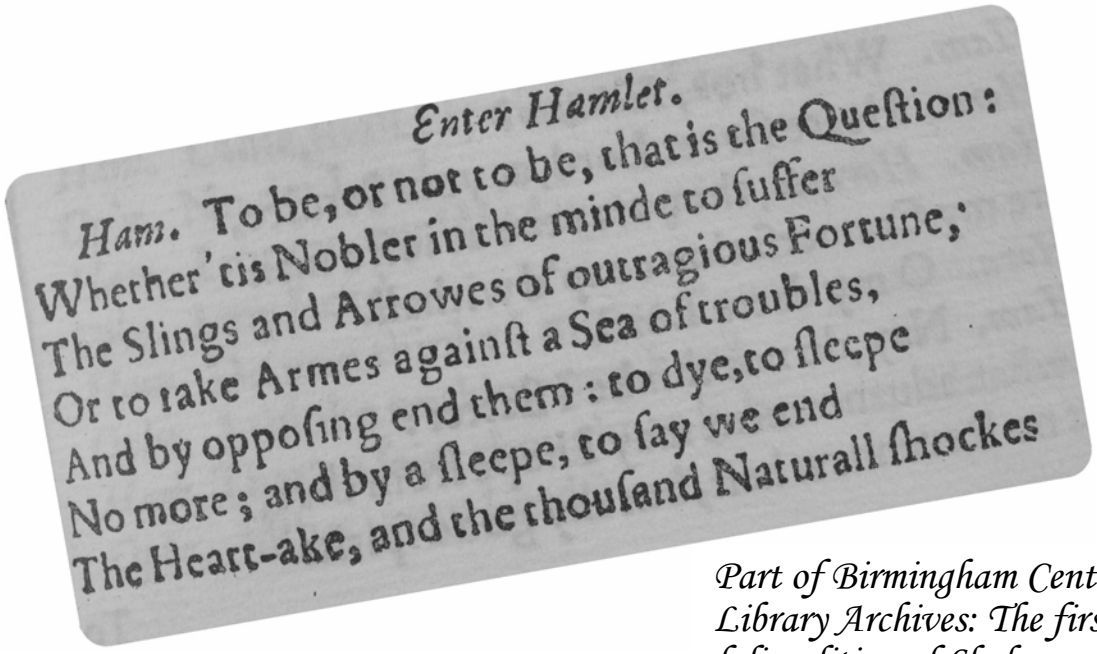
Library of Birmingham: Options

A report by the Co-ordinating Overview & Scrutiny Committee


Enter Hamlet.

Ham. To be, or not to be, that is the Question:
Whether 'tis Nobler in the minde to suffer
The Slings and Arrowes of outragious Fortune,
Or to take Armes against a Sea of troubles,
And by opposing end them: to dye, to sleepe
No more; and by a sleepe, to say we end
The Heart-ake, and the thousand Naturall shockes

Part of Birmingham Central Library Archives: The first folio edition of Shakespeare's "The Tragedie of Hamlet, Prince of Denmarke", printed 1623.

Report to Cabinet: 24th October 2005

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Preface

By Councillor Michael Wilkes
Chair, Co-ordinating Overview and Scrutiny Committee

On behalf of the Co-ordinating Overview and Scrutiny Committee, I would like to extend my sincere thanks to the officers from the scrutiny team who have done an outstanding job over long hours to get this report ready against such a demanding timescale. Much midnight oil was burnt and a very wide range of evidence has been drawn together in the preparation of the report and the results condensed from disparate formats. Scheduling meetings for all or part of the committee was itself a considerable task.

The resulting report is characteristic of the high quality of work from the scrutiny team. Members could not have been better supported in this challenging exercise. In particular I would like to thank John Cade, Head of Scrutiny, Katie Trout, Scrutiny Officer, Phil Cooper for his precise and exhaustive minuting of meetings and Jayne Power for producing the report.

