

**Mr S Hearse**  
**Chief Executive**  
**Torrige District Council**  
Riverbank House  
Bideford  
Devon  
EX39 2QG



Tel : Bideford (01237) 428700

Date: 12 September 2025  
Quorum: 18

## **FULL COUNCIL MEETING**

<b>On:</b>	Monday 22 September 2025	<b>At:</b>	6.30 pm
<b>Venue:</b>	Caddsdwn Business Support Centre - Caddsdwn Bideford EX39 3BE		

The meeting will be able to watch through the Councils YouTube Channel  
<https://tinyurl.com/TorrigeYouTube>

## **NOTICE OF MEETING**

**You are hereby summoned to the Meeting of the District Council at the aforementioned date and time**

A handwritten signature in black ink, appearing to be "S. Hearse", written over a horizontal line.

**Chief Executive**

<b>To:</b>	Councillor D Bushby (Chair) Councillor D Smith (Vice-Chair) Councillors: S Andrews, L Bach, A Brenton, D Brenton, C Bright, L Bright, C Cottle-Hunkin, J Craigie, A Dart, T Elliott, S Gibson, J Gubb, P Hackett, P Hames, S Harding, C Hawkins, R Hicks, C Hodson, S Inch, K James, T Johns, C Leather, W Lo-Vel, R Lock, S Newton, K O'Rourke, P Pennington, L Piper, P Shepherd, T Tinsley, H Thomas, C Wheatley and J Whittaker
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**Members are requested to turn off their mobile phones for the duration of the meeting**

# **AGENDA**

## **PART I - (OPEN SESSION)**

1.	<b>Apologies For Absence</b> To receive apologies for absence from the meeting
2.	<b>Council Minutes</b> (Pages 4 - 22) Confirmation of the Minutes of the Meeting of the Council held on 23 <sup>rd</sup> June, Extraordinary 14 <sup>th</sup> July and 28 <sup>th</sup> July.
3.	<b>Public Contributions</b> 15 minute period for public contributions. The deadline for registering to speak is by 2pm Thursday 18 <sup>th</sup> September 2025. To register please email <a href="mailto:dem.services@torridge.gov.uk">dem.services@torridge.gov.uk</a>
4.	<b>Declarations of interest</b> Members with interests to declare should refer to the Agenda item and describe the nature of their interest when the item is being discussed.
5.	<b>Agreement of Agenda Items Part I and II</b>
6.	<b>To consider correspondence or other business especially brought forward by the direction of the Chair</b>
7.	<b>Annual Report on Treasury Management 2024-25</b> (Pages 23 - 30) To receive the report of the Finance Manager (& S151 Officer).
8.	<b>Local Government Reorganisation Update</b> To receive a verbal update from the Leader of the Council and Chief Executive.
9.	<b>Community Regeneration Partnership - Hatchmoor Industrial Estate (Torrington)</b> (Pages 31 - 36) To receive an update from the Leader of the Council and Chief Executive.
10.	<b>Community Regeneration Partnership - Land Development at Holsworthy Agri-Business Park</b> To receive an update from the Leader of the Council and Chief Executive.
11.	<b>To answer questions submitted under Procedural Rule A9</b>
12.	<b>Petitions</b> To receive petitions (if any)
13.	<b>Notices of Motion</b>

14.	<b>Exclusion of Public</b> The Chair to move:  “That the public be excluded from the remainder of the meeting because of the likely disclosure of exempt information as defined in Schedule 12A of the Local Government Act 1972”
15.	<b>PART II - (CLOSED SESSION)</b>  Items which may be taken in the absence of the public and press on the grounds that exempt information may be disclosed.
16.	<b>Community Regeneration Partnership - Land Development at Holsworthy Business Agri-Park</b> (Pages 37 - 194) To receive an update from the Leader of the Council and Chief Executive.
	Meeting Organiser: Democratic Services

# Agenda Item 2

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## TORRIDGE DISTRICT COUNCIL

### FULL COUNCIL MEETING

Caddsdow Business Support Centre - Caddsdow Bideford EX39 3BE

Monday, 23 June 2025 - 6.30 pm

PRESENT                      Councillor D Bushby (Chair)

                                    Councillor D Smith (Vice-Chair)

                                    Councillors S Andrews, A Brenton, D Brenton, C Bright, L Bright, A Dart, T Elliott, S Gibson, J Gubb, P Hackett, P Hames, S Harding, R Hicks, C Hodson, S Inch, K James, C Leather, W Lo-Vel, R Lock, S Newton, K O'Rourke, P Pennington, L Piper, H Thomas, C Wheatley and J Whittaker

ALSO PRESENT              S Dorey                      - Head of Legal & Governance (& Monitoring Officer)

                                    S Kearney                   - Head of Communities & Place

                                    P Hudson                   - Finance Manager (S151 Officer)

                                    P Gilbert                   - Public Health & Community Safety Manager

                                    C Fuller                     - Economic Development Manager

                                    H Gardner                  - Estates Manager

                                    T Vanstone                - Senior Electoral & Democratic Services Officer

                                    L Glover                    - Corporate Services Officer

#### 444. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors L Bach, C Cottle-Hunkin, C Hawkins, K Hepple, P Shepherd and T Tinsley.

#### 445. COUNCIL MINUTES

Members were presented with the minutes from the meetings held on the 3<sup>rd</sup> March 2025, 17<sup>th</sup> March 2025, 19<sup>th</sup> May 2025 (Extraordinary Full Council), and the 19<sup>th</sup> May 2025 (Annual General Meeting).

It was proposed by Councillor P Hackett, seconded by Councillor K James and -

Resolved:

That the minutes of the meeting held on 3<sup>rd</sup> March 2025 be confirmed as a correct record and signed by the Chair.

(Vote: For – 23, Against – 0, Abstentions - 3)

It was proposed by Councillor S Inch, seconded by Councillor J Whittaker and -

Resolved:

That the minutes of the meeting held on 17<sup>th</sup> March 2025 be confirmed as a correct record and signed by the Chair.

(Vote: For – 23, Against – 0, Abstentions - 3)

It was proposed by Councillor R Lock, seconded by Councillor K James and -

Resolved:

That the minutes of the extraordinary meeting held on the 19<sup>th</sup> May 2025 be confirmed as a correct record and signed by the Chair.

(Vote: For – 25, Against – 0, Abstentions - 1)

It was proposed by Councillor D Bushby, seconded by Councillor H Thomas and -

Resolved:

That the minutes of the Annual General Meeting held on the 19<sup>th</sup> May 2025 be confirmed as a correct record and signed by the Chair.

(Vote: For – 25, Against – 0, Abstentions - 1)

446. PUBLIC CONTRIBUTIONS

There were no public contributions.

