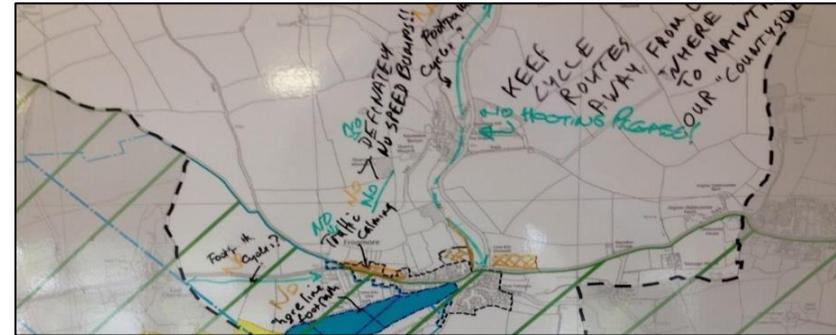
- e) Ensure that development is in keeping and in scale with the locality.
- f) Protect and promote local safety, accessibility and amenity.
- g) Promote development to meet local needs.
- h) Encourage renewable energy in scale and keeping with the locality.
- i) Ensure that development is sustainable, including during its construction.

### Homes and Jobs

- j) Deliver affordable homes to meet local needs.
- k) Ensure that new developments are small scale and in keeping with the locality.
- l) Monitor the number of second homes in the parish to assess any adverse impact.
- m) Provide for small scale sustainable business growth.
- n) Enhance digital communications.

## Transport, Community Facilities and Infrastructure

- o) Improve pedestrian safety.
- p) Maintain or improve public transport services.
- q) Maintain and enhance community facilities.
- r) Protect local open and green spaces.



*Consultee input - plans and ideas*

2.16 A series of community consultation drop-in sessions were hosted to enable stakeholders to discuss and record their views and concerns, helping inform the questionnaire topics and subsequent policy drafting.



*Interactive community consultation events*

### 3 THE LOCAL ENVIRONMENT

#### THE COUNTRYSIDE AND THE ESTUARY

3.1 The countryside and estuarine landscape in and around Frogmore and Sherford is recognised for its unspoilt natural beauty and is well loved by residents and visitors alike.

3.2 The estuary is a protected designated site of Special Scientific Interest (SSSI).

3.3 The southernmost part of the parish lies within the South Devon Area of Outstanding Natural Beauty (AONB). This is a nationally important protected landscape and the plan requires that any development should comply with relevant national and strategic policies for its protection. The South Devon AONB Partnership has also published Planning Guidance and the plan requires that development must have regard to its content.



*Frogmore Creek*

3.4 Much of the northern part of the parish, including Sherford village, falls within the Landscape Connectivity Zone of the South Hams Special Area of Conservation (SAC) for the Greater Horseshoe Bat. Oxen Wood in the north west of the parish is also included in the Devon inventory of Ancient Woodlands.



*Sherford Down Farm*

3.5 Insensitive development could damage these protected areas irreparably and the plan recognises that the countryside and estuary are precious parish assets and aims to protect them from harm.

3.6 The plan will also support measures to maintain and enhance biodiversity. Plans which threaten or harm biodiversity will not be supported.

3.7 The countryside landscape outside the AONB is valuable in its own right and the plan also aims to protect it for its own sake. Development must be designed to respect and enhance the landscape and local landscape assets and features must be protected and enhanced as an intrinsic part of development.

96% of community respondents agreed, 'we should retain the rural character of our parish.'  
95% agreed 'we need to retain and protect our beautiful countryside' and 91% agreed that 'development should be restricted in areas of outstanding natural beauty.'

#### **POLICY FSNP 1: THE LANDSCAPE**

Development shall not harm but maintain and enhance the landscape and biodiversity by:

1. Having regard to national and local strategic policies for the AONB and the coast, to South Devon AONB Planning Guidance, to the protection of the SSSI and to other features of landscape or ecological importance.
2. Safeguarding and enhancing local features that make a positive contribution to the landscape, particularly areas of green space.
3. Incorporating high quality landscaping which retains existing features, reinforces local landscape character, restores degraded landscapes and provides mitigation from harm.
4. Incorporating appropriate pro-active biodiversity measures.

#### **FROGMORE CREEK**

3.8 Frogmore Creek lies at the north-eastern edge of the Kingsbridge estuary and extends in towards the heart of Frogmore village. The estuary lies wholly within the AONB and is also designated, in its entirety, as a Site of Special Scientific Interest and a Local Nature Reserve. It is protected not only for its scenic beauty but also for its biodiversity value.



*Frogmore Creek maritime flora and fauna*

3.9 The creek forms an important part of the estuarine setting of the village and development must have regard to its character and special qualities.

3.10 The creek is an important public recreational area for parishioners and visitors alike to enjoy boating, fishing, walking and wildlife studies.

64% of community respondents agreed they would  
*'support proposals for improved Frogmore Creek public access.'*  
 11% disagreed and 25% were undecided.

3.11 The encroachment of private development and access infrastructure, such as overhanging balconies and landing slipways will not be permitted. Unrestricted public access to the Creek and its foreshore must be maintained, subject to adherence at all times to Salcombe Harbour Estuary and Nature Reserve byelaws.

#### POLICY FSNP 2: FROGMORE CREEK

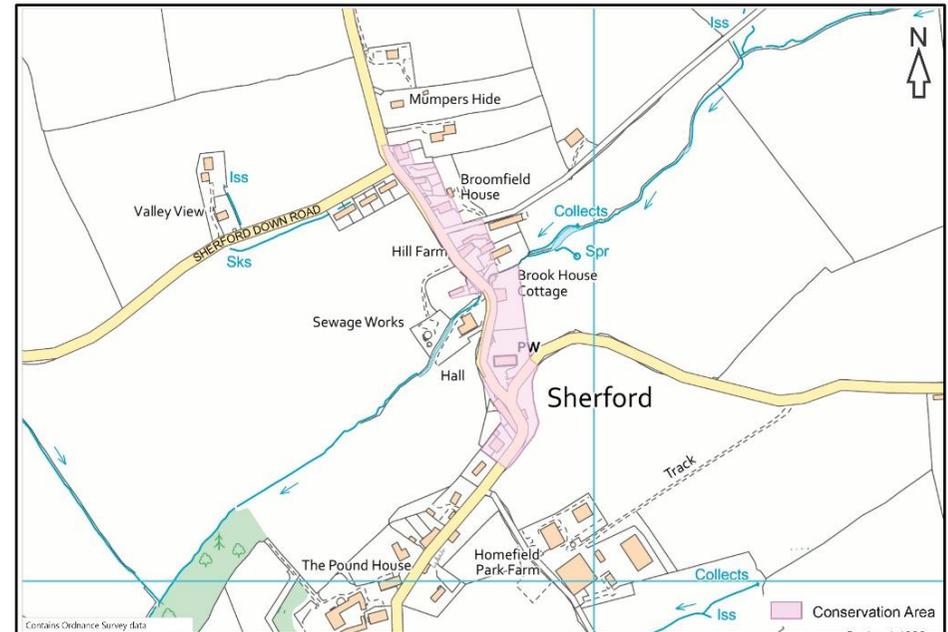
1. Development shall not harm but maintain and enhance Frogmore Creek, paying particular regard to its special scenic character and biodiversity value and having regard to national and local strategic policies for their protection.
2. Public access to Frogmore Creek must not be reduced or inhibited unless in conformity with prevailing Harbour Estuary and Nature Reserve byelaws.

