



Business & Transformation Scrutiny Panel

Meeting Date: 7th October 2021
Portfolio: Leader, cross cutting
Key Decision: No
Within Policy and Budget Framework: Yes
Public / Private: Public

Title: SANDS CENTRE PROJECT MONITORING REPORT
Report of: The Deputy Chief Executive
Report Number: CS 42/21

Purpose / Summary:

The Purpose of this report is to update the Business and Transformation Scrutiny Panel on the current progress of the redevelopment of the Sands Centre site, and to consider any feedback / questions from the Panel. The report also provides an update of the measures undertaken to manage or adapt the existing project proposals to deal with:

- a) Progress with the main contract works.
- b) A requirement to update existing infrastructure in the events space to manage public safety systems to meet with current legislation.
- c) Working practices evolving from the management of the risks associated with the COVID -19 pandemic.
- d) Working practices evolving from the management of the Brexit Agreement arrangements and other supply chain and transportation issues.

Recommendations:

That Business and Transformation Scrutiny Panel review the report, note the progress made and respond with any feedback and / or questions.

Tracking

Executive:	-
Scrutiny:	7th October 2021
Council:	-

1. BACKGROUND

- 1.1** The replacement of James Street Pools and the redevelopment of The Sands Centre site to improve wet and dry side sporting provision has been a long-term aspiration for the Council. Previous Council reports (6th March 2018, CS 16/18 and 25th June 2019, CS 17/19, and 17th September 2020 CS 22/20) provide detailed background commentary on the development of the project and its progress via Scrutiny and Executive committees.

2. PROPOSALS UPDATE

2.1 Main Works Contract – progress update:

Since the last Scrutiny Panel report the following progress has been made on the project:

- a) The site establishment, cleaning staff and welfare arrangements have been maintained at enhanced levels to accommodate an increase in the workforce whilst providing sufficient working space, ablution facilities and cleaning regimes to manage the risk of the transmission of COVID-19 within the site workforce, deliveries, and visitors to site. The site is working to SOP version 7 standard of Construction industry COVID guidance.
- b) The Environment Agency work to the flood gates at the Sands and Swifts Bank have now been completed, with only the handrailing and grass-seeding to complete, which are not critical to the level of flood protection. The Environment Agency have been in touch at the time of writing to arrange access to carry out 'as built' survey work, re-seed the berm and review the flood gate testing and operation in conjunction with the local Environment Agency officers.
- c) The project groundwork and foundations are complete.
- d) The construction of the tanks for the two swimming pools is complete and the small pool is undergoing a water test prior to backfilling and installing the finishes and equipment. The large pool water testing is due to start within the next fortnight.
- e) Work on the RIBA stage 5 specialist subcontractor design elements to coordinate with the main work designs is ongoing. The subcontractors are currently working on small power and data installation, pool plant and equipment NHS data and power supplies, intruder alarms and finishes.
- f) The primary and secondary steel framing is complete including line and level.
- g) The ground and first floor structural slab are underway.
- h) The roof slab primary structure is complete and partially covered over.
- i) The ground floor slabs have been partial constructed. This work has been brought forward to form additional storage areas for materials purchased in

advance to mitigate current and growing materials shortages and potential price increases.

- j) The external cladding work has commenced on the west elevation.
- k) The new electricity substation and metering is now installed, and the old plant removed. This was completed during agreed access period 1 where GLL handed over the Events space to Wates Construction for a fixed period to replace or renew linked services.
- l) The lift shaft and pool seating structure has been constructed as part of the construction of the building fabric element of the build.
- m) Work is ongoing to procure and secure the supplies of tiles, cladding panels, doors, and windows.
- n) Work on the discharge of planning, building control and statutory undertaker conditions, is ongoing. This includes the development of the consequential improvement strategy to comply with Part L of the Building Regulations. As explained in previous Sands Centre reports to Council, the development of the new facilities alongside the existing Events Hall places a responsibility on the Council to improve the energy efficiency (and CO2 footprint) of the existing building as part of a redevelopment project. This area of work is proving challenging because of the omission of the replacement roof covering to the events hall as part of this contract.
- o) Further survey work has identified issues with the existing life safety systems within the events centre, because of the condition of the existing systems, changes to legislation or obsolescence of the system components to maintain service during the construction works and their suitability for re-connection to the new systems on completion of the leisure works e.g., CCTV cameras and fire safety for a public building. These issues are currently being explored in terms of repair and / or replacement requirements.
- p) The Sands Centre event facilities have reopened and the first post COVID performance took place last week. A full programme of events is planned for the next period up to the opening of the facility in Autumn 2022.