447. DECLARATIONS OF INTEREST

Members were reminded that declarations of interest should be made as and when the specific agenda item to which they related was under discussion.

448. AGREEMENT OF AGENDA ITEMS PART I AND II

There was a Part II item on the agenda.

It was proposed by Councillor D Bushby, seconded by Councillor K James and –

Resolved:

That the agenda, as circulated, be agreed.

(Vote: For – Unanimous).

449. TO CONSIDER CORRESPONDENCE OR OTHER BUSINESS ESPECIALLY BROUGHT FORWARD BY THE DIRECTION OF THE CHAIR

Councillor P Pennington joined the meeting at 18.37pm.

The Chair raised concerns regarding the South Western Ambulance Services NHS Foundation Trust's (SWAST) phasing out of firefighters as 'first responders' in certain emergency situations. Members recognised the significant work of volunteers, but emphasised the need for professional training.

As the Devon District Councils representative, Councillor C Hodson encouraged Members to submit questions that they would like raised at the Devon County Council Health and Adult Care Scrutiny Committee meeting scheduled for the 14<sup>th</sup> July 2025.

450. PUBLIC HEALTH & COMMUNITY SAFETY COMMERCIAL VEHICLE REPLACEMENT

The Public Health and Community Safety Manager presented the report, the purpose of which was to obtain resolution to purchase three replacement vans for the Public Health and Community Safety service.

Members were informed that the report contained errors; the cost of replacing with electric vehicles would be £13,069.84 more than is currently in the capital replacement programme, (£10,483.84 more than replacement with diesel vehicles).

Councillor L Piper joined the meeting at 18.43pm.

A discussion occurred. Members questioned if the vehicles could be sold and the Public Health and Community Safety Manager explained that this is likely, but requires further investigation. The vehicles will most likely not be transferred elsewhere in the Council.

As the Lead Member for Climate, Councillor P Hames commended Officers for the recommendation, and moved the motion in the report.

Councillor W Lo-Vel seconded Councillor P Hames's proposal.

The Committee outlined the relatively low mileage of the vehicles. Members were informed that the three vehicles have daily use, and are nearing the end of their operational lifespan. Members noted that each vehicle serves a distinct purpose: one is used for dog-related duties, another for addressing fly-tipping incidents, and a third for dealing with Public Health Funerals.

Councillor T Elliott proposed that the Council continue to use the existing diesel vehicles for another four years.

The Committee discussed the recommendation in the report with reference to Local Government Reorganisation.

Briefly, Members considered the value of the vehicles.

Members questioned the purchase of two new electric vehicles while keeping one existing diesel vehicle. The Public Health and Community Safety Manager explained that the diesel vehicles are well used, and are experiencing increased maintenance costs. Members were informed that a total of 12 working days were lost during the last financial year due to maintenance issues.

Councillor R Lock seconded Councillor T Elliott's proposal.

It was proposed by Councillor P Hames, seconded by Councillor W Lo-vel and –

Resolved:

That the proposal to acquire the electric replacement vehicles as detailed within the report be approved.

(Vote: For – 8, Against – 20, Abstentions – 0).

The motion was lost.

451. UPDATE OF FINANCIAL PROCEDURE RULES - PROCUREMENT THRESHOLDS

The Finance Manager (S151 Officer) presented the report, the purpose of which was for Members to update the Financial Procedure Rules. The Financial Procedure Rules require updating for the changes made to the Contract Procedure Rules (which were approved at Full Council on the 24<sup>th</sup> February 2025).

A brief discussion occurred. In response to a question, the Finance Manager (S151 Officer) confirmed that the changes relate to the contract thresholds.

It was proposed by Councillor P Hackett, seconded by Councillor D Bushby and –

Resolved:

That the updated Financial Procedure Rules are approved.

(Vote: For – Unanimous).

452. RURAL ENGLAND PROSPERITY FUND INVESTMENT PLAN

The Economic Development Manager presented the report, the purpose of which was to seek approval for the Torridge District Council Shared Prosperity Fund Investment Plan for 2025 – 26.

A discussion occurred.

In response to a question, the Head of Communities and Place explained that the Torrington playzone will be placed where the tennis courts are currently located.

The Head of Communities and Place outlined the difficulty of identifying rural projects that are deliverable within the 12-month timeframe.

As the lead Member for Leisure, Councillor L Piper commended Officers for their significant work on the playzones project, but mentioned the difficulties of funding and timelines.

Following on, Members discussed the tide fountain in Bideford. Concerns were raised around funding and the functionality of the fountain. The Economic Development Manager reported that assessments indicate that modern technology may make the fountain easier to restore and maintain.

Briefly, the Committee discussed wayfinding. The Economic Development Manager stated that reports indicate people struggle to navigate Bideford. Members noted that wayfinding improvements could create a more distinctive identity for Bideford, based on maritime heritage.

Councillor K James moved the recommendations in the report.

Concerns were raised over the contingency for projects. The Head of Communities and Place explained that increasing contingencies would require negotiation with the Football Foundation.

Members highlighted the funding needs at the Globe in Torrington. The Head of Communities and Place confirmed that TDC are working with the Globe to address these funding issues.

It was proposed by Councillor K James, seconded by Councillor L Piper and –

Resolved:

That Members approve the Torridge District Council Shared Prosperity Fund Investment Plan for 2025 – 26.

(Vote: For – Unanimous).

453. TO ANSWER QUESTIONS SUBMITTED UNDER PROCEDURAL RULE A9

One question was submitted under Procedural Rule A9.

In accordance with the Constitution a written answer to the question was circulated to Members.

Councillor D Brenton was invited to ask a supplementary question, and asked ‘Are we going to do anything about parking in East-The-Water?’

Councillor D Brenton was informed that a response would be received following the meeting.

In response to Councillor D Brenton's question, Councillor P Hames informed Members that the Tarka Trail connection issue has been raised at the Active Travel group meetings, where there are ongoing discussions with Devon County Council about this.

454. PETITIONS

There were no petitions.

455. NOTICES OF MOTION

There was one Notice of Motion.

456. WRITTEN NOTICE OF MOTION FROM COUNCILLOR P HAMES

Councillor P Hames submitted the following Written Notice of Motion:

*'As a planning authority this Council is very concerned that provisions in the proposed Planning and Infrastructure Bill will seriously impact biodiversity and the natural world in the Torridge area and in the UK. We therefore call on the Government to urgently address the specific concerns about the Bill which have been raised by the national organisations responsible for protecting and promoting wildlife and the countryside.'*

*To be sent to the Prime Minister, Housing Minister (Angela Rayner), Environment Minister (Steve Reed) and Sir Geoffrey Cox.*

The Chair advised that Councillor P Hames had three minutes to present the motion.