#### HERITAGE AND CONSERVATION

3.12 The historic village of Sherford is tucked away along a minor road among rolling hills. The village does not have a defined settlement boundary but, as reference on Map No. 1, does include a designated Conservation Area. The most significant listed building is the Grade 1 St. Martin of Tours parish church. Beyond, the parish consists of farm complexes and isolated homes and agricultural buildings.

3.13 Three of the parish's farmsteads retain buildings, foundations and structures dating from pre-Doomsday times. These were the former manors of Stancombe, Keynedon and Malston Barton.

3.14 The plan aims to recognise the value of local heritage assets, both designated and undesignated, to protect them and to seek their enhancement.



Map No. 1: Sherford's Conservation Area

3.15 Twenty parish buildings and structures are included in the National Heritage List for England.

### Grade I

- St. Martin of Tours Church

### Grade II

- St. Martin's Church Lychgate
- K6, telephone kiosk, Sherford
- Keynedon Barton Farmhouse
- Keynedon Barton, forecourt, gateway and barn wall & remains
- Malston Barton Farmhouse
- Cider House, Malston Barton
- Stancombe Farmhouse
- Stancombe Barn
- Sherford Down Farmhouse
- Ranscombe Farmhouse
- Hill Farm, Sherford
- Rosebank Cottage, Sherford
- Brook Cottage, Sherford,
- Limekilns at Frogmore Creek
- Stonesettle, Frogmore
- Coombe Cottage, Frogmore
- South View, Frogmore
- Chapel Cottage, Frogmore
- Alexanders Cottage, Frogmore.



St. Martin of Tours, Sherford's Grade 1 listed parish church

### 3.12 Undesignated heritage assets are:

- Frogmore's historic road bridge at the head of the Creek
- Frogmore's 19<sup>th</sup> century former bakery premises
- Frogmore Creek boat mooring pontoon
- Keynedon Mill, Sherford
- The Globe Inn, Frogmore
- Homefield Farm courtyard barns, Sherford
- The war memorial, Sherford.

3.16 The plan aims to recognise the value of local heritage assets, both designated and undesignated, to protect them and to seek their enhancement.



The 13<sup>th</sup> century parish church's medieval rood screen.

94% of community respondents agreed:  
'We need to safeguard our villages' heritage.'

### **POLICY FSNP 3: HERITAGE AND CONSERVATION**

Development shall not harm but shall conserve and enhance designated and non-designated heritage assets and their settings, both above and below ground, by having regard to national and local strategic policies for heritage and conservation.



*Reed and wheat thatching in Frogmore*



*Grade II listed, early 19<sup>th</sup> century, lime kilns on Frogmore Creek*



*Sherford village*

### **DARKNESS AND TRANQUILLITY**

3.17 Frogmore and Sherford are notable for their rural tranquillity. Apart from traffic passing through on the A379 at Frogmore there is little to disturb the peace. The parish is also sufficiently removed from light pollution that it affords good views of the night sky.

3.18 The plan aims to protect these assets against the impact of developments involving street lighting, security lights, large areas of glazing, significant traffic volumes, noisy machinery and so on, all of which could cause serious harm.

3.19 The plan seeks to ensure that lighting is kept to a safe minimum, controlled, efficiently deployed and does not waste energy by shining upwards where it is not needed, consistent with the Institution of Lighting Engineers Category E1, applicable to intrinsically dark landscapes including Areas of Outstanding Natural Beauty.

3.20 Light pollution and noise are particularly sensitive issue with regard to the conservation of wildlife. Disturbance to the countryside is to be minimised.



Maintaining our dark skies

**POLICY FSNP 4: TRANQUILITY AND DARK SKIES**

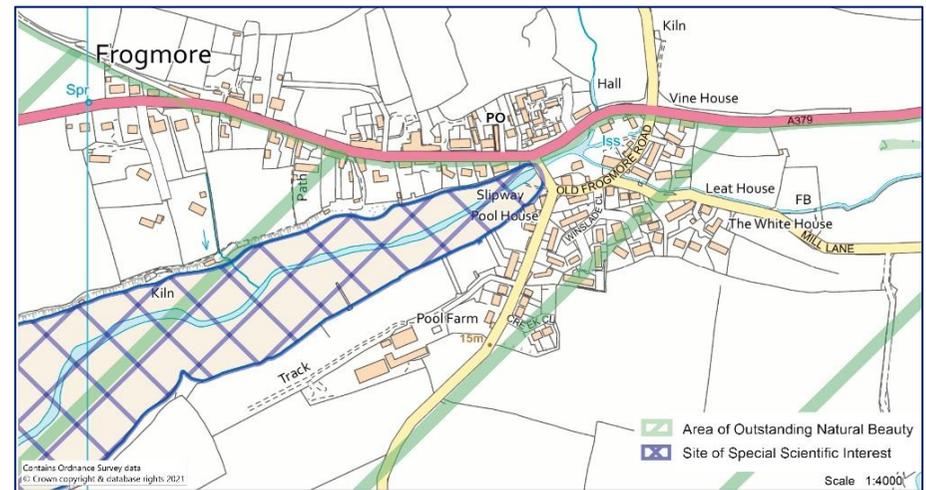
1. Proposals should be designed so as to limit impact of light pollution from artificial light on local amenities, on intrinsically dark landscapes and the natural environment, in accordance with the Institute of Lighting Engineers’ intrinsically dark landscapes Category C, Zone E1.
2. Proposals should be designed to limit the impact of noise pollution from all sources.

**4 DEVELOPMENT AND DESIGN**

**DEVELOPMENT**

4.1 Some development will help to sustain the community and meet local needs. The plan aims to control the scale and density of development so that it is in keeping with the parish and geared to meeting local needs.

42% of the community respondents agreed that ‘We need to plan for more businesses and employment opportunities.’ 30% thought not.  
 76% agreed that ‘areas of outstanding natural beauty are not suitable locations for new homes.’  
 73% agreed that ‘we have traffic safety problems on our roads.’



Map No. 2: Frogmore AONB and SSSI identification map

4.2 As illustrated on Map. No. 2, the majority of Frogmore, including all land south of the A379 road lies within the South Devon Area of Outstanding Natural Beauty (AONB). Frogmore Creek is also a Site of Special Scientific Interest (SSSI).