2.2 COVID-19 implications on the Main Contract

Since March 2020 it has become clear that the COVID-19 pandemic has brought about serious implications for all economic sectors. The construction sector has needed to pay attention to areas of work such as material supply, travel to and from site, on site risks and working practice and the provision of enough, clean welfare facilities.

Wates have responded to the pandemic by developing additional management and staff guidance to provide up to date information for all levels of the business. The working arrangements developed by Wates during this period have followed the

benchmarks laid out by the Construction Leadership Council (CLC). These CLC safe working procedures have been developed and updated to reflect the latest government guidance. The CLC has now produced Version 7 of this guidance and Wates have developed their onsite plans to reflect this.

Provision has been made within the contract documents to ensure an element of shared risk management for quantifiable risks in terms of cost and programme constraints.

If further significant local or national or international restrictions were imposed which restrict the flow of the workforce to the site and/or materials to site, Wates are entitled to review the impact of such restrictions on the costs and programme. If a proven cost can be shown, Wates can make a claim for compensation under the terms of the Contract. This is an unquantifiable risk but through proper contract administration the mechanisms exist within the Contract to allow the Council to make representations as part of that process.

WCL, CCC and the project team review the guidance and COVID management plan periodically to ensure that it remains up to date and relevant for the management of the risks as far as reasonably practicable.

2.3 Brexit Agreement implications on the Main Contract

A Brexit plan had been developed with WCL prior to entering Contract, to try and quantify the risk and manage the impact of Brexit on time or cost, for something which was not published at the time of entering the contract and is currently evolving. The plan was based on a review of the availability of key areas of the workforce, the location of the designers for some of the specialist design work, the ownership, source of the raw materials and finished products likely to be used to build and operate the project.

The review of the Brexit plan, like the COVID and Flood plans, is an ongoing process to reflect the construction activities and programme. The plan is updated periodically to identify any emerging risks and mitigate them where possible.

We are currently experiencing challenges to availability, delivery times and costs on cement-based produces and cladding materials. It isn't clear at this stage whether the cause has its origin in the COVID pandemic or Brexit. Measures have been put in place to source alternative supplies or purchased materials in advance and store them where possible.

Risk reduction meetings are held fortnightly with the contractor and project management teams to ensure that any issue which may impact on the time or cost of the delivery of the project are identified in advance, where possible, and an agreed solution put in place to mitigate the risk.

2.4 Main contract - Programme

- The main works contract is currently in week 44 of 98. (w.c.20/9/21).
- The project is one week behind programme due to issues with the availability of materials and staff shortages because of COVID.
- The first planned shutdown of the Events space has now been completed. The second schedule shut down is planned for January 2022.
- The sectional completion of the leisure centre is still on target for July 2022 although the float in the programme has in effect been reduced by one week due to current supply chain issues.

