

Meeting of:	Cabinet
Date of Meeting:	Thursday, 06 November 2025
Relevant Scrutiny Committee:	Place Scrutiny Committee
Report Title:	Barry Town Centre Western Gateway – Update
Purpose of Report:	To provide an update regarding Barry Town Centre Western Gateway project
Report Owner:	Deputy Leader and Cabinet Member for Sustainable Places
Responsible Officer:	Director of Place
Elected Member and Officer Consultation:	Operational Manager, Housing Development Director of Social Services Head of Adults Social Care Operational Manager, Property Operational Manager, Public Housing Operational Manager, Regeneration Operational Manager, Engineering Operational Manager, Accountancy Capital Programme Manager, Social Services
Policy Framework:	This is a matter for Executive decision by Cabinet.

Executive Summary:

- This report seeks an endorsement from Cabinet on the principle of taking the scheme further and ensuring that the relevant delegations are in place to progress.
- On 7th June 2021 (Cabinet Minute C584), Cabinet endorsed the Barry town centre Western Gateway regeneration project.
- This report seeks endorsement from Cabinet to amend the Phase 1.
- Phase 1 originally comprised of the relocation of Broad Street clinic, and affordable housing on the upper floors. There is currently a significant funding gap associated with the clinic element of the scheme.
- It is proposed to expand the scheme to incorporate social care, to deliver a health and social care hub, predominantly targeting older persons. This approach would be a partnership between Cardiff and Vale University Health Board and Vale of Glamorgan Council.
- The proposal to include social care would support the recommendations of the Cardiff and Vale Population Needs Assessment (PNA) 2022-2027.
- This approach would make this element of the scheme eligible for Welsh Government funds.
- Further work will need to be undertaken to progress, including additional design and cost planning, and service and business planning.

Recommendations

1. That Cabinet endorse the development of a revised scheme for Phase 1 of the Barry Town Centre Western Gateway regeneration project, relating to the Gladstone Road Bridge Compound Site, to include a health and social care hub and affordable housing, subject to the appropriate legislative provisions, statutory consents, and funding.
2. That delegated authority is granted to the Director of Place (in consultation with the Executive Leader and Cabinet Member for Performance and Resources, Deputy Leader and Cabinet Member for Sustainable Places, Chief Executive, Monitoring Officer/Head of Legal and Democratic Services and Head of Finance/S151 Officer) to negotiate and agree terms with Cardiff and Vale University Health Board for the Council to purchase the freehold interest in the Broad Street Clinic Site pursuant to the principles and best practices of the Welsh Government's Estate Co-ordination and Land Transfer Protocol.
3. That delegated authority is granted to the Director of Place (in consultation with the Executive Leader and Cabinet Member for Performance and Resources, Deputy Leader and Cabinet Member for Sustainable Places, Chief Executive, Monitoring Officer/Head of Legal and Democratic Services and Head of Finance/S151 Officer) to negotiate and agree terms with Cardiff and Vale University Health Board for the delivery of the health and social care hub, including any agreements/land transactions which may be required to facilitate it, such as the disposal of space within the future development to accommodate the health and social care hub (by virtue of a long lease, or otherwise).
4. That delegated authority is granted to the Director of Place (in consultation with the Executive Leader and Cabinet Member for Performance and Resources, Deputy Leader and Cabinet Member for Sustainable Places, Chief Executive and Head of Finance/S151 Officer) to submit and accept grant applications to secure funding towards the cost of the project.
5. That delegated authority is granted to the Head of Housing and Building Services to procure and appoint a design team and other consultants as may be required to achieve project delivery, subject to funding.
6. That delegated authority is granted to the Head of Housing and Building Services (in consultation with the Executive Leader and Cabinet Member for Performance and Resources, Deputy Leader and Cabinet Member for Sustainable Places, Chief Executive, Director of Social Services and Director of Place) to submit a planning application(s) for the project by virtue of either Regulation 3 or Regulation 4 of The Town and Country Planning General Regulations 1992 (As Amended).
7. That delegated authority is granted to the Monitoring Officer/Head of Legal and Democratic Services to prepare, execute, and complete all legal documentation required to acquire and dispose of land and procure and facilitate the delivery of the project.
8. That delegated authority is granted to the Director of Social Services to develop an appropriate business and service plan (in consultation with Cardiff and Vale

University Health Board, where appropriate), for the future of the health and social care hub.