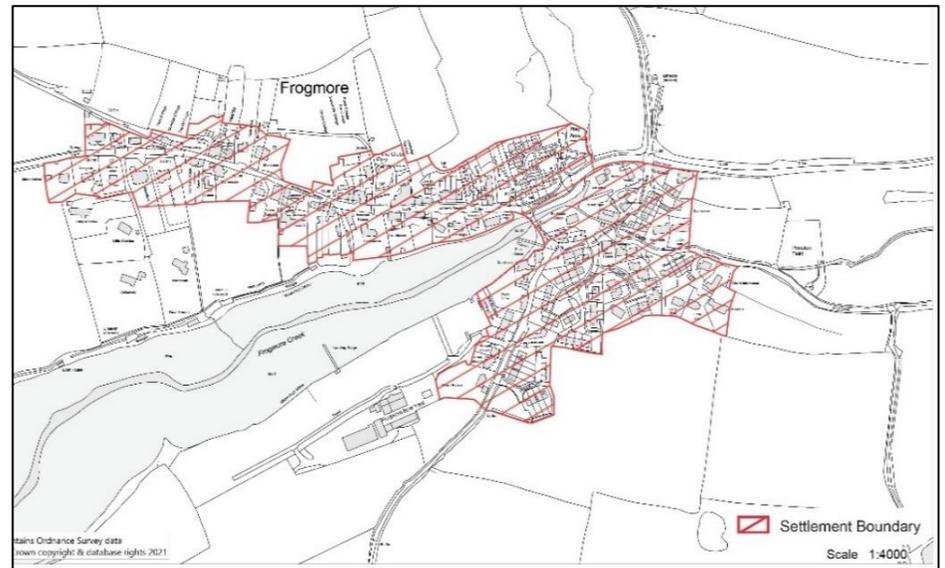
*Map No. 3: Undeveloped Coast and Heritage Coast (shaded in blue)*

4.3 Land adjoining Frogmore Creek and extending to the north west and south west of the village, as illustrated on Map No. 3, lies within the Plymouth and South West Devon Joint Local Plan designated Undeveloped Coast and Heritage Coast within which development is not permitted except under exceptional circumstances as follows:

- A demonstrated need for a coastal location.
- Cannot reasonably be located outside the Undeveloped Coast.
- Protects, maintains and enhances the unique landscape and seascape character and special qualities of the area.

- Consistent with policy statements for the local policy unit in the prevailing Shoreline Management Plan.
- Consistent with the relevant Heritage Coast objectives, as contained within the relevant AONB Management Plan.

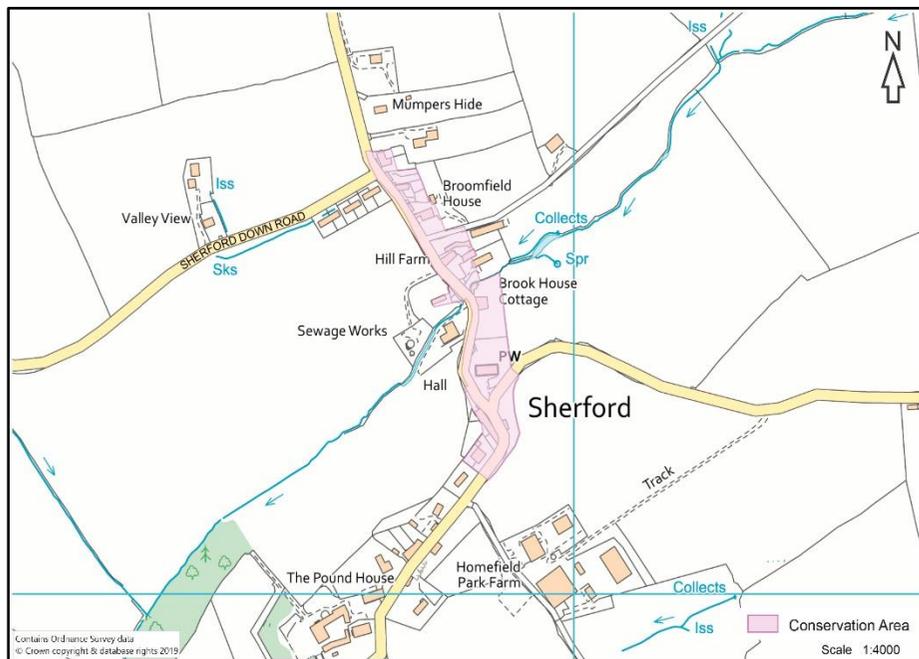
4.4 Earlier plans, most recently the South Hams Local Plan 1996, established a settlement boundary for Frogmore village. This has served to contain its growth to within reasonable limits, restricting new development within the AONB and respecting the SSSI setting. This plan reaffirms the approach with boundary amendments to include the new affordable housing at Creek Close and the inclusion of residential accommodation supporting the Globe Inn business. Areas of non-agricultural built-on land beyond the boundary, south of the A379, are specifically excluded to protect the AONB and its local setting from additional development.



*Map No. 4 Frogmore's Settlement Boundary identification map*

4.5 Outside Frogmore village, development will be tightly controlled and only permissible where it is essential in order to meet agricultural, business or other small-scale needs which cannot be met within the village.

4.6 A defined settlement boundary is not proposed for Sherford. Its deep rural nature and the limitations imposed by its narrow road accesses and infrastructure severely limit all but minor development opportunities. Of importance, however, is the retention of the existing conservation area (also see Map No 1 on page 11) and the protection of its heritage assets.



Map No.1 (repeated): Sherford's Conservation Area

#### POLICY FSNP 5: SETTLEMENT BOUNDARY

1. Development will be permitted inside Frogmore village's settlement boundary shown in the plan, provided it is in scale and character with the site and surroundings and will cause no significant adverse impacts on the natural or historic environment, amenity, traffic, parking or safety.
2. Elsewhere in the parish, development will be strictly controlled and only permitted where it can be delivered sustainably and requires a countryside location or will meet a proven local need which cannot be met within the settlement boundary.

#### DESIGN AND CONSTRUCTION

4.7 Development will be expected to display good, sensitive design, in harmony with the locality, enhancing environmental and social standards. Designers must pay careful attention to the local context of new development, employing effective construction techniques and technology to deliver sustainable buildings and ensuring that development, in both its public and private areas, is inclusive and accessible for all.

4.8 National standards for sustainable construction change over time. Development must at least meet current national standards. Designs which strive to surpass the basic standards and deliver greater energy efficiency, greater carbon reductions, further reductions in use of non-renewable resources, or employ other innovative eco-friendly building techniques will be particularly welcomed.



*Frogmore village's eastern boundary in the AONB*

4.9 Measures should also be taken to avoid environmental damage, nuisance and disruption during the construction of new developments.

4.10 All new development must make provision for off-road car parking and where possible private garage parking.

67% of community respondents considered that  
*'design should generally be in traditional style.'*

91% agreed *'houses should have off street parking.'*

91% considered that *'maximum building heights should be two storeys above ground level.'*

85% considered that *'design should respect heritage.'*

## **POLICY FSNP 6: DESIGN AND CONSTRUCTION**

All new development shall:

1. Be of high design quality clearly derived from the site context, respecting the local vernacular, safeguarding local distinctiveness and in scale and keeping with its setting.
2. Enhance local character and protect local heritage, biodiversity, landscape, views and skylines.
3. Be safe, attractive, inclusive and accessible for all.
4. Provide for its own car parking requirements, with a minimum of two car parking spaces for two-bedroom dwellings and a minimum of three spaces for dwellings with three bedrooms or more.
5. Support and encourage construction which exceeds the statutory minimum use of sustainable materials and minimises use of non-renewable resources, contributing to reducing carbon emissions and maximising solar gain energy capture.
6. Mitigate risks relating to contamination, erosion or flooding and not cause unnecessary noise, light or other pollution.
7. Provide safeguards during construction to protect against environmental damage or local nuisance.
8. Protect residential amenity without negative impacts for neighbours in terms of privacy, overlooking, overbearing and dominant impact, loss of daylight and sunlight, noise and disturbance, odours or fumes.