2.5 Main contract - Budget

- The main contract work element of the project is valued at circa £21 m.
- The remainder of the £27 m budget is allocated to other costs associated with the delivery of the project. This includes the delivery and maintenance of the temporary facilities at the former Newman School and onsite at the Sands.
- The contract has been let using an NEC form of contract. A key feature of this form of contract is the collaborative approach to identifying construction issues as they arise and agree a solution. Part of this process is issuing Early Warning Notices which is then followed by an administrative process which works through potential solutions including any time or cost implications. There have been 110 Early Warning Notices, 90 Compensation Event Notices and 20 Project Manager instructions issued to date.
- The enabling works contract accounts have been finalised and agreed. These covered the facilities at the former Newman High School and onsite temporary facilities to support the events centre.
- The main contract and delivery costs are currently on target to stay within budget. Approximately one half of the contingency has been set aside to cover

the cost of CE's received or anticipated to date. This includes challenges with the suitability of the existing infrastructure and earthworks disposal classification. This is an ongoing cyclical process which is tabled, discussed and progressed on a weekly basis with the Sands project board members.

3. RISKS

- 3.1** Throughout the design process the project team have been working together to identify and eliminate or reduce budget, construction, project, and safety risks for all the stakeholders, wherever possible.

This is an ongoing process which is managed through the NEC 3 form of contract using an Early Warning Notice system – where all parties to the contract have an opportunity to provide an input into the identification and management of risk in a collaborative setting. The Early Warning Notice is reviewed to confirm the merit of its content and the likely impact on the project. The result of this review will then determine what action should be undertaken to reduce, mitigate or remove the risk.

Appendix E contains the most up to date corporate strategic risk register for the project.

4. CONSULTATION / PARTNERS - OTHER CONSIDERATIONS RELATED TO THIS PROJECT

4.1 Sport England Funding Award

The Council has worked progressively with Sport England throughout the life of this project (since 2015) and has greatly appreciated the support grant funding, technical and sports planning guidance received from their officers and consultants.

Having produced a Strategic Delivery Model for the Sands Centre in August 2018, the Council submitted this document as part of an Expression of Interest to the Sport England Investment Committee in October 2018.

On 6th March 2019 the Sport England Investment Committee approved the award of an investment of £2M subject to the completion of a standard funding agreement. Further to this Sport England approved an additional £200k of funding support prior to the Council report in September 2020. Officers have now executed the funding agreement and drawn down the funds.

4.2 NHS

The NHS currently occupy temporary facilities at the Blessed Christopher Robinson House (former Newman School) together with GLL our leisure operator. They have been engaged in the development of RIBA stages 3 and 4 for the main contract.

A meeting has recently taken place between representatives of the sands board and the NHS to provide an update on progress and agree terms of reference for the occupation of the physiotherapy section of the new building.

4.3 GLL

GLL currently occupy temporary facilities at the Blessed Christopher Robinson House (former Newman School) and adjoining sports hall. GLL also occupy and operate the events centre on site at the Sands.

Regular construction coordination meetings, design team meetings and progress meetings take place with representation from GLL, in addition to the separate leisure contract administration. The purpose of this series of meetings it to produce a coordinate approach to work in partnership on a congested site and on a technically challenging project.

5. CONTRIBUTION TO THE CARLISLE PLAN PRIORITIES

- 5.1 This project makes a significant contribution to the priority to *“Further develop sports, arts, and cultural facilities to support the health and wellbeing of our residents”*.

In addition, project also contributes to the following other priorities:

“Support business growth and skills development to improve opportunities and economic prospects for the people of Carlisle.”

“Promote Carlisle regionally, nationally and internationally as a place with much to offer - full of opportunities and potential.”

Contact Officer: Darren Crossley

Ext: 7004

**Appendices attached to report: Appendix A – Site Boundary Plan
Appendix B – Ground Floor Plan**

Appendix C – First Floor Plan
Appendix D – Site Progress Photos
Appendix E – Project Risk Register

Note: in compliance with section 100d of the Local Government Act 1972 the report has been prepared in part from the following papers:

- **None**

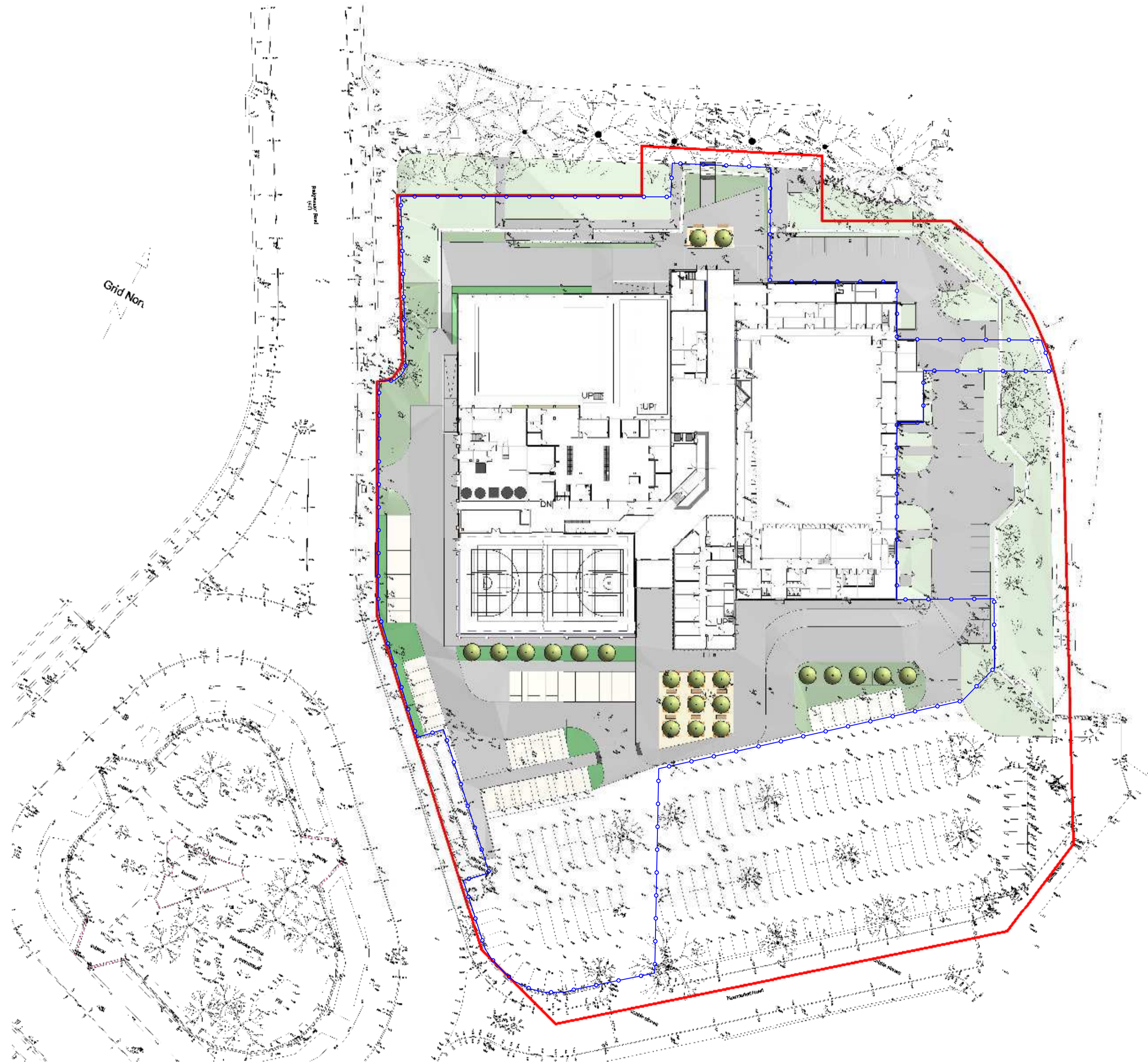
CORPORATE IMPLICATIONS:

LEGAL –

FINANCE – The project is part of the Council's capital programme and is monitored on a monthly basis to ensure any financial implications of the project are brought to light as early as possible.