9. That authority is granted to the Director of Place to refer the project to Barry Town Board for information.

Reasons for Recommendations

1. To obtain endorsement from Cabinet for the Barry Town Centre Gateway regeneration project its delivery subject to statutory consents and funding.
2. To obtain authority to purchase the freehold interest of the Broad Street Clinic Site.
3. To obtain authority to negotiate and agree terms with Cardiff and Vale Health Board.
4. To obtain authority to submit and accept grant applications for the project.
5. To obtain authority to procure and appoint the design team and other consultants as may be required for the project.
6. To obtain authority to submit planning application(s) for the project.
7. To obtain authority for the Monitoring Officer/Head of Legal and Democratic Services to prepare, execute and complete all legal documentation required to facilitate the delivery of the project.
8. To ensure that the future sustainability of the project.
9. To ensure Barry Town Board are sighted on proposals.

1. Background

- 1.1 On 7th June 2021 (Cabinet Minute C584), Cabinet endorsed the Barry town centre Western Gateway regeneration project.
https://www.valeofglamorgan.gov.uk/Documents/_Committee%20Reports/Cabinet/2021/21-06-07/Barry-Town-Centre-Gateway.pdf
- 1.2 The elements of the project were originally as follows:
 - ***Phase 1 – Proposed development of Gladstone Road Bridge Compound Site (“the Compound Development Site”)***
Construction of an apartment block of c46 no. affordable older persons homes and including c520 Sq M of accommodation for Cardiff and Vale University Health Board (UHB) enabling the relocation from their Broad Street Clinic.
 - ***Phase 2 - Broad Street Clinic Development Site***
Demolition and clearance of the existing clinic and construction of c34 no. affordable homes (not age restricted)
 - ***Phase 3 – Public Realm Enhancement (Gladstone Road Roundabout Junction)***

Enhancement of existing roundabout junction and creation of high-quality public realm and improved pedestrian and active travel measures; integrated with the two development sites to achieve a holistic master-planned approach to place-making.

- 1.3** A site location plan identifying the sites can be found in Appendix 1.
- 1.4** The proposal is for Phases 1 and 2 to be delivered by the Vale of Glamorgan Council as part of the House Building Programme through the Partnership Agreement with Lovell Partnerships.
- 1.5** Originally, the projects were to be funded follows:
 - affordable housing - to be 100% funded by Housing Business plan, supported by Social Housing Grant.
 - accommodation for health clinic - to be funded by Welsh Government's Transforming Towns Grant secured by virtue of a £1.6M grant.
 - public realm and active travel enhancements (Gladstone Road Bridge Roundabout Junction) – to be funded by a Welsh Government Transforming Towns Grant.
- 1.6** In November 2024, a cost plan for the project was prepared by AECOM which outlined that the project would cost significantly more than originally anticipated due to rising cost inflation associated with the challenges and constraints of the brownfield site, a revised scheme layout and having completed a more advanced design for the scheme.
- 1.7** The increase in cost relating to the affordable housing could be met by the Housing Business Plan, additional social housing grant, value engineering, and reconsidering the number of apartments, which collectively would still deliver a financially viable scheme.
- 1.8** However, focusing on the health element, the cost of the clinic as currently costed is estimated at £3,119,235. Taking account of the £1.6M Welsh Government Transforming Towns grant towards the clinic, this equates to a shortfall of approx. £1.52M.
- 1.9** In order to meet this funding gap, an initial request was submitted in April 2025 for the scheme to the Regional Partnership Board (RPB) for Health and Social Care Integration and Rebalancing Capital Fund (IRCF) Funding, to cover the funding gap.
- 1.10** However, the RPB originally raised concerned that the scheme would not meet the terms of the fund in its current form, as an integrated health and social care hub. The clinic is Cardiff and Vale of Glamorgan wide on an appointment only basis, not a Barry based service like a GP or service offering wider health and social care services integrated with Council or third sector services.
- 1.11** The UHB have provided reassurance that they remain committed to this scheme, but they have advised that they do not have any capital funding to contribute, other than the land receipt which they will ascertain from the Council for Phase 2 (the existing clinic site). The capital receipt would be based upon an independent

