

Meeting of:	Cabinet
Date of Meeting:	Thursday, 12 March 2026
Relevant Scrutiny Committee:	Start Well Scrutiny Committee
Report Title:	Update on Sustainable Communities for Learning Programme – Proposed Use of the Former Holm View Leisure Centre, Barry.
Purpose of Report:	To seek Cabinet approval to formally include the Change of Use of the former leisure centre at Holm View, Barry for Education Use and its inclusion in the Sustainable Communities for Learning Programme and to proceed with submission of Strategic Outline Case.
Report Owner:	Cabinet Member for Education, Arts, and the Welsh Language
Responsible Officer:	Director of Learning and Skills
Elected Member and Officer Consultation:	<p>Officers Consulted:</p> <p>Director of Environment and Housing</p> <p>Head of Finance/Section 151 Officer</p> <p>Operational Manager, Accountancy</p> <p>Operational Manager, Strategy and Resources</p> <p>Programme Manager, Sustainable Communities for Learning</p>
Policy Framework:	This is a matter for Executive decision by the Cabinet
<p>Executive Summary:</p> <ul style="list-style-type: none"> • This report proposes the strategic redevelopment of Holm View, a vacant and deteriorating Council-owned asset, located on Skomer Road in Barry. • The proposal, in outline, seeks to transform the site and bring it back into effective use as a multi-use centre serving both educational and community needs. • Phase 1 will provide an establishment of a new Additional Learning Needs (ALN) centre. This will act as the anchor use for the overall redevelopment, providing the necessary investment to refurbish the building. • It is proposed that Phase 2 will include the potential development of wider community facilities, designed to address significant local needs in Gibbonsdown, a highly deprived community in a Welsh context. 	

- Holm View Leisure Centre offers a high-value opportunity to meet urgent educational demand arising from the capacity crisis at Ysgol y Deri, while simultaneously enabling a sustainable new model of integrated community provision.
- A corporate landlord model is proposed for long-term governance and administration of the building. This would represent an entirely new approach which would see the educational use of the site be in effect a form of anchor tenant with opportunities for wider community use beyond the school use.

Recommendations

1. That Cabinet approves, in principle, the redevelopment of Holm View to accommodate an Additional Learning Needs (ALN) education facility as Phase 1 of a wider transformation programme for the site.
2. That Cabinet endorses the continued development of Phase 2 proposals to create new community-facing facilities within the remaining accommodation at Holm View.
3. That Cabinet authorises officers to progress a full RIBA Stage 2 feasibility design and submit a Business Case to Welsh Government under the Sustainable Communities for Learning Programme.
4. That Cabinet agrees that the facility can be managed under the Corporate Landlord model.
5. That Cabinet receives a further report on the full feasibility outcomes, final costings, and detailed Phase 2 proposals.
6. That Cabinet approves to increase the Capital Programme by £160k, profiled £50k in 2025/26 and £110k in 2026/27, to be funded from the ALN reserve.

Reasons for Recommendations

1. To address the acute shortage of ALN provision within the Vale of Glamorgan and to reduce significant ongoing expenditure on temporary accommodation and out-of-county placements.
2. To ensure that community benefits are delivered alongside the education use of the building.
3. To bring a deteriorating Council asset back into productive use and to allow the scheme to be progressed.
4. To improve community wellbeing and service access in an area of high deprivation.
5. To ensure Cabinet are fully informed in respect of all cost implications and other business case details relating to the proposals to enable full consideration of all matters by Cabinet.
6. To allow the required survey and feasibility works to be carried out.

1. Background

- 1.1** A condition survey was completed in February 2024 and it was reported that Holm View Leisure Centre to be structurally sound but with substantial issues requiring investment—particularly the roof, windows, external doors, and internal fire doors. Water ingress and deterioration have increased since the survey was completed.

- 1.2** Holm View Leisure Centre is located in Gibbonsdown, the most deprived area in the Vale of Glamorgan. Residents experience considerable challenges including in-work poverty, health inequalities, transport barriers, and limited youth services.
- 1.3** Ysgol y Deri is facing a critical capacity shortage. Temporary accommodation has been required since 2021 and costs almost £40K per month, with projected total expenditure of £1.8M by September 2026.
- 1.4** Holm View has been assessed as offering sufficient space for at least eight classrooms plus ancillary spaces, with potential for enhanced decarbonisation features such as increase the external envelope insulation, replace single glazed windows, PV panels, Air Source Heat Pumps (ASHP) and ecological spaces to encourage biodiversity to thrive.
- 1.5** Officers have met to consider all available options for the site and the opportunity to provide educational use by way of an anchor use has considerable merit. Not only would it bring a redundant building back into effective use, it would also ease financial challenges outlined above in relation to the costs of providing ALN provision. With the right approach, it would also enable significant community benefit.