EQUALITY –

INFORMATION GOVERNANCE –



Proposed Site Plan
Scale: 1:500

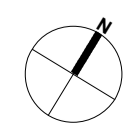
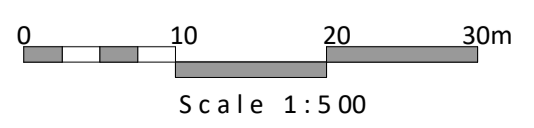
KEY

- PLANNING SITE BOUNDARY
- CONSTRUCTION SITE BOUNDARY

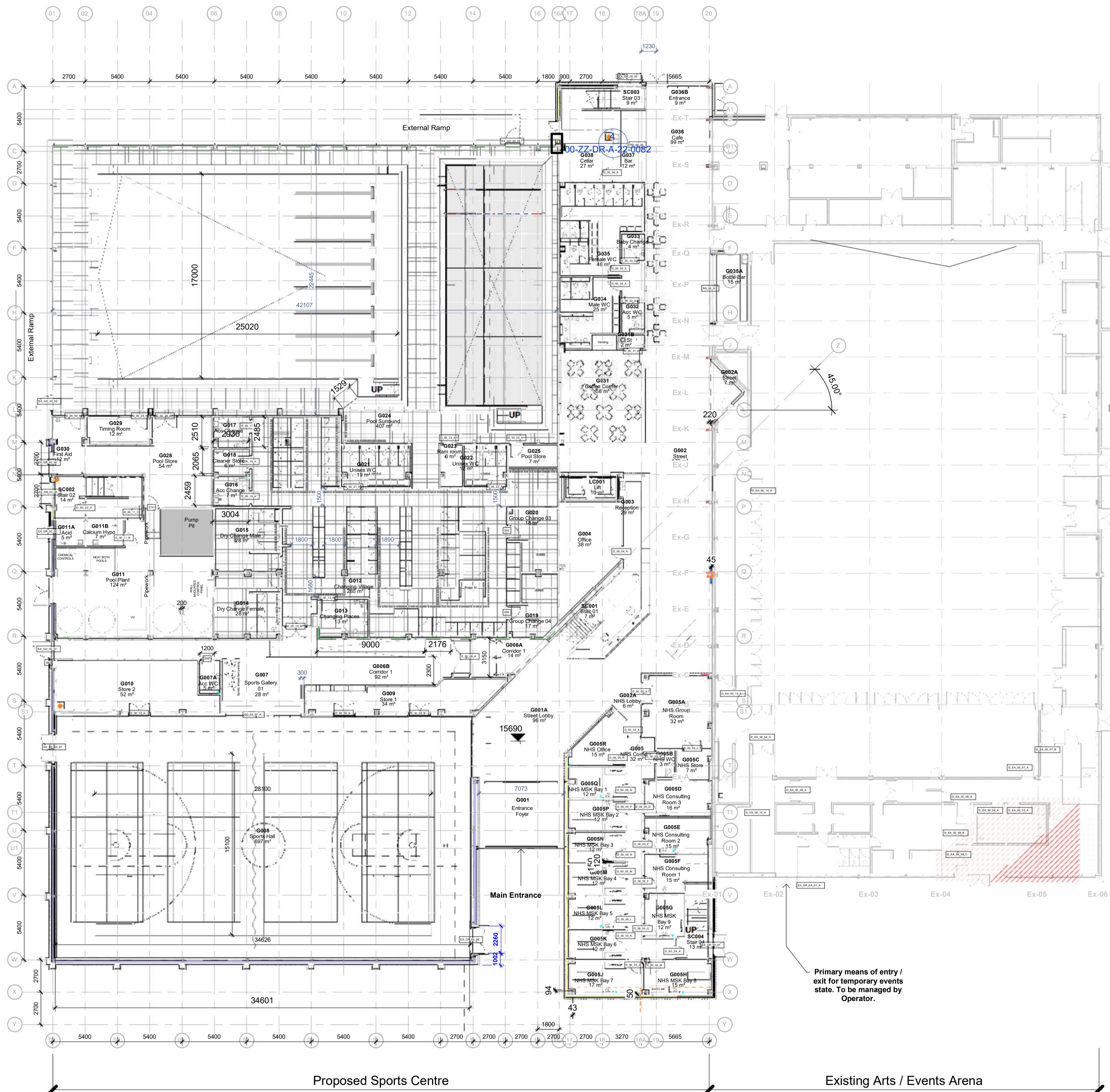
18009-SLC-WCL-ZZ-ZZ-W-0002 rev 01

CONSTRUCTION SITE BOUNDARY PLAN

Rev	Date	Revision notes
00	13.03.2019	First issue
01	23.03.2020	Boundary extended to incorporate HV connections and hoardings



Linked Revit Model - Names / Version	
Discipline	Model Name
Existing Building	12292-Existing-The Sands 2018-SI-ZZ-M3
MEP	17024-BHE-XX-ZZ-M3-MEP-0001_WIP_P01.19
Structural	17024-BHE-XX-ZZ-M3-S-0001-P03.7.17.07.2020
Context	17024-GT3-00-ZZ-M3-A-LANDSCAPE-CENTRAL-2018
Landscape	GT1385-00B-SI-ZZ-M3-L-0001_P15



Level GF - Proposed.
 Scale: 1 : 200

--- Denotes Environment Wall line from wet to dry Environments

Secondary means of entry / exit for temporary events state. To be managed by Operator.

Primary means of entry / exit for temporary events state. To be managed by Operator.

Rev	Description	Date	Rev. By
B	Issued For Contract	14/09/2020	SSE
A	Issued For Construction	15/04/20	SSE
P08	Updated To Reflect BCO Comments	25/02/20	JAM
P07	Updated To Reflect BCO Comments	20/02/20	SSE
P06	Employers Requirements	06/02/19	MPH
P05	Stage 4A Issue - For Tender	18/01/19	SSE
P04	Stage 4A Issue	13/12/18	SSE
P03	Updated Stage 03 Following RTA 6	20/11/18	SSE
P02	Revised Stage 3 Design	25/10/18	SSE
P01	Stage 3 Issue	19/07/18	SSE