## RENEWABLE ENERGY

4.11 It is recognised that renewable energy is a critical factor in helping to address challenge of climate change and the government has set a target to deliver 20% of our energy from renewable sources by 2020. Renewable energy development proposals will be considered in relation to the impact they would have upon other matters of local, regional or national interest, particularly landscape considerations.

70% of community respondents were not in favour of *'non-domestic solar panel farms in the parish.'*

66% were not in favour of *'the installation of non-domestic wind turbines in the parish.'*

45% of community respondents were in favour of *'anaerobic digesters for renewable energy'*, while 31% were undecided.



*Photovoltaic panels at Creek Close, Frogmore*

4.12 It is considered unlikely that scope will be found for any large-scale renewable energy developments in the parish, but small-scale schemes may be appropriate and could contribute to the local economy and community. Community led initiatives to deliver renewable energy will be supported providing they are likely to meet the criteria set out in the policy below.

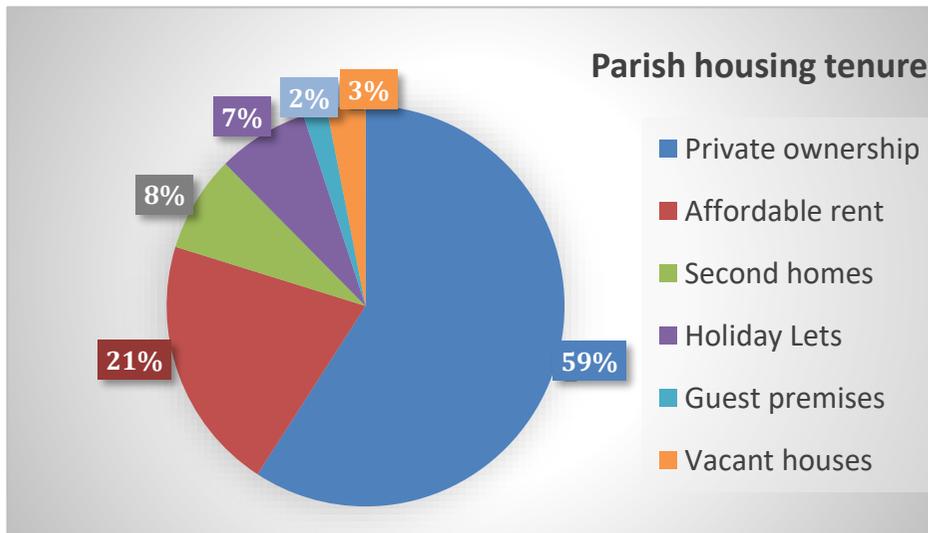
### POLICY FSNP 7: RENEWABLE ENERGY

1. Proposals for large scale renewable energy developments will not be permitted unless they can be shown to have no unacceptable impact on landscape, vistas and views, biodiversity or local amenity,
2. Proposals for individual and community scale renewable energy schemes, such as solar voltaic panels, biomass facilities, anaerobic digesters and wood fuel products will be supported providing they will:
  - a. be appropriate in siting and scale to the local setting and the wider landscape,
  - b. create no unacceptable impact on the amenities of local residents, and
  - c. have no unacceptable impact on any feature of natural or biodiversity importance.
3. Support and encouragement will be given to developers aiming to provide developments with at least 20% of energy needs from on-site renewable energy.
4. Commercial and residential developers should aim to make provisions for electrical vehicle charging.

## 5 HOMES AND JOBS

### AFFORDABLE HOMES

5.1 The availability of services and amenities in and around Frogmore means that it is considered to be a sustainable location for small scale growth. There are about 257 homes across the parish. The Joint Local Plan does not set a housing target for the parish because it lies partly within the AONB.



*An assessment of overall parish housing tenure*

5.2 Approximately 29% of Frogmore's housing stock provides social rented housing delivered by Registered Providers, Guinness Trust and Hastoe Homes. As a proportion, some 85% of housing built in Frogmore during the last 30 years has been in the affordable category. Sherford and the outlying rural areas have not attracted Registered Providers due to limited access to services.

5.3 House prices are high in comparison with accessibility levels and wages and there can be expected to be a need for further rented housing initiatives, particularly the younger generation against objectively assessed local housing need.

5.4 There is presently detailed consent for a further 5 private dwellings and outline planning consent for an additional 8 dwellings within the parish. This includes consent granted on planning appeal for 8 houses within the AONB, 2 of which are to be affordable.

79% of community respondents agreed that *'new homes should be restricted to satisfying local need.'*  
59% said *'priority should be given to affordable tenure homes.'*  
65% said new homes *'should be sited within existing village boundaries.'*

5.5 Adding to Guinness Trust's 43 homes at Winslade Close and Appletree Close, the Parish Council promoted the development of further affordable rent homes at Creek Close, Frogmore, a rural housing exception initiative developed by Hastoe Homes. Completed in 2017, the nine affordable homes in the scheme met, in full, objectively assessed local need from applicants qualifying under Devon Homes Choice criteria. This included two family relocations from nearby Appletree Close.

5.6 Two Creek Close tenants were in Devon Home Choice's housing need category, 'Band C - medium housing need', two were in 'Band D - low housing need' and five in Band E - no housing need'. All qualified for tenancies due to local connections.

5.7 At Spring 2021 Devon Home Choice recorded one Band B, 'high need' enquiry for a single-bed unit and one 'medium need' for a Band C two-bed unit. A further two registrations were recorded under Band D, 'low need', for two-bed units. There were five Band E, 'no need', enquiries. There are occasional re-lettings of local affordable housing stock.

5.8 It is anticipated that the development of further affordable housing will become viable in due course. The Plan will be receptive to community-led rural exception housing initiatives, as defined in the National Planning Policy Framework.



*Affordable homes at Creek Close, Frogmore*

5.9 The objectively assessed need for affordable housing within the parish will continue to be monitored through 'Devon Home Choice' registrations and surveys and households in bands A-E of the register with a local connection to the parish will be given priority.

5.10 Rural exception housing sites should be well serviced, located within or adjacent to village centres and in order to protect its special qualities, located outside the AONB.

#### **POLICY FSNP 8: AFFORDABLE HOUSING PROVISION**

Proposals for affordable housing will be supported, subject to viability, as either infill (including reuse of previously developed land) or as a rural exception sites, including a village housing initiative or community-led housing, provided the proposal meet the following criteria that it:

1. Can demonstrate that it will meet clearly identified local housing needs and is located where it will enhance or maintain the vitality of a village community and the parish as a whole.
2. Comprises a small-scale scheme with an appropriate mix of dwelling types and sizes, reflecting the identified need.
3. Is located in order to protect the area's special qualities.
4. Occupancy will be prioritised to households in bands A-E on the Devon Home Choice register with the proviso that successful applicants have a local connection to the parish of Frogmore and Sherford.