A statement was read aloud to the Committee.

A brief discussion occurred. Members referred to a recent briefing session where the Planning and Infrastructure Bill was discussed.

It was suggested that the discussion be referred to the Joint Planning Policy Committee (JPPC).

It was proposed by Councillor P Hames, seconded by Councillor H Thomas and –

Resolved:

That the Notice of Motion be agreed.

Following the support of five Members, a recorded vote was taken.

COUNCILLOR	FOR	AGAINST	ABSTAIN
ANDREWS, S	X		
<del>BACH, L</del>			
BRENTON, A			X
BRENTON, D			X
BRIGHT, C	X		
BRIGHT, L	X		
BUSHBY, D		X	
<del>COTTLE-HUNKIN, C</del>			
<del>CRAIGIE, J</del>			
DART, A	X		
ELLIOTT, T		X	
GIBSON, S		X	
GUBB, J		X	
HACKETT, P		X	
HAMES, P	X		
HARDING, S		X	
<del>HAWKINS, G</del>			
<del>HEPPLE, K</del>			
HICKS, R		X	
HODSON, C		X	
INCH, S		X	
JAMES, K		X	
JOHNS, T			
LEATHER, C		X	
LO-VEL, W	X		
LOCK, R		X	
NEWTON, S	X		
O'ROURKE, K	X		
PENNINGTON, P		X	
PIPER, L			X
<del>SHEPHERD, P</del>			
SMITH, D	X		
THOMAS, H	X		
<del>TINSLEY, T</del>			
WHEATLEY, C	X		
WHITTAKER, J		X	
<b>TOTAL - 36</b>			

(Vote: For – 11, Against – 14, Abstentions – 3)

The Motion was lost.

457. EXCLUSION OF PUBLIC

458. PART II - (CLOSED SESSION)

It was proposed by Councillor K James, seconded by Councillor D Bushby And –

Resolved:

That the meeting enter the Part II session.

(Vote: For – Unanimous).

459. RIVERBANK ACCOMMODATION

The Estates Manager presented the report and provided an update to the Committee.

A thorough and detailed discussion occurred.

Councillor C Hodson proposed an addendum to the recommendation in the report.

Councillor D Brenton seconded Councillor C Hodson's proposal.

Councillor S Gibson put forward a separate proposal, but did not receive a seconder.

Councillor L Piper proposed the recommendation in the report, which was seconded by Councillor R Lock.

It was proposed by Councillor C Hodson, seconded by Councillor D Brenton and –

Resolved:

That the Committee receive a fully costed and programmed report before the spend is committed to the project, to be discussed at the next available meeting.

(Vote: For – 18, Against – 9, Abstentions – 1).

Following this, Members voted to exit the Part II session.

It was proposed by Councillor D Bushby, seconded by Councillor D Brenton and –

Resolved:

That the meeting exit Part II and close.

(Vote: For – Unanimous).

The meeting commenced at 6.30 pm and closed at 8.20 pm

Chair:

Date:



464. TO CONSIDER CORRESPONDENCE OR OTHER BUSINESS ESPECIALLY BROUGHT FORWARD BY THE DIRECTION OF THE CHAIR

No matters were brought forward by the Chair.

465. TO ANSWER QUESTIONS SUBMITTED UNDER PROCEDURAL RULE A9

There were no questions submitted under Procedural Rule A9.

466. PETITIONS

There were no petitions.

467. EXCLUSION OF PUBLIC

468. PART II - (CLOSED SESSION)

It was proposed by Councillor D Bushby, seconded by Councillor P Hackett and –

Resolved:

That the meeting enter the Part II session.

(Vote: For – unanimous)

469. RIVERBANK ACCOMMODATION

In the absence of the Estates Manager, the Head of Communities & Place presented the report, the purpose of which was for Members to consider the Riverbank Accommodation.

The Leader moved the recommendation in the report.

A brief discussion took place.

It was proposed by Councillor K James, seconded by Councillor R Lock and –

Resolved:

That the recommendation in the report be approved.

(For – 18, Against – 1, Abstention – 0)

Following the vote and in response to a query, the Chief Executive confirmed the decision would remain in Part II.

It was proposed by Councillor D Bushby, seconded by Councillor D Smith and –

Resolved:

That the meeting exit Part II and close.

(Vote: For – Unanimous).

The meeting commenced at 5.30 pm and closed at 5.54 pm

Chair:

Date:

TORRIDGE DISTRICT COUNCILFULL COUNCIL MEETINGCaddsdow Business Support Centre - Caddsdow Bideford EX39 3BEMonday, 28 July 2025 - 6.30 pm

PRESENT                      Councillor D Bushby (Chair)

                                    Councillor D Smith (Vice-Chair)

                                    Councillors S Andrews, L Bach, A Brenton, D Brenton, C Bright, L Bright, C Cottle-Hunkin, T Elliott, S Gibson, J Gubb, P Hackett, P Hames, S Harding, C Hawkins, K Hepple, R Hicks, C Hodson, S Inch, C Leather, W Lo-Vel, R Lock, S Newton, K O'Rourke, P Pennington, L Piper, P Shepherd, T Tinsley, H Thomas and J Whittaker, C Wheatley

ALSO PRESENT	S Hearse	- Chief Executive
	S Dorey	- Head of Legal & Governance (Monitoring Officer)
	P Hudson	- Finance Manager (S151 Officer)
	A Redwood	- Major Projects Manager
	K Hewlett	- Electoral and Democratic Services Officer
	S May	- Corporate Services Officer

470. APOLOGIES FOR ABSENCE

Apologies for absence were received from Councillors Dart, James and Newton and from the Head of Communities & Place.

471. PUBLIC CONTRIBUTIONS

None received.

472. DECLARATIONS OF INTEREST

Members were reminded that declarations of interest should be made as and when the specific agenda item to which they related was under discussion.

473. AGREEMENT OF AGENDA ITEMS PART I AND II

There were no Part II items.

474. TO CONSIDER CORRESPONDENCE OR OTHER BUSINESS ESPECIALLY BROUGHT FORWARD BY THE DIRECTION OF THE CHAIR

The following matters were raised by the Chair:

The Chair highlighted Stagecoach's recent fare increases and informed Members of a consultation challenging these changes. He encouraged Members to submit individual responses and noted the Democratic Services can provide the relevant information.

Members asked whether submitting a joint letter would be more effective. The Chair explained that, since the issue is not on the agenda and requires urgent attention, individual responses would be more appropriate. The Chief Executive added that a joint letter would require the matter to be formally raised at Full Council through a Notice of Motion.