Scrutiny reports represent the advice of a wide cross section of members of the City Council as a whole and I trust that the Executive, in now considering our report on this matter of fundamental importance, will take the views of the premier scrutiny committee fully into account and take action accordingly.

Michael Wilkes

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1 Reasons for Review and Terms of Reference

1.1 The Library of Birmingham Project

1.1.1 The provision of improved central library facilities for Birmingham has been the subject of intensive work for the past six years. It has been accepted that there is serious deterioration in and fundamental drawbacks with the existing building in Paradise Circus which would be expensive to rectify.

1.1.2 The approach to the new library has been very ambitious, with the City Council looking for an unprecedented improvement in the city's library provision. Whilst the existing central library is already one of the most visited places in the city, the intention is to open out still further access to learning, information, and artistic and cultural experience.

1.1.3 A project of this magnitude, with such large potential benefits, clearly merits very careful and thorough consideration on an appropriate basis of evidence in weighing the different possible courses of action. The City Council prepared a prospectus for a new library in 2001 and consulted widely with library users and non-users. In November 2002, the Council published an early concept design for a proposed new library on Eastside. Discussion and consultation continued throughout 2003 and 2004, and detailed work was undertaken by a team of consultants engaged in August 2004 to appraise the various options.

1.1.4 Cabinet considered a report on 28 February 2005, which set out the progress of the options appraisal. The decision was to carry out further work leading to the identification of a preferred option and the development of a full outline business case. It was also decided to prepare a first stage expression of interest in PFI funding. The consultants' report itself was not put into the public domain in any form on the grounds that it contained detailed financial information which could have been of use to potential future tenderers.

1.2 The Cabinet's Decision of 25 July 2005

1.2.1 The work commissioned in February was reported to the Cabinet in July 2005, and this led directly to the setting up of this scrutiny review. The report prepared for Cabinet recommended a preferred option of a two site solution for the new Library of Birmingham. It would comprise a new building in Centenary Square for the lending services and reference resources to be known as the Knowledge Centre, with a new facility, the Library of Birmingham Archive & History Centre within a Birmingham Heritage Centre of national significance at or near Millennium Point.

1.2.2 The Cabinet acknowledged the report's preferred option, commissioned more detailed feasibility studies and approved the appointment of a project team to deliver the Library of Birmingham. In acknowledging, rather than agreeing the preferred option, Cabinet referred the issue to Overview and Scrutiny for a short focussed review before a formal decision is made.

1.3 Issues for the Review

1.3.1 Our first step was to brief ourselves on the position reached and the work which had already been done.

1.3.2 We were immediately struck by the surprising lack of clarity which existed about the various proposals. For example:

- what was to be the intended form of the unit at Eastside in the two centre option? What would be the quality of the build? Would this be a completely separate building from Millennium Point, an extension of Millennium Point or would the content be housed within Millennium Point? Could all these alternatives really have the same cost?
- in the two-centre options, which facets of the library service would be housed at each site? There were reports of a split between lending services at Centenary Square and reference and archives at Eastside. Yet no report to Cabinet showed an intention to split the lending and reference services;
- what was the planned size of the new library? Different sizes were regularly referred to. Sometimes this was because different sites were being considered, with more or less space being physically available. At other times, as more detailed work was done, the amount of space available on any one site appeared to change. So, for example, on the Eastside site there was one figure associated with the outline architectural brief; another based on the subsequent "concept design" stage; and a third from a later, "space planning" exercise;
- what was the likely cost of the scheme? Again different costs could be quoted, emanating from different options and from work

done in different degrees of detail. It was not immediately obvious to us how the cost, given in the Cabinet report of July 2005, of £42m for the archive and history facility had been arrived at.

1.3.3 We therefore concluded that a major outcome of our review should be to establish amongst Members and the public a common understanding of the facts concerning each of the options. We therefore set out to investigate whether the various options were specified to the necessary and comparable degree of detail. This would encompass the benefits, both in terms of the library service provided and in terms of social and economic regeneration; and the costs, affordability and funding possibilities of each option.