valuation of the land. However, UHB advised that they will need the capital receipt from this land for the fit out of Phase 1.

- 1.12** Consequently, without support from the RPB, there remains a funding gap based upon the scheme as originally proposed.
- 1.13** This report relates to minor amendments to Phase 1 to overcome the concerns raised by the RPB.

2. Key Issues for Consideration

- 2.1** A key priority for Welsh Government is to support a coherent approach to planning the co-location and integration of health and social care services within the community across Wales. It is recognised there are further opportunities to actively support individual wellbeing through the co-location and integration of wider services such as housing and community support services.
- 2.2** The Cardiff and Vale Population Needs Assessment (PNA) 2022-2027 states that older people (aged 65 -84) account for an average of 19.7% of the population of the Vale of Glamorgan. An independent report carried out by the Housing Learning and Improvement Network projected a 72.5% increase in the number of older people (aged over 75) between 2018 (11,730 people) and 2035 (20,238 people). This indicates that services need to review delivery models and capacity in order to continue to meet needs of citizens.
- 2.3** The PNA identifies several recommendations for public sector organisations to improve the experiences of older people receiving care and support:
 - Support new building developments to meet the needs of an ageing population, and increase the provision of a variety of accommodation options to enable older people to make informed choices on where and how they live
 - Integrate care and support services to enable older people to live independently and well at home for as long as possible
 - Implement the Housing Adaptations Strategic Framework; and ensure existing properties are appropriate, safe, and support older people's independence
 - Apply urban design standards and accessibility criteria when redesigning existing infrastructure, for example, increasing the time for people to cross the road at a light-controlled pedestrian crossing
 - Integrate care and support services to enable older people to live independently and well at home for as long as possible
- 2.4** The Vale of Glamorgan currently delivers older people's and dementia day opportunities to the Eastern Vale from Rondel House in Barry. This building currently provides a high-quality service for up to 25 older people per day. The overall footprint of Rondel House and the configuration of the building would not

allow for significant redevelopment to expand the offer available from this building.

- 2.5** The Council is currently reviewing all property assets within the Social Services portfolio and considering the future needs and demands on the Social Services budget and portfolio. One of the key demands on the service in the future will be supporting older persons as per the PNA recommendations. The Social Services directorate need to plan accordingly.
- 2.6** To breathe new life into town centres, the Welsh Government has adopted a 'Town Centre First' approach, as set out in the National Plan "Future Wales 2040". This approach outlines that significant new commercial, retail, education, health, leisure, and public service facilities must be located within town and city centres. This puts the health and vibrancy of town centres as the starting point of locational decision-making.
- 2.7** Phase 1 of the project originally comprised the relocation of the clinic with affordable housing above. Discussions with UHB have led to an agreement that it would be more holistic to expand the clinic offer, to include a fully integrated health and wellbeing hub for older people, which would provide a centrally located town centre-based service provision. This would be a partnership approach between Vale of Glamorgan Council Social Services directorate, and Cardiff and Vale University Health Board, with opportunities to create space for community groups and third sector services at the same location.
- 2.8** It is proposed that the scheme would be expanded with an additional floor added to the building to accommodate day opportunities for older people and people with dementia, community drop drop-in sessions (such as an outreach ANCLE café), Local Authority staff teams, and space to host integrated training and meetings. This would enable the Council to look at rationalisation opportunities elsewhere in the Social Service portfolio.
- 2.9** Furthermore, it would make the project eligible to apply for the Integrating and Rebalancing Care Fund (IRCF) from Welsh Government and expand the scheme to overcome existing and projected demands on the service.
- 2.10** This proposal would form part of a health and wellbeing campus model being developed within the centre of Barry. In addition to Western Gateway, a nearby site in Barry is currently being considered (subject to the acquisition being successful) to deliver office accommodation and day opportunities for working age adults (Cabinet Report C65).
- 2.11** These developments would support the Vale of Glamorgan Council to deliver the PNA recommendations for older people living in Barry.
- 2.12** If endorsed, additional work will need to be undertaken by Lovell Partnerships and consultants to develop the scheme to reflect the revised proposal, likely to comprise of the ground and first floor being the health and social care hub, and storeys above being affordable housing.