475. HOLSWORTHY LEISURE CENTRE RENOVATION, INVESTMENT AND DECARBONISATION PROGRESS REPORT

The Major Projects Manager presented the report, the purpose of which was to update Members on the current project work in progress, grant funding status and options for completion of the Holsworthy Leisure Centre Decarbonisation project.

Councillor Hackett joined the meeting at 6:42pm and therefore unable to participate in the vote.

Members requested clarification on the timeline for closure if option 1 or 2 were approved. The Major Project Officer explained that if option 1 is selected, the project is expected to take 6 to 7 months. During this period, the premises would need to close at scheduled intervals. However, he noted that every effort would be made to carry out as much of the work as possible without closing the facility.

Members asked for details about running costs if option 1 or 3 were to be approved. The Major Projects Manager explained that any modern replacement boiler will be more efficient. However, the maintenance contractor has advised that with the reduced heating load, and ongoing servicing, the oil usage will be significantly lower. Therefore, it is difficult to measure operational efficiencies given the reduction in demand.

Members asked why the project would be funded through borrowing rather than using reserves. The Finance Manager (s151 Officer) explained that, as this is a capital project, regulations require that funds be set aside for repayment. He emphasised that reserves are limited and can only be used while they are available and currently the authority is committed to several capital projects. He also provided clarification on the borrowing and interest process.

Given the work already completed, Councillor P Hames proposed to approve Option 3. This was seconded by Councillor D Bushby.

The Major Projects Manager highlighted that the project was for decarbonisation, not to lower energy costs. He explained that if the fabric improvements, the electrical demand and running costs would have been comparable to oil costs. Although, the installation of solar panels has contributed to the everyday running costs.

Members asked whether the manufacturers had provided any indication of the boilers' expected lifespan. The Major Projects Manager responded that the lifespan is largely dependent on the maintenance. However, the manufacturer has confirmed that replacement parts remain available and the boilers can continue to be maintained for the foreseeable future.

Councillor L Piper declared an interest as a Director of Active Torridge (non-pecuniary). Speaking in his capacity as Ward Member for Holsworthy and Lead Member for Leisure, he commended the diligent work and decision making carried out by the Major Projects team. He noted that the improvements so far have enhanced the experience for staff and users, and suggested that the money can be more efficiently used for decarbonisation efforts elsewhere.

The Major Project Manager confirmed to Members that if the funding isn't used by March 2026, the money will be returned.

Members expressed concerns about the potential impact on community wellbeing if the leisure centre were to close again for any length of time.

It was proposed by Councillor Hames, seconded by Councillor Bushby and –

Resolved:

To complete the current work in progress but do nothing further on any additional decarbonisation works whilst accepting that the existing boilers will need replacing at some point in the future. To explore the potential to utilise the current Salix grant funding for other Torridge projects with any grant underspend that will not be able to be claimed returned to Salix.

(Vote: For 30, Abstentions 1)

#### 476. JOINT PLANS COMMITTEE WITH NORTH DEVON COUNCIL

The Chair introduced the Head of Legal and Governance (& Monitoring Officer), who advised Members of the purpose of the report, to agree joint terms of reference for a joint Plans Committee with North Devon Council.

This included a verbal update, as further discussions have occurred since the publication of the agenda. She explained that the urgency of the report stems from the recent submission of the planning application. The authority requires sufficient time to make any necessary constitutional changes, which would not be feasible if the report were postponed until the next Full Council meeting.

The details included:

- It has been agreed that all nine Members of the Plans Committee can sit on the Joint Committee. North Devon will also appoint nine Members.
- North Devon would Chair the Committee and therefore have casting vote. This is because the larger proportion of land is within North Devon.

Councillor R Lock, as Chair of Plans Committee detailed the conversations that have taken place between her and the relevant Officer's at North Devon Council. Councillor Lock stated that she was happy to proceed and proposed to approve the recommendation.

Councillor C Leather seconded the proposal to approve the recommendation

Some Members expressed concern regarding North Devon holding the casting vote. They emphasised that they believed matters should be considered independently. Additionally, there were apprehensions about the potential for Members to be restricted in proposing conditions on planning applications.

The Head of Legal and Governance (& Monitoring Officer) explained that the casting vote has been thoroughly considered. She furthered that it was included due to the significant risks associated with an undetermined planning application, such as the potential financial implications for both Councils.

It was proposed by Councillor Lock, seconded by Councillor Leather and –

Resolved:

To approve the recommendations of the report and the joint terms of reference with the agreed amendment to the membership - 9 committee members for Torridge District Council and 9 committee members for North Devon Council.

(Vote: For 29, Abstentions 2)

#### 477. NON-ELECTED MEMBERS

The Chair introduced the Head of Legal and Governance (& Monitoring Officer) who presented the report to members, the purpose of which was for Members to agree to reappoint non-elected Members to the Internal Overview & Scrutiny Committee, Standards Committee and Harbour Board Working Group.

Members thanked the Independent Members for their work.

Following a discussion, it was proposed by Councillor Whittaker, seconded by Councillor Bach and –

Resolved:

That Members approve the reappointment of non-elected representatives on the Council's Committees and Working Group for a four year term. Member also

requested that their thanks to those members be noted.

(Vote: For 26, Abstentions 5)

478. ATLANTIC RACQUETS CENTRE - RECOMMENDATION FROM COMMUNITY AND RESOURCES COMMITTEE

The Chief Executive presented the report to members. The purpose of which was to consider the recommendation from Community and Resources Committee in relation to a request from the Atlantic Racquets Centre for a loan of £100,000 to help them complete their facility at Caddsdwn.

Councillor D Brenton proposed to approve the recommendation. This was seconded by Councillor D Bushby.

The Chief Executive clarified what instalments have been paid to date by Atlantic Racquet Centre.

Members asked why the government declined funding for the Atlantic Racquet Centre. The Chief Executive explained that following the change in government, priorities had shifted and culture and sport were no longer part of the Regeneration Partnership Programme.

It was proposed by Councillor David Brenton, seconded by Councillor Bushby and –

Resolved:

That Council approve the recommendation from Community and Resources Committee for a loan of £100,000 to the Atlantic Racquet Centre with the following terms :

- a) Repayment term of 10 years with repayments commencing when the first loan has been repaid in full.
- b) Interest rate chargeable at PWLB 10 year annuity rate at the time of approval
- c) Early repayment of the loan should the Daddon Hill Section 106 monies be released.
- d) As the loan to ARC is classed as Capital expenditure that formal approval is given to increase the approved capital program by £100,000.

(Vote: For Unanimous)

479. TO ANSWER QUESTIONS SUBMITTED UNDER PROCEDURAL RULE A9

A question was asked by Councillor Thomas.

In accordance with the Constitution a written answer to the question had been circulated to Members.

