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| <b>Meeting of:</b>                                                                 | <b>Cabinet</b>                                                    |
| <b>Date of Meeting:</b>                                                            | <b>Thursday, 22 October 2026</b>                                  |
| <b>Relevant Scrutiny Committee:</b>                                                | Resources Scrutiny Committee                                      |
| <b>Item which the Chair has decided is urgent (Part I)</b><br>(If yes, why)        | Not applicable                                                    |
| <b>Urgent Decision Procedure Used (15.14 of the constitution)</b><br>(If yes, why) | Not applicable                                                    |
| <b>Item Type</b>                                                                   | Part I                                                            |
| <b>Report Title:</b>                                                               | Holm View Update                                                  |
| <b>Portfolio Holder:</b>                                                           | Executive Leader and Cabinet Member for Performance and Resources |
| <b>Lead Officer:</b>                                                               | Head of Finance/S151 Officer                                      |

## 1.0 What is this report about?

- 1.1 This report provides an update on the Holm View development which will see this important community asset transformed and brought back into effective use as a multi-use centre serving both education and community needs.
- 1.2 The transformation of the building will see a new Additional Learning Needs (ALN) centre being established which will act as the anchor use for the overall redevelopment and predominantly providing the necessary investment to the refurbishment of the building.
- 1.3 As set out in the March 2026 report, Holm View will offer a high-value opportunity to meet urgent education demand arising from the capacity issues at Ysgol Y Deri, while simultaneously enabling a sustainable new model of integrated community provision.
- 1.4 This report seeks to provide an update on the project progress being made since the last report in March.

## **2.0 What are the Recommendations?**

|     | <b>Recommendations – What and How?</b>                                                                                                                                                                                                                                                                            | <b>Reason for Recommendation – Why?</b>                                                                                                                                       |
|-----|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|-------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| 2.1 | That Cabinet notes the progress made in developing proposals for the redevelopment of Holm View Leisure Centre and approves the continued development of the education element of the scheme, including the progression to the Outline Business Case stage of the Sustainable Communities for Learning Programme. | To enable Officers to develop detailed design, cost and funding proposals through the next stage of the Sustainable Communities for Learning Programme business case process. |
| 2.2 | That Cabinet notes the progress being made on the community element of the building with the commencement of the community engagement activity commencing shortly.                                                                                                                                                | To ensure that the community elements of the building are aligned to community needs.                                                                                         |
| 2.3 | That Cabinet provides delegated authority to the Head of Finance/S151 Officer and the Head of Corporate Landlord to agree a fixed price contract with the preferred contractor for the Phase 1 Works and commence works.                                                                                          | To enable the contractor to be appointed and the works to commence without delay.                                                                                             |
| 2.4 | That Cabinet provides delegated authority to the Head of Corporate Landlord to instruct the Monitoring Officer/Head of Legal and Democratic Services to draft and complete the necessary contract with the preferred contractor and complete all other necessary paperwork in relation to the same.               | To enable the formalisation of the contract.                                                                                                                                  |

## **3.0 What is the background to this report?**

- 3.1 On 12th March 2026, Cabinet considered a report on the future use of Holm View Leisure Centre and authorised Officers to undertake further feasibility work to explore the potential redevelopment of the site to support specialist Additional Learning Needs (ALN) provision, alongside wider community use (Cabinet Minute C228).
- 3.2 The redevelopment of Holm View continues to present an opportunity to bring a currently vacant Council asset back into beneficial use whilst addressing specialist educational capacity pressures and supporting wider regeneration and community objectives within Gibbonsdown.

- 3.3 Cabinet noted that a condition survey undertaken in February 2024 confirmed that the building remains structurally sound but requires significant investment, particularly in relation to the roof, windows, external doors and internal fire doors. Since the survey was completed further deterioration and water ingress have been identified, reinforcing the need to determine a long-term sustainable future for the building.
- 3.4 Cabinet also noted the significant pressures on specialist ALN accommodation across the Vale of Glamorgan, including capacity constraints at Ysgol Y Deri and the ongoing costs associated with temporary accommodation and out-of-county placements.
- 3.5 Cabinet endorsed the principle of a phased redevelopment approach, comprising the establishment of a specialist ALN provision as an anchor occupier within the building, followed by the longer-term development of complementary community facilities and services to meet identified local needs.
- 3.6 Cabinet also noted the potential for a corporate landlord operating model, whereby the Council would retain responsibility for the management and maintenance of the asset whilst enabling educational and community occupiers to utilise designated areas of the site. This approach was intended to maximise the use of the facility, support partnership working and ensure the delivery of wider community benefits.