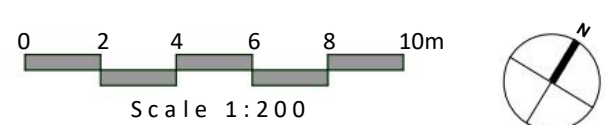
Stage 5

Carlisle City Council
 The Sands Leisure Centre
 Newmarket Rd, Carlisle CA1 1JQ

Level GF Proposed GA
 GT3 JOB NO: 17024

DWG NO: 17024-GT3-00-GF-DR-A-20-0001-S2-B
 SCALE: As indicated @A1
 DRAWN BY: SSE
 CHECKED BY: PRG

DO NOT SCALE
 ALL DIMENSIONS TO BE VERIFIED ON SITE

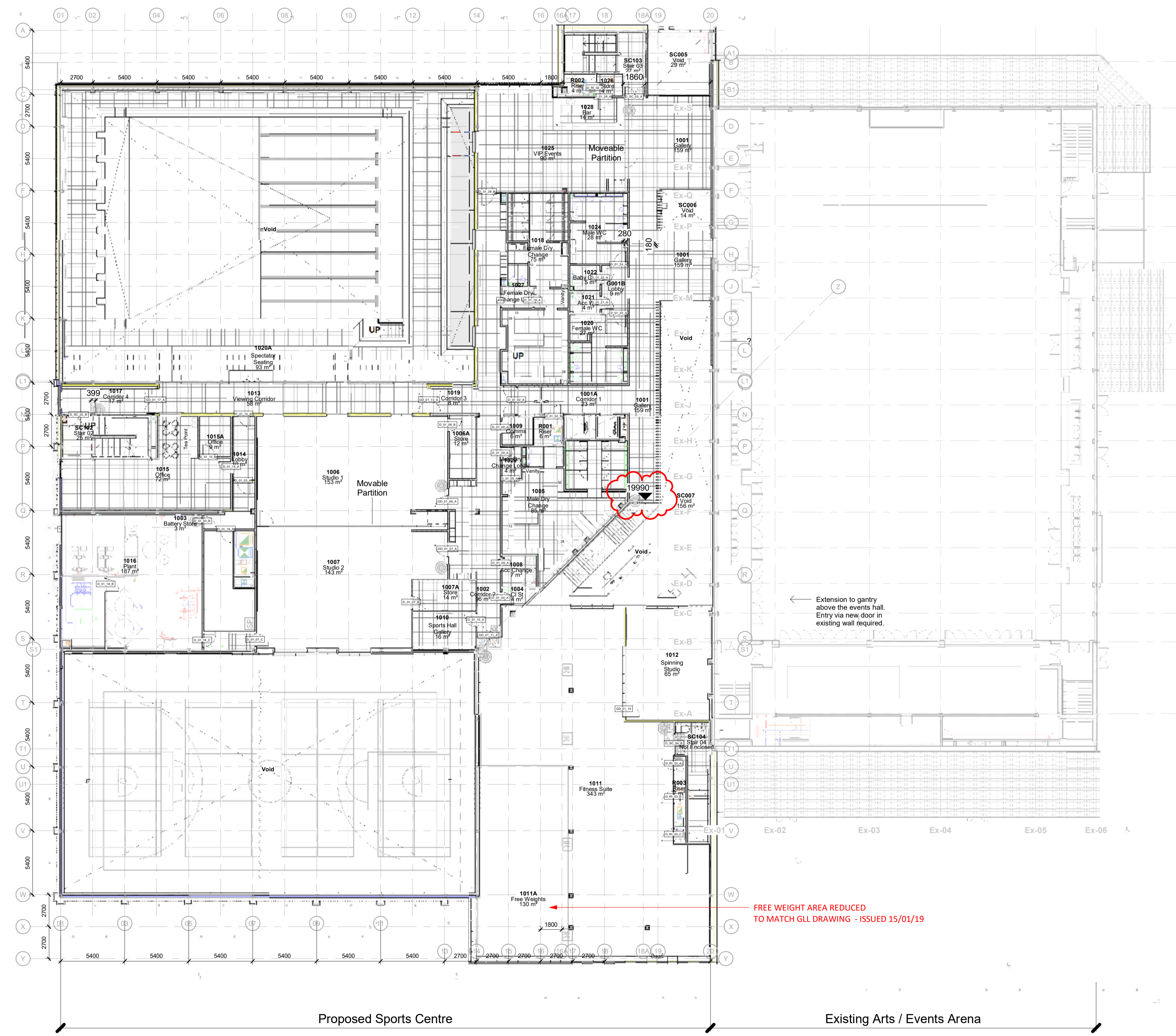


This information has been based upon information supplied by third parties and as such its accuracy cannot be guaranteed. All features are approximate and subject to clarification.

Do not scale this drawing. Use figured dimensions in all cases. Check all dimensions on site. Report any discrepancies to GT3 Architects before proceeding.

Linked Revit Model - Names / Version	
Discipline	Model Name
Existing Building	12292-Existing-The Sands 2018-SI-ZZ-M3
MEP	17024-BHE-XX-ZZ-M3-MEP-0001_WIP_P01.19
Structural	17024-BHE-XX-ZZ-M3-S-0001-P03.7-17.07.2020
Context	17024-GT3-00-ZZ-M3-A-LANDSCAPE-CENTRAL-2018
Landscape	GT1385-00B-SI-ZZ-M3-L-0001_P13