**Question from Councillor Thomas**

*'How many cases/complaints are currently logged with the Enforcement Team at TDC's Planning Department and what is the average timescale for resolving these cases and determining an outcome?'*

Councillor Thomas  
21<sup>st</sup> July 2025

**Answer**

*'There are currently 285 cases open and pending with the Planning Enforcement Team. These cases are allocated to the two Enforcement Officers with a planning apprentice carrying a small caseload of Section 215 notices. The outstanding cases include those where a notice has been served, or where they are subject to an ongoing appeal, or are awaiting prosecution.'*

*It is not possible to give an average timescale for resolving enforcement cases as they vary greatly depending on the nature of the allegation / complaint and the extent to which it is considered expedient to take action and / or seek a retrospective planning application. This is why target timescales are often unrealistic beyond the initial case review and preparation of a case report. The updated Enforcement Plan will seek to introduce a more realistic triage approach with timescales that are considered more appropriate and reflective of both the work involved and the varying complexities.'*

Helen Smith  
Planning Manager

The following supplementary question was asked by Councillor Thomas:

*How does the current caseload of 285 compare with previous years / last 5 to 10 years, and if it is higher than normal, what are we doing to reduce it?*

The Chief Executive advised that the Planning Manager would respond to this question following the meeting.

480. **PETITIONS**

There were no petitions.

481. **NOTICES OF MOTION**

There were no notices of motion.

482. **EXCLUSION OF PUBLIC**483. **PART II - (CLOSED SESSION)**

There were no Part II items.

The meeting commenced at 6.30 pm and closed at 7.32 pm

Chair:

Date:

**REPORT OF** Finance Manager & Section 151 Officer  
**To:** Full Council  
**Subject:** Annual Report on Treasury Management 2024-25  
**Date:** 22<sup>nd</sup> September 2025

**PURPOSE OF REPORT:**

To report on the treasury management activity in the year and actual prudential indicators for 2024/25.

## 1. INTRODUCTION

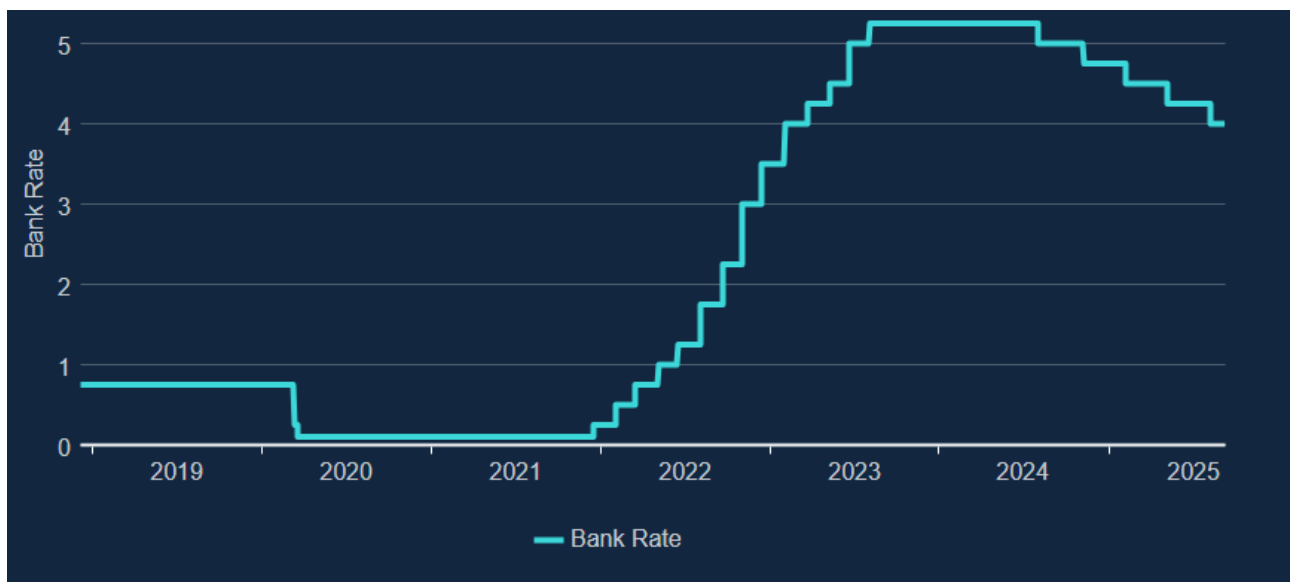
The Council has adopted the CIPFA Code of Practice in Treasury Management in the Public Sector, which requires that a report should be presented on Treasury Management activity for the previous financial year. This report also includes the actual Prudential Indicators for the year.

## 2. REPORT

### Background

The Council operates its treasury management service in compliance with the code and other statutory requirements. These require that the prime objective of the treasury management activity is the effective management of risk, and that borrowing activity is undertaken on a prudent, affordable, and sustainable basis.

### Bank of England and Inflation



The Bank of England cut the base rate to 0.1% in March 2020 in response to the Covid pandemic. With inflationary pressures increasing, the Bank of England began increasing the base rate in December 2021.

The Bank of England Base rate:

- 23/24 started at 4.25% rising to 5.25% by August 2023, where it remained until the year end.
- During the year 2024/25 rates reduced by 0.75% to 4.5% by year end.

In 2023/24 £1,387K of total interest was earned, in 2024/25 the interest earned was £1,283k a reduction of £104k (7.5%)

Rates have since been cut twice in 2025/25 down to 4%. These cuts are expected to continue as the bank of England sets an inflation target of 2%.

### **Performance for the year 2024/25**

The average rate of return achieved by the Council on its short-term investments was 5.35% which compared with 5.37% in 2023/24.

The return from short term investments in 2024/25 was £838k, which compared with a return of £1,009k in 2023/24.

As at the 31<sup>st</sup> March 2025 the Council had short term investments of £20m lodged with financial institutions, the comparable figure for the 31<sup>st</sup> March 2023 being £15m.

During 2024/25 repayments of £153K were made on long term Public Loans Board debt, the balance outstanding at the close of 2024/25 was £191k. In addition to the outstanding loans to PWLB, under the newly adopted accounting standard IFRS1, Torridge has recognised £512k relating to lease obligations for Right of Use Assets, significantly these are Private Sector Leases for properties to provide temporary accommodation and the Quay Car Park.

The Prudential indicators for the year are attached at Appendix 1.

## **3. Implications**

### Legal Implications

There are no specific legal implications.

### Financial Implications

All treasury management activity carries a level of risk, but adherence to the approved strategy minimises this. However, minimising risk needs to be balanced with the income generated and the expenditure incurred through treasury management activities.