2. Key Issues for Consideration

- 2.1** The intention is that the proposed scheme could be delivered over two phases. These are outline below, with the caveat that the scheme proposals for each phase will need to be worked up into greater detail.
- 2.2** Phase 1 – ALN Anchor Occupier, Building Change of Use and Refurbishment:
 - The estimated refurbishment cost to undertake the required adaptations and sustainability upgrades is estimated at £5M. A more accurate project budget proposal will be provided after the completion of all surveys and the feasibility study, which will be undertaken if and when Cabinet approval is granted.
 - The funding proposal for this phase of works would be to seek Welsh Government (WG) match funding available through the Sustainable Communities for Learning programme, the intervention rate for an ALN provision is 75% Welsh Government and 25% Council contribution, which would mean that the Council contribution would, at current estimates, stand at £1.125M.
 - Learning and Skills currently incurs approximately £2M per year in costs for out-of-county ALN placements.
 - There is also the potential to reduce or fully phase out the need for temporary classroom leases beyond 2026, including the removal of three temporary buildings currently located on the Ysgol y Deri site.

- It is estimated that the refurbishment programme could enable occupation by September 2027 if survey works commenced in late March 2026.

2.3 Phase 2 – Community Hub Development:

- Community need in the area is both significant and well-evidenced, characterised by high levels of unemployment, limited access to health services, and resident anxiety associated with travelling beyond the local neighbourhood.
- This is further compounded by a notably young population (with over 25% under the age of 18) and a lack of youth provision, which contributes to increased levels of anti-social behaviour.
- There are numerous possibilities for community use within the Phase 2 element of the scheme. Potential elements could include:
 - Dedicated youth provision and activity spaces for sport, play and other activity.
 - Health outreach services, such as wellbeing clinics, subject to further engagement with Cardiff and Vale University Health Board and other partners.
 - Adult learning programmes and employment support activities.
 - A community café or similar social enterprise facilities
 - Flexible multi-use rooms for partner agencies and community groups
 - The potential for other support services aligned to the specific need of the community.
- It is proposed that some of these activities and uses could take place alongside the educational use of the main building, thereby representing a dual use of facilities and also could be developed as Phase 2 expands to include the current community workshops at the site. There is also an opportunity to consider income producing partnerships with support services.

2.4 A dual operational model is proposed for the redevelopment of Holm View to ensure both effective governance and efficient use of the site. Under this model, the Council, as landlord could retain overall responsibility for managing the asset, ensuring ongoing maintenance, compliance, and access across the facility, albeit in partnership with the educational use and other community groups and partners who would want to develop and sustain activity at the site.

2.5 Community facilities and the use of the building and any space developed as part of Phase 2 could then be coordinated at a corporate landlord level with Project Management Support initially, reducing the administrative burden on education staff and maximising the utilisation of facilities for the wider community.

2.6 Such an approach would represent a new way of developing service model within the Council. It would constitute a new way of working and would serve

as an excellent ‘test’ or ‘pilot’ approach. The success of the approach can be gauged and could be rolled out to other similar developments in future. In addition, it is proposed that Phase 2 is informed by a programme of community engagement that will help shape the design of that phase.

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

- 3.1** The Well-being of Future Generations Act 2015 (“the 2015 Act”) requires the Council to think about the long-term impact of their decisions, to work better with people, communities and each other and to prevent persistent problems such as poverty, health inequalities and climate change.
- 3.2** To make sure we are all working towards the same purpose, the 2015 Act puts in place seven well-being goals on the Council. The 2015 Act makes it clear the listed public bodies must work to achieve all of the goals.
- 3.3** These proposals contribute to achieving the wellbeing goals by:
- Refurbishing existing buildings which can often deliver far greater long-term sustainability benefits than constructing a new one and by providing BREEAM accommodation.
 - Ensuring an efficient supply and demand of school places across the Vale of Glamorgan through effective forecasting of future demand.
 - Ensuring schools are designed to better meet the needs of pupils. The new and remodelled building would provide modern education facilities.
 - A key objective of the Sustainable Communities for Learning Programme is to increase the level of community access and interaction through the use of the school’s educational facilities whilst meeting the needs of the school.
 - Supporting contractors to deliver a programme of community benefits that aims to reduce unemployment through increased apprenticeship opportunities.
- 3.4** The long-term impact of this proposal provides a permanent solution to ALN capacity pressures and secures a sustainable future for a currently deteriorating asset, ensuring long-term benefits for both the education system and the community, thus aligning to the proposal to the 2015 Act. It also ensures the development of an asset in the heart of a community with access to that facility by the community which will foster and allow for improvements in resident health and wellbeing.
- 3.5** By reducing reliance on costly temporary accommodation, the project prevents ongoing financial strain and mitigates community issues linked to a lack of local provision.
- 3.6** The 2015 Act imposes a duty on all public bodies in Wales to carry out “sustainable development”, defined as being, “The process of improving the economic, social, environmental and cultural well-being of Wales by taking