## SCALE OF DEVELOPMENT

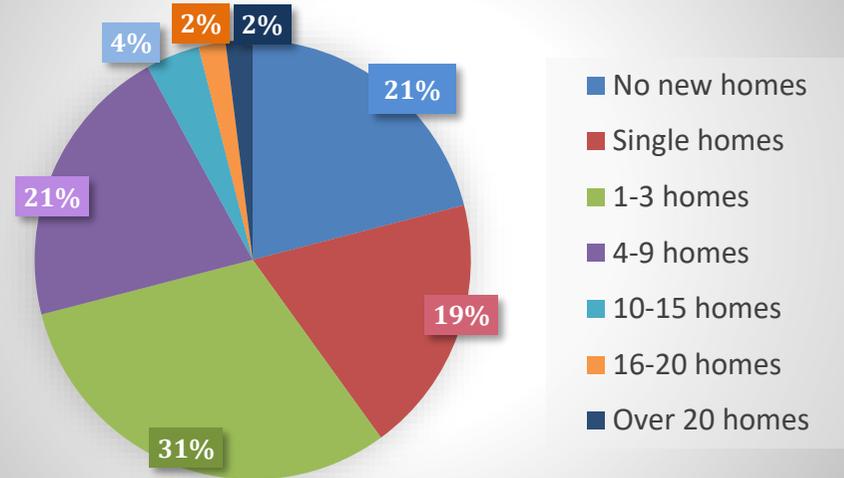
5.11 It is important that the rural nature of the parish is maintained and not diminished in character or its community facilities and services overstretched with new development. Both villages have grown over the centuries in traditional linear form along the thoroughfares. In more recent times Frogmore's three self-contained housing estates have been introduced to secure social rented homes, each funded without private developer support.

5.12 No substantial changes or improvements have occurred in the provision of road, pavement and footpath infrastructure outside these estates over the generations. Development along the A379 corridor and the growth in tourism has contributed to growing congestion and concern for public safety. Frogmore and Sherford villages and the parish's lanes are beset with physical width restrictions presented by historic buildings, sunken roads and topographical constraints.

5.13 The need for affordable homes is supported by the community, and to attain viability for affordable housing a scale of development similar in size to Creek Close is usually required. However, over 70% of questionnaire respondents considered that new housing should be limited to no more than 3 homes per development and this is considered to be appropriate for any private sector residential developments."

21 % of community respondents said, 'no new homes were needed in the parish,' 19% said 'build single homes only.' 31% considered 'developments should typically be 1-3 homes' and 21% thought '4 to 9 homes.' 8% voted for larger schemes.

### What size should housing developments be?



### Community views on housing development

5.14 New private housing development will therefore be acceptable only where it is delivered in single dwelling plots or small groups, avoiding housing estate developments which would be out of scale and character with the parish's rural setting and which would place further strain on inadequate transportation infrastructure.

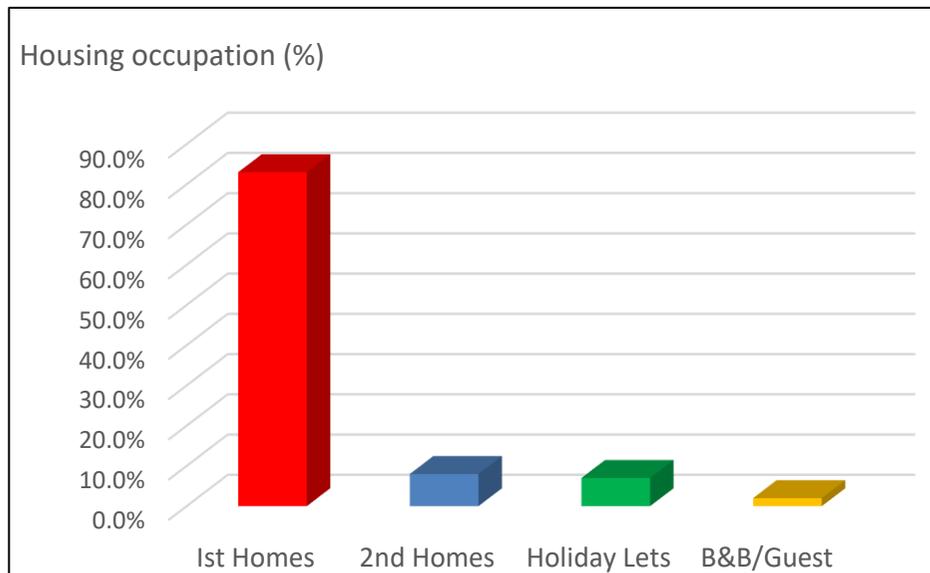
### POLICY FSNP 9: PRIVATE HOUSING DEVELOPMENT

New private housing development sites shall be small scale in order to respect and maintain the parish's character and development and limited infrastructure capacity.

## SECOND HOMES

5.15 Demand for second homes and holiday properties is a factor underlying growth in property prices. At present it is estimated that approximately 8% of dwellings in the parish are occupied for less than 50% of the year and 7% are offered as holiday lets. Some dwellings transfer from second homes to principal residences as owners reach retirement. Increases in house prices, however, limit opportunities, particularly for local first-time buyers.

5.16 Whilst the introduction of a principal residence policy for new homes is considered premature, growth in second homes and holiday letting properties will be kept under review and the position will be revisited should the combined total rise above 20% of the total number of dwellings in the parish.



*How homes in the parish are used and occupied*

85% of community respondents consider that 'second or holiday homes should be restricted.'

## JOBS AND BUSINESS GROWTH

5.17 The 2011 Census showed that 182 of the adult population in the parish (54%) were economically active, with the largest proportion being self-employed (19%).



*Marine services, Frogmore Creek*

5.18 Today agriculture remains a predominant local land use and employment sector. However, job numbers have reduced through mechanisation. Other important sectors represented are boat building and marine services, groundworks, building construction, maintenance and plant hire. Hospitality and catering services are provided by the Globe Inn, the new 'Swell' local shop and Springfield farm shop in Frogmore.

5.19 More than twenty home-based business enterprises are run by individuals in the parish, including IT based business, professional services, skilled crafts, design, maintenance and fitting services and gardening.



*Textile workshop, Sherford*

5.20 The plan aims to foster conditions for local economic prosperity and sustainable local business growth in scale and keeping with the parish infrastructure and services. The reuse of agricultural and redundant buildings for small business and workshop premises will be encouraged to assist local employment growth.

5.21 Bed and breakfast businesses and the Globe Inn serve visitors and tourists. There are also cottages offered for holiday lettings.

76% of community respondents support *'growth in craft workshop-based business.'*

73% support *'expansion and diversification in agriculture.'*  
60% support *'marine business expansion and diversification.'*

56% support *'growth in the hospitality sector'* and  
65% supported *'the need for visitor services and facilities.'*

#### **POLICY FSNP 10: SUSTAINABLE BUSINESS GROWTH**

1. New business premises, visitor and tourist accommodation and associated facilities will be acceptable in principle within settlement boundaries.
2. Outside these boundaries such development will generally be acceptable if it involves:
  - a. an improvement of an existing business and / or
  - b. the reuse of traditional agricultural or other buildings.
3. In each case the development must be capable of being delivered sustainably, in scale and character with the site and its surroundings and cause no significant adverse impacts on the natural or historic environment, amenity, traffic, parking or safety of the area.



*Swell, Frogmore's local shop*

5.22 In order to help maintain the local economy, changes of use of existing businesses premises will only be permitted if it can be demonstrated that neither the existing business nor any alternative business uses are viable.