The Council's treasury strategy can be best summarised in order of priority as

- Security of investment
- Liquidity
- Return on investment.

The Council employs Link Asset Services as its external Treasury advisors.

#### Human Resource Implications

There are no specific HR implications.

#### Equality / Diversity

There are no specific equality or diversity issues.

#### Risk Management

The risk that borrowers may default is minimised by adherence to the Treasury Management Strategy, the credit rating of counter parties being checked prior to making the investments, all financial institutions with which the Council contracts are UK registered and have a Fitch F1 rating.

#### Compliance with Policies and Strategies

The report fits in within the Council's Treasury Management framework.

#### Lead Member View

Date of Consultation 10<sup>th</sup> September 2025 - Councillor Bushby

Torridge District Council has fulfilled its obligations in accordance with Treasury Management Code of Practice. The Prudential Indicators show the impact on the Council's financial position and provide re-assurance that risks are being managed and activity has been undertaken within agreed limits.

## **4. CONCLUSIONS**

Returns on the Council's investments have significantly increased, these are expected to reduce going forward as the Bank of England continues its rate cutting programme.

## **5. RECOMMENDATIONS**

To comply with the requirements of the CIPFA Code of Practice in Treasury Management in the public sector; Members are asked:

- To note the Treasury Management Report for 2024/25
- To note the actual Prudential Indicators for 2024/25

## **SUPPORTING INFORMATION**

Consultations: Date of Consultation – 10<sup>th</sup> September 2025  
Officers Consulted –  
Chief Executive  
Finance Manager and S151 Officer  
Head of Legal and Governance (& Monitoring Officer)

Contact Officer: Gwydion Batten – Principal Accountant & Deputy S151 Officer

Background Papers: Prudential Indicator calculations

**PRUDENTIAL INDICATORS 2024/25**

1. The Prudential code was introduced in response to the Local Government Act 2003. It requires Prudential Indicators in relation to Treasury Management and the Capital Programme to be reported to members at the end of each financial year. These indicators are set out in the in succeeding paragraphs in the format required by the Code.

**2. Capital Expenditure**

The actual capital expenditure and sources of financing in 2024/25 were:

<b>Capital Expenditure</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2024/25</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Total Programme	5,339	26,867	6,411
less			
Grants & Contributions	-3,021	-14,959	-5,065
Revenue Contributions	-881	-5,694	-469
Capital Receipts	-937	-3,452	-877
<b>Net Financed from Internal borrowing</b>	<b>500</b>	<b>2,762</b>	<b>0</b>

The variance between actual and estimated capital expenditure is due to the delay in spend on the new Operational Services Centre.

**3. Capital Financing Requirement**

The Capital Financing Requirement (CFR) is the underlying need to use borrowing or leasing to provide capital assets. This is calculated from the balance sheet:

<b>Capital Financing Requirement</b>	<b>2023/24</b>	<b>2024/25</b>	<b>2024/25</b>
	<b>Actual</b>	<b>Estimate</b>	<b>Actual</b>
	<b>£'000</b>	<b>£'000</b>	<b>£'000</b>
Total	£1,898	£5,556	£1,822

4. The Prudential Code includes the following as a key indicator of prudence:

“In order to ensure that over the medium-term net borrowing will only be for a capital purpose, the local authority should ensure that net external borrowing does not, except in the short term, exceed the total of the capital financing requirement in the preceding year plus the estimates of any additional capital financing requirement for the current and next two financial years”.

Net Borrowing	2023/24	2024/25	2024/25
	Actual	Estimate	Actual
	£'000	£'000	£'000
Borrowing	356	3,937	713
Investments	-15,000	-16,758	-15,268
<b>Net Borrowing</b>	<b>-14,644</b>	<b>-12,821</b>	<b>-14,555</b>

The above table clearly shows that the Council's net borrowing is significantly less than the Capital Financing Requirement as shown in 3, thus confirming that borrowing was for capital purposes only.

#### 5. Authorised Limit for External Debt

This limit represents the maximum amount that Torridge may borrow at any given time during the year. The Authorised limit for the Council in 2024/25 was **£10,537K**; this is based on anticipated spending plans and an additional amount for volatility in receipt of external funding. No additional external borrowing was undertaken during 2024/25. Actual borrowing for the year as shown above, is significantly below the Authorised limit.

#### 6. Operational Boundary

The operational boundary sets the limit for short term borrowing requirements for cash flow and has to be lower than the previous indicator (the authorised limit for external debt). A ceiling of £5,137K has been set.

The operational boundary represents a key management tool for in year monitoring. As noted in paragraph 5 there was no requirement to undertake additional borrowing during the year.

Operational Boundary for External Debt	2024/25	2024/25
	Estimate	Actual
	£'000	£'000
Operational Boundary	5,137	1,913

\* £2.8m of external borrowing relating to the new Operational Service Centre was delayed until future years.

#### 7. Ratio of Financing Costs to Net Revenue Stream

This indicator shows the proportion of the Council's budget (i.e. the costs it has to meet from government grants and local taxation), that is required to meet the costs associated with capital financing (interest and principal, net of interest received).

Ratio of Financing Costs to Net Revenue Stream	2023/24	2024/25	2024/25
	Actual	Estimate	Actual
	£	£	£
Financing Costs	-1,304,792	-288,345	-1,165,000
Net Revenue Stream	11,155,029	11,828,554	11,870,929
Ratio of Financing Costs	-11.70%	-2.44%	-9.81%

## 8. Band D Council Tax

The incremental impact of financing costs on the Council is detailed below:

	2024/25 Estimate	2024/25 Actual
Annual impact from previous year for Band D Equivalent	-£1.94	£5.53

The impact of the decrease in net financing costs when spread across the 24,750 band D equivalent properties in the Borough equates to £5.53 per property per annum.

## 9. Exposure to Fixed and Variable Rates of Interest

The Council must set limits to contain the activity of the treasury function within certain limits. All of the councils borrowing and investment in 2024/25 were at fixed interest rates. Consequently, the Council did not have any exposure to the variable interest rates in line with its treasury management strategy.

## 10. Maturity Structure of Fixed Rates Borrowing

The Council sets upper and lower limits for the maturity structure of its borrowing. The table below details the boundaries for the maturity of outstanding borrowing compared to actual. As an aid to comprehension the Council has set an upper boundary for borrowing becoming due for redemption with 12 months of 30%;

The upper and lower limits shown are indicative targets for a larger authority with a number of loans outstanding. As a smaller authority with only a few loans outstanding, it is very difficult to meet this. Torridge currently only has £191k outstanding in loans due to PWLB in 2025/26. Other borrowing relates to the recognitions of future Right of Use lease liabilities recognised under IFRS 16.