1.3.4 It was also important to us that some attempt was made to gauge public opinion. We quickly became aware of the amount of effort which had been made throughout the life of the project to consult with and respond to the views of library users and potential users. To supplement this, we wished to do what we could to obtain an up to date assessment, based as far as was possible on a clear statement of the options currently being considered.

1.4 The Approach to the Review

1.4.1 Bearing in mind this need to de-mystify the subject and build a shared understanding of the facts amongst elected Members and the public, then as far as was possible the review was conducted by the full Co-ordinating O&S Committee meeting in public.

1.4.2 Three lengthy evidence-taking sessions were held early in September. The Committee heard evidence from:

- the Cabinet Members for Regeneration and for Leisure, Sport and Culture;
- Cllrs Sir Albert Bore and John Hemming, M.P.;
- the Interim Head of Paid Service, the Strategic Directors of Development and of Learning and Culture, the Assistant Director, Community Learning and Libraries, and the City Design Advisor;
- the team of consultants employed to undertake the options appraisal work.

1.4.3 A cross-party sub-group of the Committee, comprising Cllrs Wilkes, Hutchings and Ian Ward, also travelled to London to hear from a team at the Richard Rogers Partnership who had worked on the concept design for a new library building at Eastside. The same sub-group met with representatives of the Library of Birmingham Steering Group who asked to give evidence.

1.4.4 As far as input from the public is concerned, an exercise was undertaken through the People's Panel, and specific consultation with young people organised through the Youth Service. The review was publicised in the press and submissions sought and received from interested members of the public.

1.4.5 We are grateful to all who aided our work for their contributions.

2 Findings

2.1 Summary of Evidence

2.1.1 Three evidence gathering sessions were held in early September 2005. In addition, members of the Committee visited the Richard Rogers Partnership in London and held a meeting with the Library Steering Group. Detailed below is a summary of the information received.

2.2 Strategic Director of Development: Background

2.2.1 The Strategic Director of Development advised Members on the background context of the review. He confirmed that the future of the library has been under investigation within the Library Service for a number of years and that even the short-term solutions have significant financial implications. He informed Members that in December 1999, the Eastside project prospectus was launched which included a Learning and Technology Quarter built around a park, but did not at that time contain a proposal for a new library. He added that around the millennium, proposals were brought forward for the re-development of the whole Paradise Circus area.

2.2.2 In 2002, following a rigorous selection process, the Richard Rogers Partnership was appointed to work with the Council to develop an overall design concept for the Library of Birmingham.

2.2.3 In February 2005, Cabinet received a report from the Strategic Director of Learning and Culture. This recommended that further consideration needed to be given to finding an affordable solution to the problems with the Central Library from the following options:

- New library at Eastside;
- Refurbishment of the existing site;
- Investigation of alternative sites around Centenary Square, possibly incorporating Baskerville House.

At the same meeting, approval was also given to making a first expression of interest for PFI credits.

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2.2.4 The Strategic Director of Development said that he visited Baskerville House in May 2005 and noted that considerable progress had been made on the current refurbishment works to create offices. He therefore felt that it would require considerable structural modifications to make the building suitable for library purposes.

2.2.5 In his report to Cabinet on 25 July 2005, the Strategic Director of Development outlined his evaluation of the four main options. He summarised his views as follows:

- **New library at Eastside** – The most adventurous proposal, which delivered redevelopment benefits (although significant progress was already being made by private developers in Eastside). This option came with the highest level of financial risk to the Council and so he had recommended that the option be abandoned.

- **Paradise Circus refurbishment / extension** – There were constraints on this small site and the option would incur a high cost to the Council, with little likelihood of external funding. Crucially it would frustrate the long-term ambition to comprehensively redevelop the Paradise Circus complex to address its current negative image. The report therefore recommended the dismissal of this option.

- **Baskerville House major refurbishment** – Fundamental structural changes were required, with little likelihood of getting external funding. This option was also recommended for dismissal.