#### **4.0 What issues are there to be considered?**

- 4.1 Following Cabinet's decision, regular cross directorate project meetings have taken place to move the project forward and Officers have undertaken further work to assess the suitability of Holm View Leisure Centre for educational and community uses. This has included initial feasibility assessments, survey work, stakeholder engagement, preparatory works and further consideration of delivery, governance and funding options.
- 4.2 Following Cabinet's approval, Officers have prepared and submitted a Strategic Outline Case (SOC) to Welsh Government through the Sustainable Communities for Learning Programme. The SOC set out the strategic case for redeveloping Holm View Leisure Centre to provide specialist Additional Learning Needs (ALN) provision for learners with Social, Emotional and Mental Health (SEMH) needs, alongside opportunities for wider community benefit.
- 4.3 The SOC has subsequently been approved by the Minister for Education and Welsh Language. This represents a significant milestone for the project and constitutes the first of the three business case stages required under the Sustainable Communities for Learning Programme. Approval of the SOC enables the Council to progress to the next stage of project development.
- 4.4 The work completed to date has confirmed that the building is capable of accommodating an educational provision as an anchor occupier, together with ancillary facilities and space for wider community activities. Initial assessments indicate that the site could accommodate at least eight classrooms and associated support facilities, subject to detailed design development and statutory approvals.

- 4.5 The educational vision for the proposed ALN provision has also been further developed. The facility is intended to deliver a skills-based curriculum with a particular emphasis on vocational learning, supporting learners to develop the practical, employability and independent living skills required to progress successfully into further education, training and employment. This approach would complement existing provision within the Vale of Glamorgan and help prepare learners for post-16 destinations.
- 4.6 As proposals have evolved, Officers have also sought to ensure that the design of the facility maximises opportunities for community use and shared learning environments. The emerging concept is based on a multi-functional facility that supports both educational outcomes and wider community regeneration objectives.
- 4.7 In addition to dedicated teaching and support spaces, the design team is exploring a range of vocational and community-facing facilities which could support both the learner curriculum and wider community access. Opportunities currently under consideration include:
- A community café and social enterprise facility.
  - Hair and beauty training studios.
  - Hospitality and catering training areas.
- 4.8 These facilities would provide opportunities for learners to gain practical work-related experience in realistic working environments whilst also creating valuable amenities and services for local residents. The approach is intended to strengthen links between education, employment, skills development and community wellbeing, ensuring that the redevelopment delivers benefits that extend beyond the core educational function of the site. These facilities would also be in addition to community facilities included as part of the second phase.
- 4.9 Officers have also explored opportunities to incorporate significant sustainability and decarbonisation measures into any future redevelopment, including improvements to the building fabric, replacement glazing, renewable energy generation and low-carbon heating systems. These measures would support the Council's commitment to reducing carbon emissions whilst improving the long-term operational efficiency of the building.
- 4.10 The proposal remains centred on a phased approach to redevelopment:
- Phase 1 would focus on the fabric repairs and general internal repairs and modifications to the building in preparation for final fit out of the spaces for both education and community use.
  - Phase 2 would focus on final fit out of the building.
- 4.11 Work undertaken since Cabinet approval has further strengthened the strategic case for establishing an education provision at the site, particularly focused on learners with Social, Emotional and Mental Health (SEMH) needs. The proposal has the potential to:

- Increase specialist education capacity within the Vale of Glamorgan.
- Reduce reliance on costly temporary accommodation arrangements.
- Support the reduction of expenditure on out-of-county placements where appropriate.
- Support learners to return to mainstream education wherever possible.
- Secure the long-term future of a currently vacant Council asset.
- Act as a catalyst for wider community benefits within one of the Vale of Glamorgan's most disadvantaged communities.