--- Denotes Environment Wall line from wet to dry Environments



Rev	Description	Date	Rev. By
C	Issued For Contract	14/09/2020	SSE
B	Updated to Reflect WCL comments	18/05/2020	SSE
A	Issued For Construction	15/04/20	SSE
P08	Updated to suit WCL W1 set comments	27/03/20	SSE
P07	Employers Requirements	08/02/19	MPH
P06	Stage 4A Issue - For Tender	16/01/19	SSE
P05	Stage 4A Issue	13/12/18	SSE
P04	Updated Stage 03 Following RTA & Client Comments	26/11/18	SSE
P03	Stage 03 Following RTA	12/11/18	SSE
P02	Revised Stage 3 Design	25/10/18	SSE
P01	Stage 3 Issue	19/07/18	SSE

STAGE 5

Carlisle City Council
The Sands Leisure Centre
Newmarket Rd, Carlisle CA1 1JQ

Level 01 Proposed GA
GT3 JOB NO: 17024

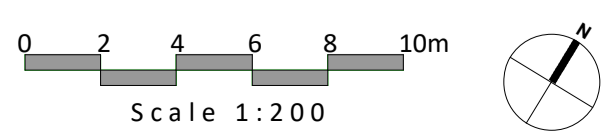
DWG NO: 17024-GT3-00-01-DR-A-20-1001-S2-C
SCALE: As indicated @A1
DRAWN BY: SSE
CHECKED BY: PRB

DO NOT SCALE
ALL DIMENSIONS TO BE VERIFIED ON SITE



3rd Floor TWO
Jesmond Three Storey
Newcastle Upon Tyne
NE2 1DB
10191 2817700
info@g3architects.com

Stanford House
19 Castle Gate
Newcastle Upon Tyne
NE1 7AQ
10115 9470800
www.g3architects.com



Level 01 - Proposed.
Scale: 1:200

Proposed Sports Centre

Existing Arts / Events Arena

APPENDIX D – SANDS CENTRE REDEVELOPMENT progress photos

1) Main contractor promotion of site safety



2) Ground floor slab construction in the sports hall area



3) First water test to the small pool



4) Installation of permanent shuttering to the first-floor fitness suite slab

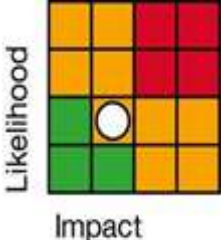


5) Formation of the plant room roof level slab



Corporate Risk Register – June 2021

The inclusion of the previous and current risk matrices shows the effect that the control strategies have had on risk ratings since the last update. A target risk matrix shows the risk level that the Council is aiming to achieve from the successful implementation of the control strategies and the date for when this will be achieved.

CULTURE & SPORT				
There is a risk that we fail to deliver the required new leisure facilities at the Sands Centre, on time and within budget and therefore do not meet the saving targets identified in the Medium-Term Financial Plan.				
Present Matrix	Assessment Dates	Present Risk Score	Control Strategy/ Mitigating Actions	Target Risk Matrix
	June 2021	6	<p>Since the last update the main works contract has been signed and work has started on the main site.</p> <p>An assessment has been made of the impact of Covid-19 based on current guidelines and some mitigating measures have been built into the contract.</p> <p>Brexit – work is underway to mitigate, where possible, the impact of a no-deal Brexit on this and other capital works projects. Areas of particular concern are materials which are imported, manufactured from imported materials, or are currently produced in the UK by an overseas company. There is also some concern with the impact of the constructions industries reliance on a significant migrant workforce nationally and the impact this may have on the availability and retention of the work force locally.</p> <p>Since commencement of the project, we have also become aware of a requirement to undertake works to the main hall roof which has RAAC as part of the structure. A failure to address the issue now will increase the cost of repair and may risk compensation events with the current operator GLL and potentially failure.</p>	
Impact score	3		Target Risk Date	June 2021
Likelihood score	2		Target Risk Score	4
			Lead Officer	Darren Crossley
			Portfolio Holder	Culture, Heritage & Leisure
			Scrutiny Panel	HWSP/BTSP