- **Two Centres Proposal -**This would involve the construction of a new building in Centenary Square adjacent to Baskerville House plus the creation of a new facility for the archives and history collections at Eastside. This would create a high quality new (Knowledge Centre) building in the Civic Quarter for lending and reference services and could attract external funding.

His report therefore recommended that the Council proceed with the two centres proposal, which was estimated to cost £147.4 million.

2.2.6 In response to questions by Members, the Strategic Director of Development confirmed that the two centres proposal was for an exemplar library (Knowledge Centre) within Centenary Square, with a separate archives and history centre at Millennium Point. The latter could either be a new build which would be similar to the Millennium Point building, or it could utilise existing accommodation within Millennium Point. In a later session, he advised that the Heritage Centre could potentially be housed in a building at the back of Millennium Point. If the existing car park had to built on, another facility would be provided.

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2.2.7 Members queried what size constraints there would be on the Knowledge Centre. The Strategic Director of Development replied that the following factors would need to be considered:

- The design would need to be sympathetic (including in terms of height) to the other buildings in the area (such as Baskerville House and the Repertory Theatre);
- There would need to be a survey undertaken of the underground site conditions;
- Any development should not be unpleasantly cramped and so would require a building of similar size to the current Central Library.

2.2.8 In answer to questions about the likely impact of loosing the car park in Centenary Square on the Repertory Theatre, the Strategic Director of Development replied that there was a multi-storey car park nearby in Brindley Drive. He did, however, note that the Brindley Drive car park itself might be the subject of consideration in the likely future redevelopment of this wider area, but he stated that the City Council would wish to see the incorporation of at least an equivalent level of car parking provision within any future plans. A comment was then made that elderly theatre-goers would not wish to walk far to reach their cars after a theatre visit and this could impact on Repertory Theatre audience levels. It was also observed that that there would also be a loss of income from the car park.

2.2.9 With reference to the options for subsequent refurbishment/redevelopment of the Paradise Circus site, it was queried whether this included the current University of Central England facility. It was also asked whether an office development at Paradise Circus would fit well with the existing buildings. The Strategic Director of Development confirmed that, although the UCE building had not yet been specifically included, it was situated within the full Paradise Circus site, along with other facilities (such as the Copthorne Hotel and shop units within Fletchers Walk). Premium rentals were achieved for office developments with good addresses (such as within Colmore Row) and it was considered that Paradise Circus would provide a major international investment opportunity.

2.2.10 When asked about the possibility of opening of the Camp Hill railway line for passenger services to improve public transport links to Eastside from Bournville, Moseley and Kings Heath areas, the Strategic Director of Development pointed out that Eastside was within walking distance of New Street, Moor Street and Snow Hill Stations and 70% of all the City's bus routes passed along Moor Street.

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2.3 Cabinet Member for Leisure, Sport and Culture supported by the Strategic Director of Learning and Culture and the Assistant Director of Community Learning and Libraries: Library considerations

2.3.1 The Strategic Director of Learning and Culture stated that the current administration had confirmed the objectives for the Library of Birmingham and that the options had been assessed to judge whether they fitted with these objectives.

2.3.2 The Assistant Director of Community Learning and Libraries added that the objectives for the new Library of Birmingham are the starting point. The Library of Birmingham presents an important legacy decision. The Council is planning ahead for the next 50 years and the conclusion reached will have a considerable impact on the City. The objectives were based on the national, local and regional priorities and plans for economic and social regeneration and library services for the 21st century. The current facility is the busiest public library in Britain and the options provide a new cultural and creative opportunity for the City. He explained that the nature of learning traditionally incorporated serendipity (making chance discoveries of valuable things), and that the original single site concept design took account of this. He acknowledged that a two centre option would require a somewhat different rationale but the original objectives would need to be sustained and work is needed to explore whether the two centre option could deliver the vision and objectives. Further work would also need to be undertaken to identify the synergies between different sections of the library to ascertain how best to split them. It is important to reflect not on which materials could be put in each building, but to consider what a library is for and how people access and use it.