There's a welcome at Frogmore'

### **POLICY FSNP 11: EXISTING BUSINESSES**

Changes of use of existing business premises will not be permitted unless it can be demonstrated that the existing business is no longer viable and that reasonable efforts have been made to find an alternative business user. Evidence of business failure and of the premises being marketed for business use over at least 2 years will be required.

### **TELECOMMUNICATIONS**

5.23 To further support sustainable development of the local economy the plan lays emphasis on enhanced communications, especially through improved electronic and telecommunications infrastructure. Any enhancements in digital infrastructure provision should also, of course, be of benefit for all businesses and local residents, including individual and remote properties.

5.24 Coordinated forward planning of the works necessary to lay new digital and other service infrastructure is encouraged so as to minimise unnecessary excavation of roads and footpaths.

Overall, 80% of community respondents consider that their telephone landline service is good but only 23% have a good mobile signal. This reduces to 4% outside Frogmore. High speed broadband services are presently restricted beyond Frogmore. Overall, 32% are satisfied with the service but again outside Frogmore satisfaction falls to 7%.

## POLICY FSNP 12: TELECOMMUNICATIONS

Proposals to upgrade and expand electronic communications, broadband and technologies that enhance quality of life and amenities will be supported, providing apparatus is:

1. erected on existing buildings or structures wherever possible,
2. kept to the minimum necessary for efficient expansion and
3. sited to minimise impacts on the AONB and local landscape.



Fibre broadband in Frogmore

## 6. TRANSPORT, COMMUNITY FACILITIES AND INFRASTRUCTURE

### MOVEMENT AND ACCESS

6.1 The A379 road through Frogmore is on a hill and has width restrictions and single-track vehicle passing in places. The sunken nature of the higher, western end of the road precludes the opportunity for roadside pavements. Pedestrian movement is frequently hazardous.

6.2 There are pavements serving the eastern end of Frogmore beyond the Bakery. Elsewhere the parish's road network consists of country lanes without pavements.

6.3 Pedestrian safety is of paramount importance and requires effective traffic management and vehicle adherence to speed limits.



A379 carriage width constraints through Frogmore

75 % of community respondents consider that pedestrians are 'not satisfied that using our roads and pavements is safe.'  
56% consider that 'a lower speed limit is needed on the A379 though Frogmore village.' 63% agree 'the need for a strategic highway review focusing on reducing A379 traffic.'

6.4 In a rural parish such as Frogmore and Sherford public transport provision is very limited. Most local households rely largely on their own transport, although 5% do not have a vehicle.



*School and volunteer community buses supplement local services*

6.5 Bus services run on the A379 through Frogmore village at roughly hourly intervals between 7.57 am and 6.48 pm, six days a week with a reduced service on Sundays. There is no bus service to Sherford due to the restricted width of the country lanes. Any reduction in public transport provision will be resisted and any enhancement in services will be welcomed.

6.6 A community bus service, run by volunteers, supplements the service but again restricted road widths limit access to much of the parish.

6.7 The local footpath and bridle path network is also limited. Very few of the village roads have footpaths. Enhancements to the network of paths around the parish and sensitive measures to assure pedestrian and rider safety will be welcomed.

6.8 The parish relies on the adjoining villages of Chillington and East and West Charleton for health centre, convenience store, Post Office counter and junior school services. Direct inter-village footpath connections do not exist but are widely sought by the parish community. The creation of safe routes linking villages and services will be supported.

87% of community respondents would support proposals for *'green footpath routes to link our villages.'*  
67% would like a safe A379 road crossing at Frogmore Bridge and 77% would like to see *'proposals for more access to the countryside footpaths.'*  
58% are in favour of *'increasing the number of bridleways across the parish.'*

6.9 Traffic conditions on the A379 and the pattern of sunken lanes throughout the parish restricts the attractiveness and safety for cyclists, consequently, cycle ownership and use is low.

31% of community respondents said that they never used public buses, 48% used them occasionally and only 21% regularly. The Coleridge community bus was used by some.



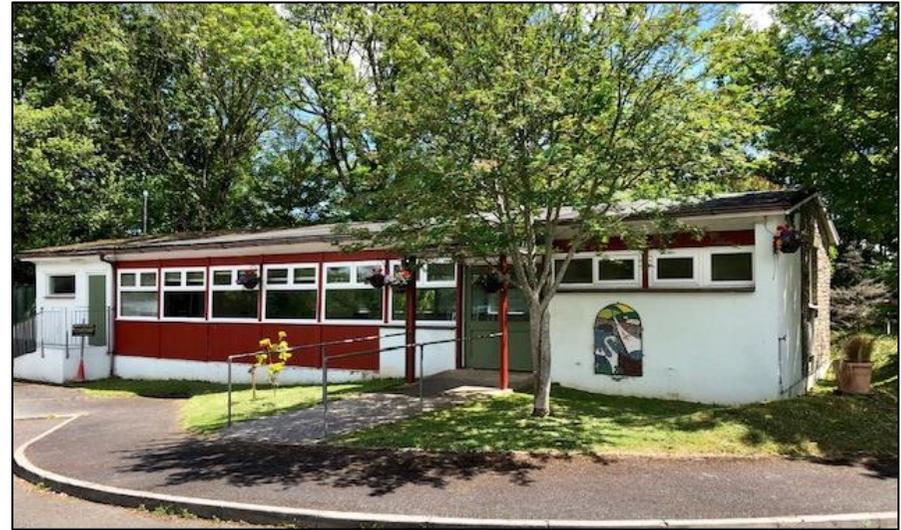
39% of community respondents would be in favour of 'promoting more cycling in the parish.' 48% would like to see 'segregated cycle ways covering main routes' and 47% would be in favour of 'promoting parish wide recreational cycle routes.' 29% of respondents were undecided on these issues.

#### **POLICY FSNP 13: LOCAL TRANSPORT, FOOTPATHS & BRIDLE PATHS**

1. Improvements to pedestrian, footpath and bridle path provision will be supported where they do not adversely impact on the environment.
2. Initiatives introducing safe pedestrian and bridleway routes linking adjacent villages and their services to Frogmore and Sherford parish will be supported.
3. New segregated public path, bridleway and cycleway routes between Frogmore and Sherford will be welcomed.

#### **COMMUNITY FACILITIES**

6.10 The parish has a predominantly friendly, active community, but there are limited local facilities in the parish. Those facilities which do exist are therefore especially precious and the plan aims to safeguard and continue to improve them for present and future generations.



*Frogmore village hall*



*Sherford village hall*

82% of community respondents agree that *'we have a friendly, active community.'* 62% say *'more village events should be encouraged'* and 79% agree that *'community buildings should continue to be improved.'*

6.11 St. Martin of Tours parish church is located in Sherford. The popular Globe Inn public house is in the centre of Frogmore and the Springfield farm shop incorporating a butcher, greengrocer and a cafeteria is located on the A379 to the west of Frogmore village. The village has, however, recently lost its historic bakery and part-time Post office, replaced on the same premises by 'Swell' a convenience store and coffee shop.

6.12 Sherford has an attractive, modern village hall with good kitchen, storage, meeting and parking facilities. Frogmore's village hall is a smaller, light-weight structure requiring replacement in the medium term in order to meet community aspirations.