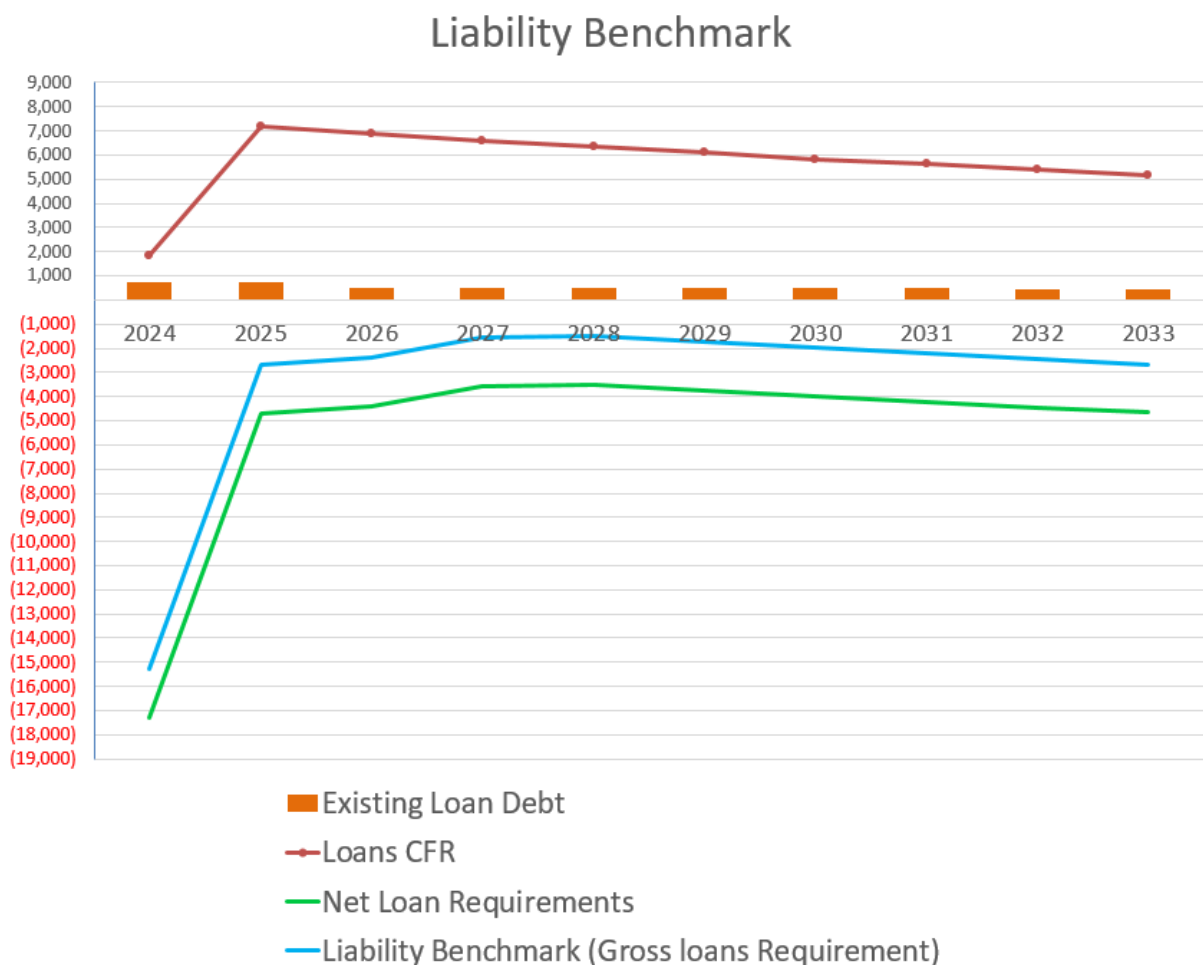
			2024/25 Actual
	Lower Target	Upper Target	
Under 12 months	0%	30%	28%
12 months and within 24 months	0%	30%	0%
24 months and within 5 years	0%	60%	54%
5 years and within 10 years	0%	60%	19%
10 years and above	0%	100%	0%

**11. Liability Benchmark (a new prudential indicator for 2024/25)**

It is a comparison of the existing loan portfolio vs committed borrowing needs.

It is shown as a graph below, explanation of each of the elements are as follows:

- Orange Bars = Existing loan Debt
- Red Line = Loans CFR, this represents the amount of debt that the council is forecasting
- Green Line = Net Loan Requirement, this represents the forecasted debt less the councils forecasted investments, a negative value indicates that the council has more investments than expected borrowing
- Blue Line = Liability Benchmark (Gross loan requirement), this adjusts the green line by the working cashflow that the council requires.



**REPORT OF: Head of Communities and Place**

**To: Full Council**

**Subject: Community Regeneration Partnership – Proposal for Reallocation of Funding**

**Date: 22nd September 2025**

**Reference:**

**PURPOSE OF REPORT:**

To seek authority to reallocate £2M of funding from the Bideford Business Park Project to the delivery of a further phase of the Hatchmoor industrial Estate Project.

For members to determine the future scope of the project and decide whether to proceed with phase one only or phases 1 and 2 combined.

## 1. INTRODUCTION

In March 2025 Torridge District Council was awarded £20,700,000 in capital investment with £250,000 revenue funding through the Community Regeneration Partnership (CRP) to support a number of projects that benefit residents across the district. The projects being funded will support the council's strategic ambitions, delivering lasting benefits to Torridge.

The capital projects being supported by the CRP are geographically spread across the district and cover a wide variety of themes:

**Bideford Business Park (£2.6m)** – acquisition and development of employment land for the later delivery of high value manufacturing and engineering facilities.

**Bideford Pannier Market (£1.475m)** – modernisation and improvements to make fit for future and wider use.

**Hatchmoor Industrial Estate (£1.6m)** –. The project will design a scheme, achieve the necessary consents and then deliver the services and infrastructure to site for future development of workspace for high value manufacturing and engineering facilities

**Holsworthy Agri-Business Park (£7.3m)** – development of employment land that to enable the future development of agri-related innovation, retail and workspace.

**Appledore Clean Maritime Innovation Centre (£2m)** – additional funding to support the build of the centre of excellence.

**Agri-tech nutrient pilot scheme (£0.3m)** - testing the adaptation of a slurry condensing unit to recover nutrients and reduce the pollutants going into rivers.



**Westward Ho! Water Quality Monitoring Buoy (£0.1m)** - Installation of water quality monitoring buoy to provide real-time water quality data for beach users, tourism businesses and for managers of environmental systems.

**Cleave Wood, Bideford (£1.2m)** – The design and delivery of site servicing and infrastructure as a first phase of a residential scheme in response to local housing needs.