2.3.3 It was noted that, in addition to the objectives, twelve models had been developed to describe the nature of the Library of Birmingham in the 21st century. Two of these were:

- The Library as a destination for leisure and culture - serving as a major attraction for users and visitors;
- The Library as a promoter of Birmingham and the region - making a statement of Birmingham's position in the World.

In response to the question of whether these factors would be lost in a two centres option, the Assistant Director of Community Learning and Libraries stated that this option would remain an opportunity if the objectives were sustained. The quality of services delivered is the key. Additional visits would be obtained by exploiting the collections innovatively to create experiences and attractions. This would attract visitors and so have an impact outside Birmingham. He acknowledged, however, that it would be important to explore such issues in investigations into the two centre option.

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2.3.4 Responding to a series of questions, the Strategic Director of Learning and Culture confirmed that there was a range of professional views as to whether there would be any adverse impact caused by separating the library functions. He noted that the archives were currently not readily available and at times, some of them had not been kept within the City. In addition, he cited London as an example of where it was rare for all information to be held in the same place. He informed the committee that no final decision had been taken regarding the use of individual collections (such as the photographic collection), but exhibition space was included within both the Eastside and two centres options.

2.3.5 The Strategic Director of Learning and Culture admitted that he was not aware of any other city in the world that was constructing a new library and had opted for a two centres solution. In contrast, the Committee was told that the Alexandria Library (in Egypt) had bought many collections into one building following an Egyptian Government instruction to create an impressive collection. He stated however that he did not accept that the two centres option was the second best for delivering library services. Instead, he believed that the options would be broadly similar in this respect.

2.3.6 In response to a series of questions, the Cabinet Member stated that there had been insufficient investment in maintenance on the Central Library during the last 20 years. He also stated that there had not been any provision made for constituencies/districts, who regarded the Central Library as their local library, if it moved to Eastside. One such ward without its own library provision was Edgbaston. The Assistant Director of Community Learning and Libraries commented that the Central Library facility was a people's library for all districts and used by all districts and the moving of the facility to Eastside would no doubt have an impact on library services in that area of the City.

2.3.7 The Cabinet Member's recollection was that when "Library of Birmingham" was first mentioned by Councillor Sir Albert Bore, it would be at no cost to the City Council. Councillor John Alden stated that Sir Albert had confirmed the initial capital cost of £50m would be funded in full by the proposed developer of Paradise Circus.

2.3.8 Reference was made to the tour of the Central Library attended by a number of Members. During this visit, a wonderful collection of rare and, in many instances, very valuable books was viewed. It was evident, however, that the vast majority of citizens do not know about this collection, as there are only single-figure visitor numbers each week. The Assistant Director of Community Learning and Libraries gave his assurance that it had always been a key point of the Prospectus and the Architectural Brief that exhibition space, which could also deliver multi-media experiences, would be required for the heritage collections: this would include the two centres option.

2.3.9 It was noted that the current storage facilities for the archives do not comply with the prescribed national standards. There is also a backlog in the conservation and cataloguing of archives. The Assistant Director for Community Learning and Libraries advised that the backlog was not just a local problem and was being addressed.

2.3.10 On the question of whether the synergy offered by the current Paradise Circus site with certain events staged at the International Convention Centre and National Indoor Arena would be lost if the library moved from the City Centre, the Assistant Director confirmed that there was synergy with a number of organisations, including the Conservatoire and the School of Acting.

2.3.11 The impact on libraries of recent major advances in computer technology was mentioned. The point was raised that with so much material now available via the internet, the role of libraries was changing. The Assistant Director of Community Learning and Libraries acknowledged this and said that learning is now being undertaken in increasingly different ways using all technologies. Furthermore, such technological opportunities would not address individuals' wish to access unique and/or rare material. In his opinion, computers would never completely replace books.

2.4 Interim Head of Paid Service

2.4.1 The Interim Head of Paid Service asserted that the two centres solution is not a compromise as it will deliver two centres of excellence with national renown. The alternative is, in current circumstances, probably undeliverable.