6.13 Approximately 50 children live in the parish. The nearest junior schools are in West Charleton and Stokenham, requiring a journey of between one and four miles for students. The catchment area's state secondary school is the Kingsbridge Academy.

6.14 Frogmore has a small SHDC-run children's playground. There are no public children's play facilities elsewhere in the parish.

6.15 The retention, maintenance and prosperity of existing facilities is important to local well-being.

33% of community respondents said *'more local shops and services are needed.'* 35% disagreed and 32% were undecided.

6.16 Frogmore Creek and its tidal foreshore is an important community asset and will be safeguarded from development, obstruction or loss of access. Access to and from the foreshore and connection to the coastal path network is important and opportunities for enhancement will be welcomed.

6.17 Community facilities and enhancements to well-being will be welcomed. and support, particularly if they will bring improvements for young families and the elderly.

#### **POLICY FSNP 14: COMMUNITY FACILITIES & INFRASTRUCTURE**

1. Development that will demonstrably support the vibrancy and vitality of the parish and wider community will be supported provided it complies with national and local strategic policies and other policies of this plan.
2. Proposals for more community facilities and infrastructure will be supported, provided the proposals will:
  - a. include adequate access and parking arrangements
  - b. not lead to traffic danger or congestion, and
  - c. not generate unacceptable noise, smell, loss of privacy or nuisance to neighbours.
3. Development will not be permitted that would result in the loss of, or significant harm to a local community facility or asset unless there is adequate alternative provision in the parish or the facility can be shown to be no longer viable. having been unsuccessfully marketed for a period of at least two years.

**Continued:**

**FSNP 14: COMMUNITY FACILITIES & INFRASTRUCTURE**

4. Local community facilities and assets, include:

- St Martin of Tours Parish Church, Sherford
- Frogmore Village Hall, owned by Frogmore Village Community Association.
- Sherford Village Hall, owned by Sherford Village Community Association.
- Frogmore children’s play area, owned by South Hams District Council.
- Frogmore Creek public pontoon, owned by Salcombe Harbour Authority.
- Sherford war memorial, owned by Frogmore and Sherford Parish Council.
- Perraton Field, Mill Lane, Frogmore, whilst kindly leased to the Frogmore Village Community Association by the Perraton Family, Winslade Farm, Frogmore.
- Stabbs Lane lawn, Frogmore Creek, common land with unregistered tile.
- The Globe Inn, Frogmore.
- Swell, Frogmore’s Village shop.
- Springfield, Frogmore’s farm shop.



Raft racing at the Frogmore Regatta



Tranquillity on Frogmore creek



Community 'book exchange'

**LOCAL OPEN AND GREEN SPACES**

6.18 Our parish is set in beautiful farming countryside with the extra benefit of the access to the Kingsbridge and Salcombe estuary via Frogmore Creek. As a consequence, there has been limited focus on the need for increasing defined local open and green spaces.

6.19 The plan protects existing open spaces in the parish. Frogmore’s assets include the Appletree Close children’s playground next to the village hall, owned and maintained by South Hams District Council. Outside the settlement boundary is Perraton Field, Mill Lane, an amenity field and nature area leased to the Frogmore Village Community Association until 14<sup>th</sup> September 2031, subject to earlier termination on service of 3 years notice. This field is used for recreation, village events and dog exercising. There is also a small public lawn frontage accessed from Stabbs Lane, without registered Land Registry title, adjacent to Frogmore Creek, which is used and maintained by local residents.

30% of community respondents agree that ‘we need more community amenity open space.’ 35% disagreed.

6.20 The Parish Council owns and maintains the war memorial garden situated next to St. Martin of Tours parish church, Sherford.



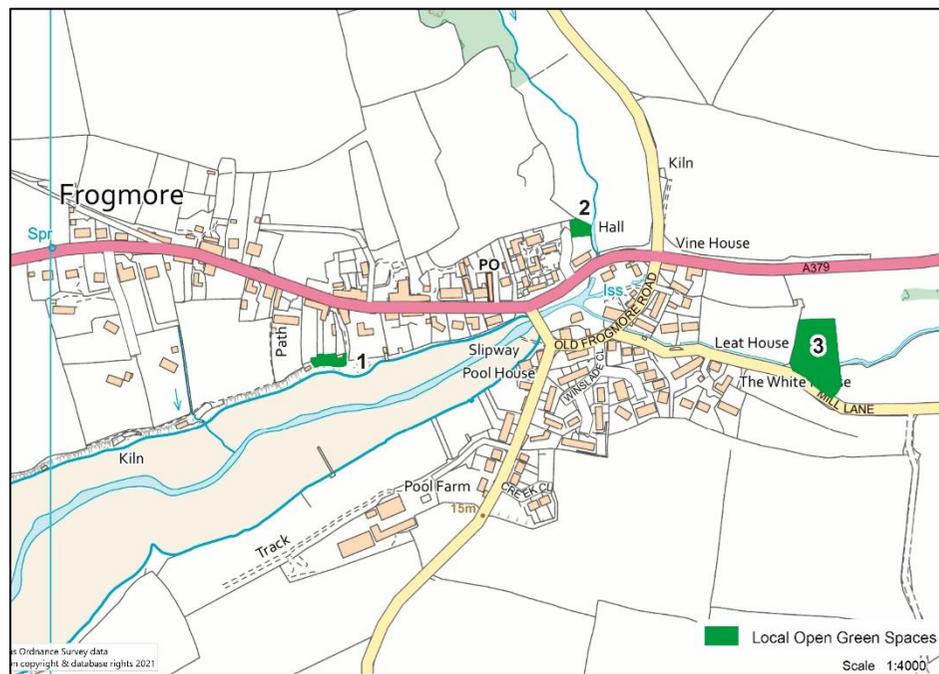
Village sports day



Sherford war memorial.

6.21 Only development necessary to improve enjoyment by the general public will be permitted in these areas.

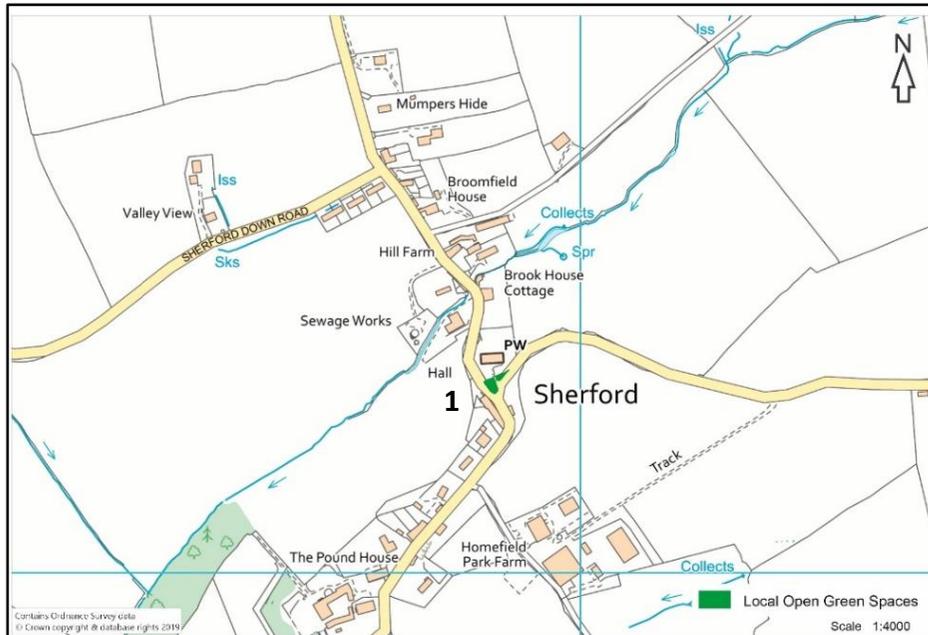
6.22 Opportunities for improvements to existing public green spaces and facilities and additional public open and green spaces within the parish will generally be welcomed.