4.12 Officers continue to develop a proposed operating model based on a corporate landlord approach, whereby the Council would retain responsibility for the overall management and maintenance of the asset, whilst educational and community occupiers utilise designated areas of the building. This approach aligns with the Council's wider asset management arrangements and would support the efficient and flexible use of the site.

## **5.0 How evidence has been used to inform the report, including the views of others?**

5.1 As set out in the March 2026 report, Ysgol Y Deri is facing a critical capacity shortfall. Temporary accommodation has been required since 2021 and monthly costs associated with this are unsustainable in the long term. There is an evidenced short fall off of ALN provision as a result.

5.2 As mentioned in the March 2026 report, Community need in the areas 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 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. This evidence is proposed to be complemented through further community engagement activity that Place Officers are leading on, and they have started to plan out a timetable of consultation activity with a range of activities to be planned for November through to March 2027. The feedback as a result of this engagement work will be key in developing the plans for the rest of the building not wholly or in part dedicated to ALN provision.

5.3 A cross-service project team was set up following the March 2026 Cabinet report resolution, chaired by the Head of Corporate Landlord. Officers from Education, Corporate Landlord, Finance, Comms and Place directorate are part of that project team and all have been inputting invaluable specific insight into the proposals as they move forward.

## **6.0 What are the next steps if the recommendations are approved?**

6.1 Project Design: The Corporate Landlord Project Delivery team are progressing with early preferred partner negotiations with Knox and Wells to develop and design the Phase 1 works which will upgrade the existing building fabric, undertake any structural works required, and implement general internal repairs and modifications ahead of a separate fit out contract. It is intended to appoint the preferred contractor in November in order that they are able to commence Phase 1 works in early 2027. In order to achieve the required

project timescales, the preferred contractor will be appointed via a direct award using the SEWSCAP framework.

- 6.2 Engagement: A range of community engagement activity is currently being planned for the next few months with a view to receiving a range of views on what the community element of the building could deliver/offer.
- 6.3 Subject to Cabinet's continued support for the project, the next stage of development will involve the preparation of an Outline Business Case (OBC), which represents the second stage of the Sustainable Communities for Learning Programme business case process. This work will further develop the educational model, accommodation requirements, design proposals, project costs, delivery arrangements and funding strategy prior to the submission of a Final Business Case (FBC).
- 6.4 Main Phase 1 works will aim to commence on site in January 2027. Some enabling works to prepare the site may be undertaken prior to this.
- 6.5 Planning consent: Consent will be required to enable change of use of the building from its former Leisure Centre use and to address minor modifications to the external envelope of the building. All Statutory and other consents will be sought, as necessary.

## **7.0 How does this report support the Vale 2030 and Reshaping?**

- 7.1 The proposal directly supports the ambitions of Vale 2030 by bringing a vacant Council asset back into productive use, increasing specialist educational capacity for children and young people with Additional Learning Needs, and contributing to improved outcomes for some of the Vale of Glamorgan's most vulnerable learners. The redevelopment aligns with the Council's commitment to creating stronger, healthier and more inclusive communities through the provision of local education, skills development and community facilities. The incorporation of vocational learning opportunities, community-facing services and partnership working will help promote learning, wellbeing and economic participation, while planned sustainability and decarbonisation measures support the Council's ambition to become a more environmentally responsible and resilient organisation.

## **8.0 How does this support the Five Ways of Working?**

- 8.1 The Well-being of Future Generations Act 2015 ("the 2015 Act") requires the Council to consider 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.
- 8.2 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 that the listed public bodies must work to achieve all of the goals.
- 8.3 These proposals contribute to achieving the well-being 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 the pupils. The remodelled building would provide modern educational facilities as well as delivering much need community accessible spaces.
- A key objective of this project is to increase the level of community access and interaction through the use of the school's educational facilities whilst still meeting the needs of the school.
- Supporting contractors to deliver a programme of community benefits that aims to reduce unemployment through increased apprenticeships opportunities.

