

Consideration was given to

Teignbridge District Council

Executive

10 February 2026

Part i

Teignmouth Lido

Purpose of Report

To provide an update on the options appraisal of the Teignmouth Lido to determine whether it is possible to improve its financial viability, to review alternative uses and seek approval to dispose of the freehold interest.

Recommendation(s)

The Committee RESOLVES to:

- (1) Not open the Teignmouth Lido site in 2026 and deliver a budget saving of £74k.
- (2) Declare the Teignmouth Lido asset surplus to Council requirements and dispose of the freehold interest, as described in the title plan at Appendix C, on the open market, without setting restrictions as to future use.

Financial Implications

Not opening the Lido site in 2026/27 will save £74k on the existing revenue budget. If the asset is transferred to another entity, then the equivalent saving will be available in perpetuity to help meet the revenue budget gap.

Title of person giving advice: Head of Financial Services and Audit

Email: gordon.bryant@teignbridge.gov.uk

Legal Implications

Comments are added to section 3.2 of this report

Title of person giving advice: Acting Legal Services Team Leader

Email: maxine.valentine@teignbridge.gov.uk

Risk Assessment

There is no risk associated with this report for consideration.

Title of person giving advice: Head of Leisure

Email: james.teed@teignbridge.gov.uk

Environmental / Climate Change Implications

Comments are added to section 3.4 of this report.

Title of person giving advice: Climate Projects Officer
Email: william.elliott@teignbridge.gov.uk

Report Authors

Title of co-author: Head of Leisure
Email: james.teed@teignbridge.gov.uk

Title of co-author: Head of Assets
Email: tom.phillips@teignbridge.gov.uk

Executive Members

Cllr John Nutley
Executive Member for Leisure, Recreation, Resorts and Tourism.

Cllr David Palethorpe
Deputy Leader & Executive Member for Economy, Estates and Major Projects.

Appendices / Background Papers

Part ii

APPENDIX A – Final Valuation Report – Teignmouth Lido November 2025 (STC)

APPENDIX B – Final Teignmouth Lido – Redevelopment & Disposal Options

APPENDIX C – Disposal Plan (Title DN519930)

APPENDIX D – ACV Disposal process note – Teignmouth Lido

APPENDIX E – House of Commons Research Briefing - Asset of Community Value

1. Introduction

The Modern 25 programme provided the Council an opportunity to identify budget savings to meet its financial challenges. The review has considered the best use of the Council's assets, and the Lido has been identified as part of that process. The restructuring of services areas to deliver the targeted savings was also a key consideration.

2. Background information

The Teignmouth Lido is a seasonal site, opening for the May half-term, before partial opening hours through June and July, opening full time for the school summer holiday period. Recruitment has always been challenging for the site, but the increased recruitment and staffing costs are significant. The cost of utilities and chemicals have also added pressures to the operating costs. The participation levels at the Lido have been constrained due to household spend challenges and the costs of activities, being situated next to a beach and being weather dependent for opening. Attendances to the Lido were 8224 (2023 / 2024 season) and 9267 (2024 / 2025 season). For context, to address the £74k operating shortfall, we would need to achieve an additional income from 9487 paid adult swim sessions.

Following on from the management team restructuring, the service area staffing teams were then reviewed, with a requirement for budgetary saving targets to be achieved. The recent leisure service restructure has consequently proposed to stop running the Teignmouth Lido to meet the required staffing savings and to present an operational budget saving to the Council.

Furthermore, it was previously agreed at [Full Council](#) to carry out an options appraisal for the Lido site in Teignmouth to determine whether it is possible to improve its financial viability and to look at alternative uses.

As part of the Existing Use Valuation Report (Appendix A) analysis has been provided by the external independent consultant as to the potential break-even position of the Lido. Pages 35-36 of the report outline three key areas that will need addressing for this to occur, these are 1) Significant increase in revenue – via both

increase in average visitor numbers and an increase in entry fees charged, forecasted amounts would be beyond the realms of possibility/practicality. 2) Significant capital investment – if higher entrance fees were to be charged a better-quality offering would need to be provided, it isn't clear where any capital investment would be obtained. 3) Significant reduction in wage and operating costs – this is unlikely to be achievable as these costs are somewhat fixed to ensure adequate running of the site and the safety of its customers.

3. Implications, Risk Management and Climate Change Impact

3.1 Financial

By not opening for the 2026 season, a budget saving of £74k is forecasted.

3.2 Legal

- (1) No legal implications for not opening the site.
- (2) In respect of disposal of the Lido, as it is listed as an Asset of Community Value (ACV) (refer to Appendix E), the Localism Act (2011) sets out a process to follow should the Council as landowner wish to dispose of the land. It is for the Council to determine, the criteria for disposal and the process as detailed in Appendix D.

3.3 Risks

There are no risks associated by not operating the site for the 2026 season. The site will continue to be monitored until a decision on its future use has been determined.

3.4 Environmental/Climate Change Impact

The Lido consumed approximately 65,000kWh of grid electricity between December 2024 and November 2025, which is typical of the site's annual energy use. This is the equivalent electricity use of approximately 24 homes and will produce approximately 11.3 tonnes CO₂ in direct Scope 2 emissions, plus an additional 1.2 tonnes CO₂ in avoided Scope 3 transmission and distribution losses. When considering the site in isolation, these emissions could be presented as a saving to the council if all mechanical and electrical systems are fully decommissioned.

As an outdoor pool, the site consumes relatively high quantities of pool chemicals to achieve suitable water quality standards. Whilst the environmental impact of pool chemicals is not fully understood, a reduction in

their use will likely result in an appreciable reduction in carbon emissions associated with their manufacture and distribution to site.