**Social housing decarbonisation and EPC rating improvements (£1.5m)** – Pipeline of works to improve 57 properties with E & F ratings to C or B.

Bideford Hospital (£0.75m) – reconfiguration site to create a “Community Health & Wellbeing Hub” with multi-purpose space.

**The Globe Hotel, Great Torrington (£0.52m)** - Initial capital works on Grade II Listed long-derelict hotel to redevelop into an 11-bedroom hotel and restaurant (in a town with neither) with a strong training presence.

**Holsworthy Manor Offices (£0.725m)** - Phased redevelopment inc. decarbonisation, remodelling to enable improved accessibility, flow and to increase opportunity for flexible community space (for example, co- working)

The ability to achieve such a diverse spread of projects and themes was made possible through the establishment of the Torridge Place Board. The Board, made up of 20 representatives from a cross section of local businesses and services, was established in February 2024.

The Community Regeneration Partnership funding must be spent before 31/03/2027.

## **2. REPORT**

Since it’s inception the Torridge Place Board has been responsible for steering the programme of works, designed to improve the long-term economic opportunities for the district and deliver positive environmental and health benefits to those people living in Torridge.

At the last meeting of the Board, Officers advised that the Bideford Business Park Project would not proceed. Protracted negotiations with the current land owners were closed when the Council was informed that they no longer wished to sell the land.

MHCLG have confirmed to that funds can be moved between projects within the approved programme with the consent of the department. It is not possible to introduce new projects to the partnership programme without following a resource intensive and potentially lengthy approval process with MHCLG.



The Place Board therefore considered that it would be most suitable that £2 Million of the £2.6M allocated to the Bideford Business Park project should be reallocated to the Hatchmoor project. While that project is not in Bideford it is the most similar project to the BBP project and also a project that is able to be scaled up and delivered within the CRP timeframe.

### The Hatchmoor Project Options and Phases

The initial Hatchmoor Project (£1.6M) will deliver the essential services and infrastructure to the site. This is already approved and funded by the CRP programme.

Phase 1 of the project as illustrated below would deliver further infrastructure and the construction of 480m<sup>2</sup> of commercial units. The cost of this component is £3.65M est (This is identified within the red dotted line in the larger image below)

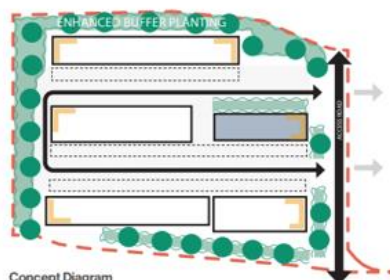
Phase 2 would deliver further site infrastructure and construction of 600m<sup>2</sup> of commercial units. (the 4 units at the bottom right hand side of the plan, below the red dotted line). Cost of this component is £1.7M est

#### 4.0 Hatchmoor Road, Great Torrington Stage 1 Report

##### 4.5 Preferred Option

Option A is better suited for multi-tenant sites, offering superior circulation and more efficient land use. It allows for deeper units—up to 15m compared to 12m—in different phases of development, providing greater flexibility for tenant requirements.

A layby has been introduced on both sides of the main access loop to accommodate short-stay HGV parking, enhancing operational efficiency. Additionally, this option enables simpler phasing, as the northern loop road can be used to facilitate access during construction. However, it does require additional road infrastructure, which increases both cost and land consumption.



Concept Diagram

- Site boundary
- ↔ Main access road
- ↔ Internal loop road
- ← Future Development
- Enhanced landscape/Hedge row
- Initial Phase of Development



Preferred Option with Phase 1 Development

The total delivery cost of infrastructure work and phases 1 and 2 is estimated to be £6.95m.

This projects and any further phases of it would be delivered on land belonging to TDC and there is no intention/ requirement to acquire additional land.



### 3. IMPLICATIONS

#### Legal Implications

None

#### Financial Implications

If the recommendations below are approved the total project cost of £6.95M would be funded by £3.6M from the Community Regeneration partnership and £3.35 from TDC.

The £3.35m from TDC would come from additional borrowing, this would be supported by a combination of:

- Future rental income generated from the units created.
- Future sales of units (where financially beneficial).
- Where possible this borrowing would be minimised/reduced by any future reallocations within the community regeneration partnership, along with utilisation of some of the interest generated from the CRP grant already received.

#### Human Resources Implications

None

#### Sustainability/Biodiversity Implications

To be considered during the planning process

#### Equality/Diversity

N/A

#### Risk Management

Both the Bideford Business Park project and the Hatchmoor projects are TDC projects and so the Council has greater control over their delivery. Hatchmoor was selected as the most suitable project to receive the additional £2M as the ambitions of the project were similar (creation of employment space) and the project is best able to deliver on budget and within the CRP timeframe.

Designs are at an early stage and no works have been tendered so all cost figures are best estimates at this stage.

#### Compliance with Policies and Strategies

Compliance with the TDC strategic Plan

Compliance with the North Devon and Torridge Local Plan

Compliance with the North Devon and Torridge Economic strategy



## Data Protection (GDPR) Implications

N/A

## Lead Member Views

Discussed with Senior Leadership Team who approved that a report to Council should be prepared.

### **4. CONCLUSIONS**

- 4.1 Bideford Business Park project will not be delivered so there is £2.6M within the CRP that is currently unallocated.
- 4.2 The Place Board was created to oversee delivery of the CRP programme
- 4.3 The Place Board have proposed that £2M of that £2.6M be reallocated towards delivery of an upscaled Hatchmoor industrial Estate project.
- 4.4 Hatchmoor is a TDC project that is a longstanding priority of the Council. TDC own the land and have the ability to deliver the project within the CRP time frame.
- 4.5 £0.6M will remain unallocated within the programme and the Place Board will consider where that might best be reallocated.

### **5. RECOMMENDATIONS**

- 5.1. That members approve the reallocation, within the Community Regeneration Partnership programme, of £2m from the Bideford Business Park Project to the Hatchmoor Industrial Estate project phase 1
- 5.2 That if member wish to only deliver phase one of the project that they approve that the capital programme is revised to reflect the cost of deliver of £5.25M including the use of an additional £1.65M from TDC, or
- 5.3 That the capital programme is revised to reflect the total cost of delivery of the Hatchmoor project phases 1 and 2 is now £6.95M including the use of an additional £3.35M from TDC (funded through additional borrowing).
- 5.4 That members approved additional borrowing of £3.35M (increasing the Authorised and Operating prudential limits by £3.35M).
- 5.5 That officers are authorised to make the relevant planning applications associated with the delivery of the Hatchmoor project.

## **SUPPORTING INFORMATION**

Consultations:

Senior Leadership Team



Contact Officer: Sean Kearney



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