action, in accordance with the sustainable development principle, aimed at achieving the well-being goals." The action that a public body takes in carrying out sustainable development includes setting and publishing well-being objectives and taking all reasonable steps in exercising its functions to meet those objectives.

- 3.7** Band B has contributed to improving the economic and environmental wellbeing of Wales, with our additional aspiration to develop schools to become more community focused and Net Zero Carbon efficient by working on our standard building designs and focusing on the fabric first approach to ensure the building works smarter to allow for the inclusion of carbon reduced measures, all projects delivered will also align with BREEAM Excellent standards.
- 3.8** Planned engagement with local residents will ensure that Phase 2 is shaped through co-design, reflecting community needs and promoting active participation.
- 3.9** These proposals are specifically linked to education with a number of objectives contributing to the Sustainable Communities for Learning Programme. We have prioritised the need to raise standards of achievement as one of our well-being objectives. We are proud of the Vale of Glamorgan and our place in Wales and that the use of the Welsh language is growing in the Vale of Glamorgan. We respect and value diversity within our communities and recognise the importance of promoting equality of opportunity. We also appreciate our unique heritage and culture and the importance for people of all ages to enjoy a range of activities and to have opportunities to be creative. We have therefore identified valuing culture and diversity as one of our eight well-being objectives.
- 3.10** Details of the objectives that the Sustainable Communities for Learning Programme supports and contributes the Vale of Glamorgan's Corporate Plan 2024 – 2030.
- 3.11** The Vale of Glamorgan Council's five well-being objectives are: Creating Great Places to Live, Work and Visit; Respecting and Celebrating the Environment; Giving Everyone a Good Start in Life; Supporting and Protecting Those Who Need Us; and Being the Best Council We Can Be.
- 3.12** This plan is reflective of Welsh Government's Well-being of Future Generations Act and is comprised of a number of Well-being objectives to deliver this vision.

4. Climate Change and Nature Implications

- 4.1** New build elements of the Sustainable Communities for Learning Rolling Programme will meet BREEAM excellent rating significantly reducing the running costs and carbon emissions arising from the building.
- 4.2** Refurbishing existing buildings can often deliver greater long-term sustainability benefits than constructing a new one. By retaining the original structure, a refurbishment avoids the large "embodied carbon" impact associated with manufacturing new materials and demolishing the old building—often saving emissions compared to a rebuild. It can also reduce waste sent to landfill, and

allows upgrades—such as improved insulation, modern services, and renewable technologies—to significantly enhance energy performance.

- 4.3 The Rolling Programme for the Sustainable Communities for Learning Programme would be required to meet net zero carbon or low carbon (in operation school buildings).
- 4.4 New build and refurbishment elements will adhere to this directive as a minimum; the programme will develop the model to achieve a fully compliant net zero carbon building.
- 4.5 The Council’s objectives on climate change have been brought together into one Project Zero reserve that also help deliver the commitments in the Climate Change Challenge Plan.

5. Resources and Legal Considerations

Financial

5.1 Capital Costs Phase 1

- 5.2 A business case will be submitted to Welsh Government and, if approved, the scheme will be funded jointly by the Council (25%) and Welsh Government (75%), through the Sustainable Communities for Learning Programme. The table below outlines the high-level costs and breakdown of how this will project will be funded.