The systems installed as part of the heating system upgrade between 2021 and 2023 including heat pump units and solar canopies, are still operating well within their design life. Permanent closure of the Lido would result in inefficient use of embodied carbon associated with the manufacture and installation of these appliances unless new applications can be found for their use elsewhere within the district.

Whilst embodied carbon and operational energy use associated with future site uses is the least understood, they will be significant relative to current uses and will ultimately depend upon what is built and how it is built. As an example, new dwellings will typically produce embodied carbon emissions of between 300 and 500kgCO₂ per square meter of floor space. At the time of writing, development will be subject to Policies GP1 and CC2 of the new Local Plan 2020 2040. Dwellings will need to comply with net zero energy standards, whilst commercial buildings will need to comply with the BREEAM Excellent standard.

Beyond the site boundary, it can be expected that transport emissions may increase where customers (particularly those in Teignmouth and surrounding villages) may need to travel further afield to alternative swimming facilities including other lidos and leisure centres.

4. Alternative swimming venues

4.1 TDC owned swimming pools remain available to the public at the Dawlish Leisure Centre and the Newton Abbot leisure centre.

5. Alternative Options

5.1 Should the decision be made for the Council to discontinue running the Lido and the asset be declared surplus to operational requirements, the Estates team would step in to implement an appropriate plan.

5.2 To assist decision making an Options Appraisal has been undertaken by an independent property consultancy attached within Part ii documentation at Appendix B - Redevelopment & Disposal Options.

Identified options comprise:

1. Close and hold the property vacant “mothball”

- i. Holding costs would still remain as would management and security / health and safety obligations and in order to defer a decision into the future.
 - ii. The building and its Plant, Mechanical and Electrical (M&E) equipment would be at risk of degradation.
 - iii. From a social/reputational perspective; simply allowing the property to sit vacant with no determined plan would likely reflect poorly on the Council.
2. Lease the site to a third party to operate as a Lido.
- i. Leasing of the site to an appropriate operator would be challenging as set out both Appendix A, and B. There would likely be a thin market (not many tenants / low demand)
 - ii. Given the cost impact on the financial viability of the operation it is unlikely to generate a profit sufficient to pay the business owners, pay rent or produce any surplus to contribute to a sinking fund for future repair and maintenance of the facility.
 - iii. Given the financial pressures for a tenant operator there is the risk to the Council that the tenant fails due to unprofitability or when the first major property expenditure becomes due. Subsequently the facility reverts to the Council with any wants of repair / costs / liabilities of a failed facility.
3. Freehold transfer to appropriate organisation/Community Group.
- i. The Lido is an Asset of Community Value (ACV) under the Localism Act 2011. As such the disposal process will need to comply with the provisions of the Act.
 - ii. The ACV status does not enable a community organisation to acquire the asset for less than best value and whilst a relevant organisation could enact a moratorium period, during which a bid could be worked up, it is considered unlikely that sufficient funds could be raised to purchase the asset. This element is, however, outside the control of the Council.
 - iii. Undertaking a direct transfer for nominal value is not recommended due to foregoing a capital receipt.
 - iv. Restrictions would be placed on the land to limit the use as a Lido, and / or overage to claim back any profit from an on-sale or planning uplift.
4. Sell the site seeking offers conditional on planning permission – potentially one of the options outlined in Appendix B.
- i. Several potential alternative uses have been identified in Appendix B. This would require interested parties to commit to significant time and cost to work up proposals, particularly planning permission which may ultimately not be granted.
 - ii. A subject to planning transaction should attract a higher price than an unconditional sale due to the reduced risk to the purchaser.
 - iii. Given the timescales involved and planning risk this option is not recommended unless there is no market for unconditional purchases (as set out below).

5. Sell the site unrestricted with no planning permission on the open market.
 - i. This option would not require the extensive cost and time required as with option 4 prior to completing the sale and receiving a capital receipt. However, the resultant price is usually less as the purchaser is taking on more speculative risk. The level of risk and discount will be determined by the purchaser's intention for the asset.
 - ii. Due to the ACV designation this could be postponed whilst relevant process/requirements are met, the Council could continue to work in the background however, to ensure prompt release onto the open market.

6. A Planning Position Statement (PPS) could be produced as part of the sales process under options 5 and 6 to give interested parties more comfort as to what might be achievable on the site.

5.3 Assets have also ensured that a review of the Lidos title, as illustrated within Appendix C, has been completed. Several conveyances with restrictions have been highlighted however, if it is the Council's decision to follow the outlined recommendation, Assets will look to commence a tidying up exercise to ensure that no restrictions would frustrate future sales/development. It is the opinion of the Assets department that given the types and ultimate beneficiaries of any restrictions these can be dealt with/extinguished accordingly.

5.4 Recommendation

5.4.1 It is recommended that the Council sells the asset, as described on the site plan at Appendix C, on the open market.

5.4.2 This should be to seek best consideration, without restrictions as to use.

5.4.3 The basis of sale would be agreed with the selling agent instructed, potentially seeking bids on either a conditional (subject to planning) basis or an unconditional basis.

6. Conclusion

It is recommended to the Executive Committee that:

6.1 The Council ceases to operate the Lido facility with immediate effect and will therefore not open for the 2026 season.

6.2 The asset, as described in the site plan at Appendix C, is disposed of on the open market, without setting restrictions as to future use subject to the disposal delivering an outcome that accords with the community benefit principles in the Localism Act 2011.