Map No. 5: Frogmore’s green open spaces

Key:

1. Frogmore Creek Stabbs Lane lawn
2. Frogmore children’s playground, Appletree Close
3. Perraton Field, Mill Lane, Frogmore. Public open space subject to leasehold terms.



Map No. 6: Sherford's green open space

Key:

1. Sherford war memorial.

### POLICY FSNP 15: LOCAL GREEN SPACE

The following areas are designated as green space in the plan:

1. Appletree Close, Frogmore, childrens' playground.
2. Mill Lane, Frogmore amenity ground
3. St. Martin of Tours church, war memorial garden, Sherford.
4. Stabbs Lane Lawn frontage adjoining Frogmore Creek"

These spaces will be safeguarded from development. Only minor development directly associated with and necessary for the public enjoyment of the green space will be permitted.



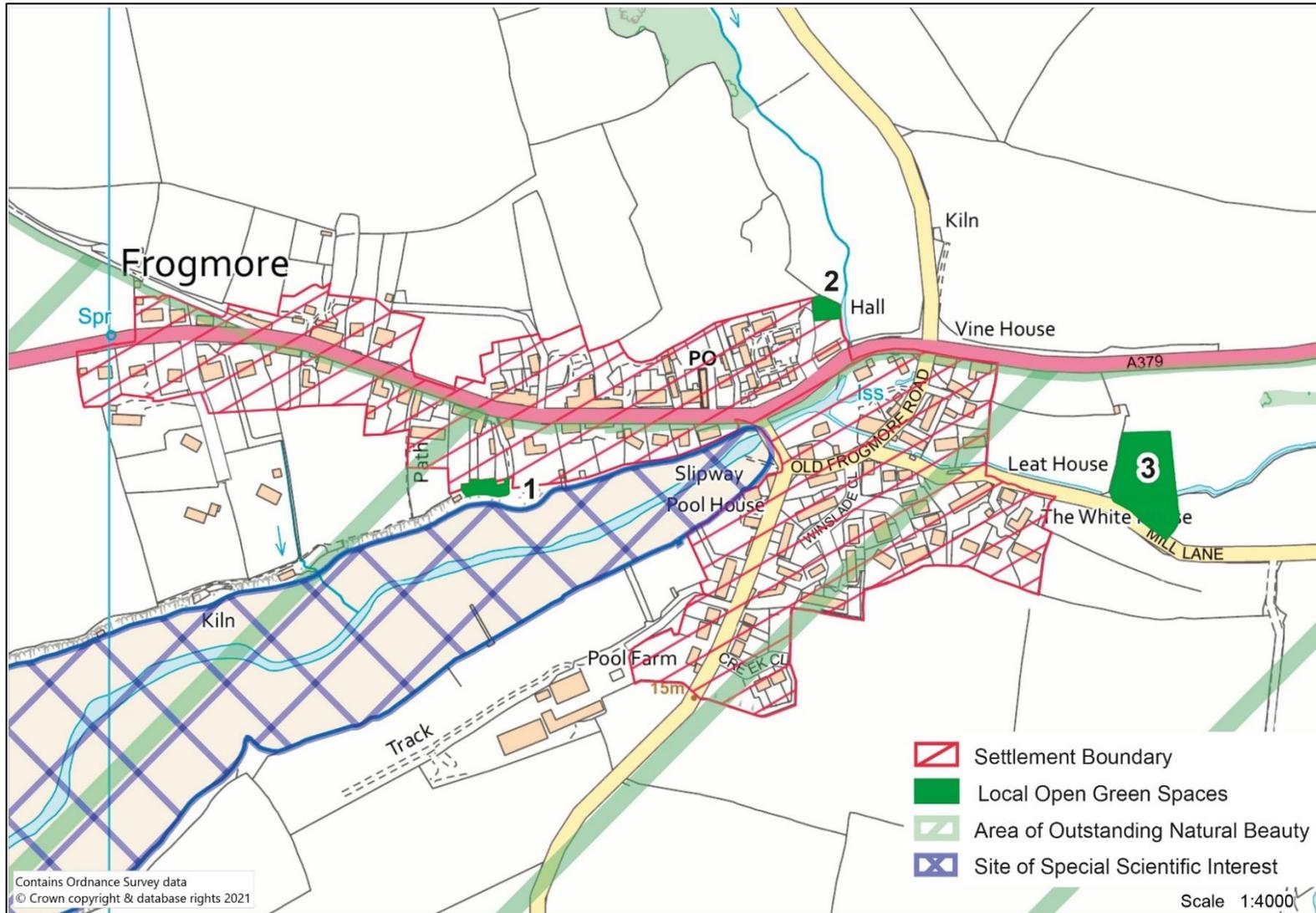
Picnic shelter, Perraton Field, Frogmore



Frogmore's children's playground

**MAP NO. 7: COMPOSITE PROPOSALS MAP**

**FROGMORE VILLAGE**



**MAP No. 8: COMPOSITE PROPOSALS MAP**

**SHERFORD VILLAGE**



## 7. DELIVERY AND MONITORING

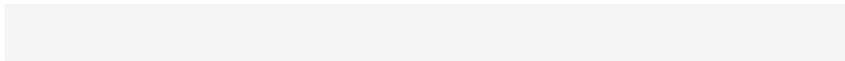
7.1 Many of the plan's proposals will only happen with private sector investment, but this does not remove Devon County Council, South Hams District Council and Frogmore and Sherford Parish Council or other public bodies from their responsibilities for infrastructure and services. The plan's policies aim to steer and shape development, but it is expected that developer contributions will be gathered through S106 agreements, Community Infrastructure Levy or similar orders to address any specific mitigation required and to offset the broader impacts of any new development.

7.2 The policies of this plan and the Joint Local Plan will be complementary, together providing a firm platform for all parties to cooperate in promoting, enabling and delivering beneficial developments and improvements of all kinds. Conformity between plans will be key to unlocking funds to support this plan's delivery, and it is hoped that Devon County Council, South Hams District Council and Frogmore and Sherford Parish Council will take a proactive role in this regard.

7.3 Once the Neighbourhood Plan is completed and has been supported at referendum by the local community it will become part of the local development plan. This means that it will be a material consideration in the determination of planning applications. South Hams District Council will assess development proposals against the objectives and policies of the Neighbourhood Plan alongside the Joint Local Plan and any related implementation plan to ensure that the aspirations of the community are being met.

7.4 Monitoring may require the plan to be reviewed in due course to keep it up-to-date and relevant. A monitoring framework is suggested to help judge the effectiveness of the plan's policies. Any formal amendments to the plan will have to follow a similar process as was used to prepare the original plan





**Our Frogmore & Sherford Community**  
NEIGHBOURHOOD PLAN