- 2.13** Furthermore, additional work would need to be undertaken to establish the most appropriate services to be collocated at this location, to support the targeted older persons population.
- 2.14** The proposed changes outlined above should allow the scheme to access the IRCF and therefore bridge the funding gap identified.
- 2.15** This report seeks Cabinet endorsement for the scheme to be amended, to include a health and social care facility, in addition to affordable housing for older persons. A series of delegations have been requested, to enable the project team to progress the project.

3. How do proposals evidence the Five Ways of Working and contribute to our Well-being Objectives?

- 3.1** Looking to the long term - the Council is seeking to provide a long-term solution to providing space for various adult services.
- 3.2** Prevention – the Council is forward thinking and seeking to provide a permanent health and social care facility for citizens and staff, in partnership with UHB.
- 3.3** Taking an integrated approach – the Council is looking to co-locate staff in a town centre location alongside health staff – integrating health and social care in the community.
- 3.4** Involving the population in decisions - the Council will fully consider the individual needs of each citizen and staff member.
- 3.5** Working in a collaborative way – Multi disciplinary teams across the Council will be involved in this project including Social Services, Estates, Legal, and the Project Management Unit to deliver this project efficiently and effectively. Further, the revised scheme would be a partnership between the Council and UHB.
- 3.6** The Council’s vision is identified in Objectives 4 and 5 in the Corporate Plan ‘Vale 30’ 2025-2030:
 - Objective 4) “Supporting and protecting those who need us”. Under this Objective, we have made a commitment to ensure “People will be able to access the services and support they need close to home, with joined up health and social care services providing coordinated support.”
 - Objective 5) “Being the best Council we can be”. This objective recognises the need to respond to the changing needs of our communities and ongoing challenges with regards to finances and other resources.
- 3.7** The project seeks to address these objectives by:
 - delivering meaningful day opportunities that meet the needs of all citizens. The Council wants to support citizens and their unpaid carers in supportive and encouraging environments.
 - providing suitable office accommodation for staff who require an office base, including opportunities for hot-desking where appropriate.

- collaborating with partners where appropriate; and
 - making significant savings whilst providing a quality environment for both citizens and staff.
- 3.8** “Explore new building for adult services to provide office space for staff and Day Opportunities,” is identified as an action in the 2025/26 Social Services Directorate Plan, which enables the modernisation of service models, aligns with regeneration priorities, and supports health and social care integration.

4. Climate Change and Nature Implications

- 4.1** The Vale of Glamorgan Council is committed to becoming carbon neutral by 2030 and delivering our Project Zero actions.
- 4.2** The clinic is already designed and has a Monitoring and Evaluation Strategy to achieve BREEAM Excellent. The affordable housing will achieve a minimum Energy Performance Certificate (EPC) A.
- 4.3** A town centre location for staff accommodation offers opportunities to implement steps to reduce the number of car journeys undertaken by staff by promoting and incentivising more sustainable staff travel including public transport, active travel, car share schemes, and pool cars. The proximity to the Civic Offices means this location can be used for collecting pool cars and charging electric vehicles.