- 8.4 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 2015 Act. It also ensures the development of an asset in the heart of the community with access to that facility by the community which will foster and allow for improvements in resident health and wellbeing.
- 8.5 By reducing reliance on costly temporary accommodation, the project prevents ongoing financial strain and mitigates community issues linked to a lack of local provision.
- 8.6 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 principles, aimed at achieving the well-being goals”. The team are working in partnership with the Welsh Local Government Association (WLGA) and its professional advisors to use the Holm View project as a WLGA pilot of ‘Carbon Biodiversity Considerations in Business Cases.’ This will aim to provide both the WLGA and the Council with valuable insight into considerations that would need to be considered as part of business cases for future projects.
- 8.7 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 new build. It can also reduce waste sent to landfill, and allows upgrades – such as improved insulation, modern services, and renewable technologies – to significantly enhance the energy performance of the building.
- 8.8 The development of Holm View would be required to meet net zero or low carbon (in operation) school buildings. The Council's objectives on climate change have been brought together into one Project Zero reserve that also helps to deliver the commitments in the Climate Change Challenge Plan.

## **Resources**

### **9.0 Finance**

- 9.1 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 approved as part of the previous Cabinet Report. The £5m referred to in the table below only reflects the Education element of the project cost.

|                                              | <b>SOC (High level costs)</b> |
|----------------------------------------------|-------------------------------|
|                                              | <b>£</b>                      |
| Total Project Cost                           | 5,000,000                     |
| NZC - Deduction 100% Welsh Government Funded | 500,000                       |
| Total deducting NZC                          | 4,500,000                     |
| Welsh Government 75% grant                   | 3,375,000                     |
| Council Funding 25%                          | 1,125,000                     |
| <b>Total Project Cost</b>                    | <b>5,000,000</b>              |

- 9.2 It should be noted that the NZC element is 100% Welsh Government funded. This element will support additional decarbonisation measures to contribute to Welsh Government's Local Carbon Delivery Plan.
- 9.3 This was the basis for the SOC, which was approved by the Minister for Education and Welsh Language in September.
- 9.4 The forecast cost of Phase 1 and Phase 2 works has been further developed since the submission of the SOC. Based on up-to-date survey reports and investigations, the latest forecast cost is circa £8m. Discussions will continue between the Sustainable Communities for Learning Team and the Welsh Government around additional financial support, however in the meantime, internal resources will be made available to allow the appointment of the contractor at this stage given the tight timeframe for project delivery. There is currently a budget of £991k approved within the Capital Programme to progress with this scheme.
- 9.5 A revenue cost pressure of £75k in 2027/28 and £106k in 2028/29 for the additional annual site led funding for new ALN provision at Holm View Leisure centre has been submitted. The provision is planned to open in January 2028, reflecting a 7 month cost pressure in 2027/28 with the remaining five months in 2028/29. Any pupil led funding will already have been met as these pupils are already within existing provision, this cost pressure is purely related to the cost of the site.

### **10.0 Workforce**

- 10.1 Phase 1 ALN Provision staffing would be considered as the provision is further developed.
- 10.2 Phase 2 – there could be the creation of new community employment opportunities such as hub coordinator, youth worker etc.

## **11.0 Legal and Equalities**

### **11.1 Does an Equalities Impact Assessment need to be completed? If not, why?**

11.2 Individual proposals would be subject to Equality Impact Assessments 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).

11.3 The refurbished building will be fully accessible and compliant with the Equality Act 2010.

11.4 The Council must comply with the public sector equality duty (section 149) of the Equality Act 2010.

11.5 Any property related arrangements or other occupation agreements (as appropriate) will be developed as the scheme development progresses.

## **12.0 Key Contacts**

### **12.1 Who are the primary officers to contact with any comments and/or queries on the report?**

|                                                                                                                                      |                                                                                                                                                                                      |
|--------------------------------------------------------------------------------------------------------------------------------------|--------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Lead Officers:<br>Lorna Cross<br>Head of Corporate Landlord<br><br>Matt Curtis<br>Head of Strategy, Community Learning and Resources | Democratic Services Officer:<br>Matt Swindell<br>Cabinet and Committee Services Officer.<br><a href="mailto:mlswindell@valeofglamorgan.gov.uk">mlswindell@valeofglamorgan.gov.uk</a> |
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## **Appendix**

None.

## **Background Documents**

None.