Table 1 - Cost breakdown

	Anticipated Costs
	£000
Total Project Cost	5,000
Net Zero Carbon - Deduction 100% Welsh Government Funded	500
Total deducting Net Zero Carbon	4,500
Welsh Government 75% grant	3,375
Council Funding 25%	1,125
Total Project Cost	5,000

- 5.3 There is £185K within the carbon offsetting fund that can be allocated for the decarbonisation works for this scheme.
- 5.4 It should be noted that the Net Zero Carbon element is 100% Welsh Government funded. These elements will support additional decarbonisation measures to contribute to Welsh Government's Local Carbon Delivery Plan.
- 5.5 The Council has received two additional Education grants totalling £1.386M towards the end of the financial year; these grants have been used to fund schemes that were originally being funded internally in 2025/26. The internal money has been set aside to fund the match funding of this scheme and is funded £671K General Capital Grant, £332K Capital Receipts, £177K Corporate

Landlord Reserve and £206K Capital Commitments Reserve. It is anticipated that the Council will require £1.125M to match fund the scheme. This scheme will be added to the capital programme in a further Cabinet Report once feasibility and design works have been carried out.

- 5.6** To determine full project costs by undertaking all required surveys and feasibility study a total of £160K is being requested to commence with the process. It is requested to include this scheme within the Capital Programme with a budget of £160k, profiled £50k in 2025/26 and £110k in 2026/27. This will be funded from ALN Reserve.
- 5.7** The current anticipated profile for the main scheme is provided in Table 2 below, however this is subject to change when the outcome of the feasibility and surveys are known:

Table 2 – Build profile

	2026/27	2027/28	2028/29	Total
	£000	£000	£000	£000
Current Profile	2,500	2,000	500	5,000

- 5.8** If Cabinet approves the inclusion of redevelopment of Holm View Leisure Centre as a scheme under the Sustainable Communities for Learning Programme (subject to feasibility and design), this would increase the Programme envelope by £5M, taking the total to £104.189M, the table below provides a further breakdown.

Table 3 - Rolling Programme Envelope

	Local Authority Contribution	Welsh Government Contribution	Total
	£000	£000	£000
St Richard Gwyn Catholic High School	9,664	57,863	67,527
Ysgol Iolo Morganwg	7,089	15,223	22,312
Sully Primary School	2,972	6,378	9,350
Redevelopment of Holm View	1,125	3,875	5,000
Total Envelope	20,850	83,339	104,189

- 5.9 Revenue Costs Phase 1**
- 5.10** Provision for the direct pupil costs already exists in Derw Newydd and this will be transferred across for the satellite site at Holm View which will be a centrally managed Learning & Skills budget.
- 5.11** Provision will need to be made for the site related costs of the site. These have been calculated on a floor area basis consistent with allocations through the schools funding formula. They would total £150K as detailed in the table below. These are indicative based on provision of a similar size.

5.12 Table 3 – Site Costs

	Premises Cost
	£
Caretaking (estimated lump sum based on primary formula)	42,179
Admin (estimated lump sum based on primary formula)	36,137
Cleaning/refuse/recycling (Mainstream formula is part pupil led and part floor area led)	16,598
Utilities (Mainstream formula is part pupil led and part floor area led)	37,732
Repairs and Maintenance (Mainstream formula is part pupil led and part floor area led)	15,645
Grounds Maintenance (mainstream formula is driven by external floor area)	1,999
Total	150,291

- 5.13 Additionally, there will be a business rates liability which could be in the order of £15K to £20K.
- 5.14 There will also be costs for teaching materials and equipment which are typically in the order of £25K for an individual school and provision for Free School Meals too. This funding is already in the overall schools budget.
- 5.15 The site costs along with business rates will need to be taken forward as a cost pressure in the formulation of the Council's 2027/28 budget.
- 5.16 **Capital and Revenue Costings Phase 2**
- 5.17 There are no financial costings in place for Phase 2 at this time, these still need to be worked through.

Employment

- 5.18 Phase 1 ALN provision staffing would be managed by Ysgol Y Deri but funded through the Learning and Skills directorate.
- 5.19 Phase 2 scheme could create new community employment opportunities such as hub coordinator, youth workers as an example.

Legal (Including Equalities)

- 5.20 Individual proposals would be subject to Equality Impact Assessment as part of the consultation exercise which is undertaken in line with the School Standards and Organisation (Wales) Act 2013 and the School Organisation Code (2018).
- 5.21 All new buildings would be fully accessible and compliant with the Equality Act 2010.

- 5.22** The Council must comply with the public sector equality duty (section 149) of the Equality Act 2010.
- 5.23** Any property related arrangements or other occupation agreements (as appropriate) will be developed as the scheme development progresses.

6. Background Papers

- 6.1** None.