5. Resources and Legal Considerations

Financial

- 5.1** This report seeks Cabinet endorsement for the underlying principles of the scheme. The revised project, if endorsed, would need to be fully re-drafted and costed by Aecom and Lovell Partnerships. A series of delegated powers have been requested, so that the design and feasibility of the scheme can be developed, and any necessary grant funding application can be applied for.
- 5.2** The projects were originally to be funded as follows:
- affordable housing - to be 100% funded by the Housing Business plan, supported by Social Housing Grant.
 - accommodation for health clinic - to be funded by Welsh Government’s Transforming Towns Grant secured by virtue of a £1.6M grant, and IRCF funding, subject to approval.
 - public realm and active travel enhancements (Gladstone Road Bridge Roundabout Junction) – to be funded by a Welsh Government Transforming Towns Grant.
- 5.3** The Council has secured a Welsh Government Transforming Towns Grant. The grant is £4.2 Million in total, and has been allocated as follows:

- £1.6M grant towards the cost of Phases 1 (i.e. assisting with the development including delivering c520 Sq M of new floorspace for the health Clinic) and the early design of Phase 3. This was due to be spent in 2024/25. A proportion of this was spent in 2024/25 on survey work and preliminary design. There was £990k remaining at the end of March 2025, which Welsh Government agreed to slip into 25/26 subject to further information regarding the project.
 - £2.6M grant towards the cost of Phase 3 public realm/Active Travel improvements – to be spent by 31st March 2029. Secured via a letter of comfort only at this stage.
- 5.4** The timescales related to the expenditure of Phase 3 and the Transforming Towns grant will be difficult to achieve now and therefore further discussion will be required with Welsh Government.
- 5.5** It is anticipated that the scheme would be funded through the Housing Business Plan (for the affordable housing element) and Welsh Government’s IRCF funding (for the health and social care element). In the event the Transforming Towns grant slippage is agreed, this could also be used to fund the health and social care element.
- 5.6** The scheme has been included on the Regional Partnership Board Capital Pipeline for IRCF funding to fund the health and social care element. In the event that this is not accepted, the scheme will need to be reconsidered in its entirety as there would not be any funding to support the health and social care element of the scheme.
- 5.7** The revenue implications for the revised scheme comprising the health and social care hub would need to be fully considered by both UHB and Vale of Glamorgan Council.
- 5.8** A business case will be developed to address these issues.

Employment

- 5.9** The development of the proposal will be undertaken using existing resources within Property, Housing, Legal and Project Management Unit. The delivery of the scheme would be via Lovell Partnerships as per the Partnership Agreement.

Legal (Including Equalities)

- 5.10** Heads of Terms have been agreed for Phase 1 comprising of the leasehold disposal to the UHB of c520 Sqm for a clinic (with parking as well) on the Council’s compound site. It was agreed that UHB would pay a peppercorn rent with the capital receipt from the sale of the Clinic site being reinvested into fitting out the new clinic accommodation on the compound site. This may need to be reviewed considering the amendment to the scheme.

- 5.11** Heads of Terms have been agreed between the Vale of Glamorgan Council and UHB for the freehold purchase of UHB's Broad Street Clinic Site to enable what would be Phase 2 of the overall transaction, which is the proposed demolition of the old clinic and redevelopment of this site for social housing.
- 5.12** Although pre-contractual work was undertaken by the Council's Legal Department (drafting the agreement for lease (contract), replying to extensive enquiries about the compound site in particular about title and other issues), contractual exchange was never reached due to the funding gap.
- 5.13** Recommendations from the June 2021 Cabinet report have been included and updated to reflect the amended scheme being considered, and to reflect changes to titles within the Council. In addition, the provision of additional recommendations seek authorisations related to the revised scheme.

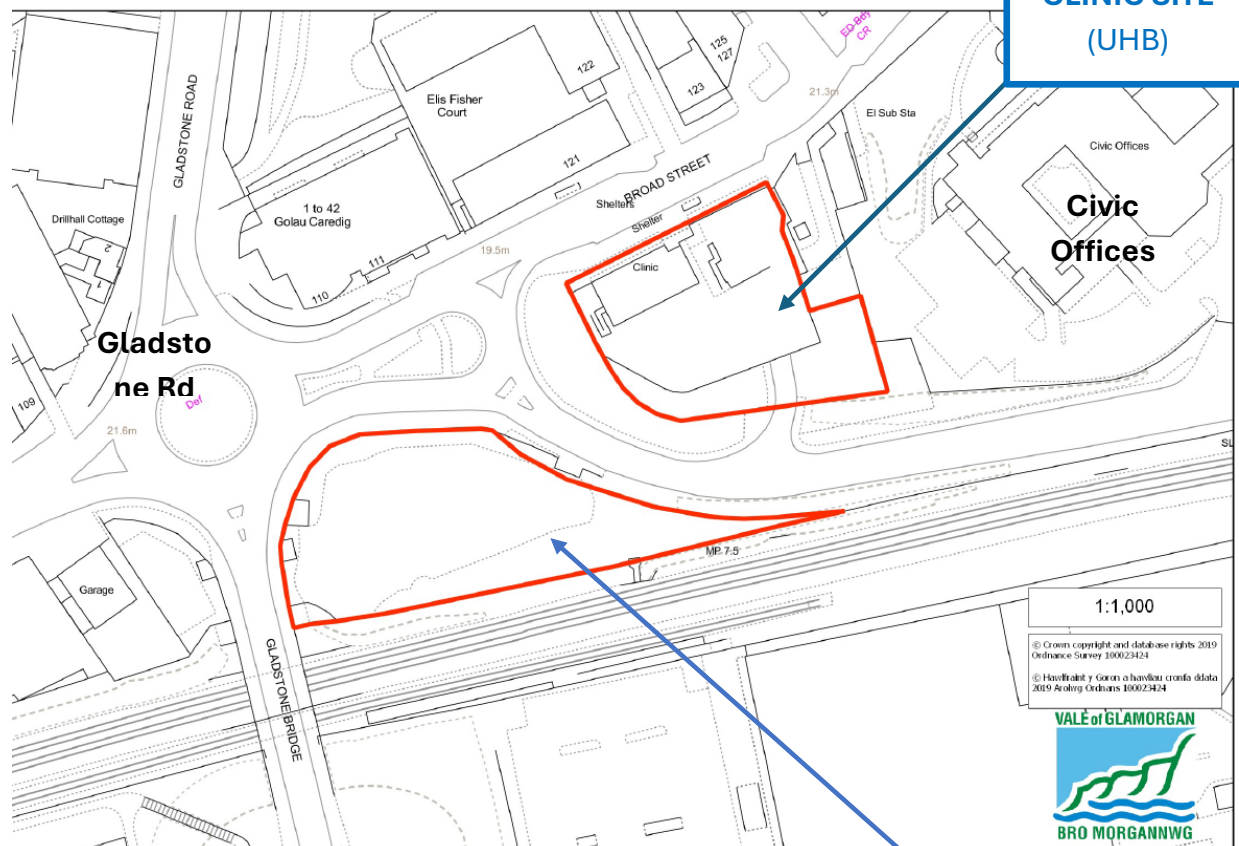
6. Background Papers

[Health and social care integration and rebalancing capital fund: guidance 2025 to 2027](#)

[Barry Town Centre Gateway](#)

Appendix 1 –

The Compound and Clinic Sites



**BROAD ST
CLINIC SITE
(UHB)**

**GLADSTONE
ROAD BRIDGE
COMPOUND**