2.4.2 Firstly, there will be a state of the art Lending and Reference Library in the civic centre not far from where the library has traditionally been located. It will be purpose built, cutting edge and potentially iconic. Secondly there will be a unique Heritage Centre linked with Millennium Point at Eastside. This will be linked with the historic genesis of the city through the history mile with a regenerated Digbeth and Eastside. It will be both a tourist attraction and magnet for scholars. He went on to advise that, as the draft original brief to the consultants said, it is not unusual for archives to be separated from traditional lending. They are two very different functions.

2.4.3 The Interim Head of Paid Service believes this vision can be delivered, whereas there is little prospect of the Eastside option being capable of being delivered in the foreseeable future. In his opinion, delay in making a decision has the potential to blight, or at least hinder, the redevelopment of Eastside. In contrast, once a decision has been made, Eastside will take off.

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2.4.4 The Interim Head of Paid Service advised on the financial context, particularly the financial risks. He confirmed that the project had always envisaged a large proportion of external funding (including Private Finance Initiative credits) and therefore risk. From a financial perspective the lowering of costs would mitigate the risk. The project reflected a significant cost to the City Council.

2.4.5 In response to comment on the apparent great difference in the now estimated level of external funding (excluding PFI) from the Cabinet report (25th July 2005) and the now submitted information, he advised Members that the newer options (other than Eastside) were based on later information. The external consultants had not been contacted regarding those later estimates.

2.4.6 The Interim Head of Paid Service informed Members that while the estimated staff costs are £300K higher under the two centres proposal, estimated life cycle costs are £300K lower. More significantly, the capital costs of the alternative are more than twice as great.

2.4.7 When asked about a number of assumptions that had been made, including the revenue costs of staffing, the Interim Head of Paid Service confirmed that the staffing arrangements for the two centres proposal had not been finalised, with the estimates assuming that there would be savings in the staffing of purpose-built buildings. The Committee was then reminded that the City Council was charged with finding efficiency savings across the Council. Staffing would need to be arranged using the set estimates. When it was suggested that efficiency savings might be easier to identify in a single site option, the Interim Head of Paid Service replied that the issue would need to be addressed with the Business Plan.

2.4.8 He stated, however, that the two centres solution has the potential to have reduced life cycle costs of around £900K per annum in the earlier years. This is because PFI funding can be directed to one of the two centres allowing more flexibility in funding the other.

2.4.9 The possibilities of joint working have also not yet been explored and therefore savings at Think Tank and other activities at Millennium Point with the Heritage Centre.

2.4.10 The Interim Head of Paid Service advised Members that because PFI is a critical element of the funding package there is no guarantee that any particular design will be adopted. This is because PFI requires contractors to design, build, finance and operate facilities – so design will be subject to a new competitive approach. In the light of the Council's bid for PFI credits being unsuccessful, he informed the Committee that dialogue was still continuing with Government and others.

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2.4.11 Members were informed that whilst the two centre project is much more deliverable because its estimated costs are lower, it is also a much more manageable project overall for four reasons:

- It is capable of a more manageable phasing so that it can be delivered as funding and other resources become available;
- There are reduced carrying costs of Paradise Circus pending the redevelopment there;
- It is a much less complex project in terms of blending together the funding streams;
- The differentiation of the objectives will enable much more focused targeting of bids making it easier to bring together the funding packages.

2.4.12 It was recalled by one member that the original concept for the co-locator building was that it would be a commercial development, improving the linkage between Millennium Point and Moor Street Station and being self-financing. Officers advised that there were risks associated with that element and the outcome of deliberations had been that, at best, it would have been cost-neutral. When asked about subsequent discussions which had centred on developing the co-locator building in partnership with other public sector or similar agencies and whether more information was required on the costings of that option, the Strategic Director of Development pointed out that the site of the co-locator building (adjacent to the railway line) would mean that it would not be considered as grade A office accommodation.

2.4.13 The co-locator building was also designed to acoustically and environmentally protect the library building from the nearby railway line and also act as a solar shield to the Southern elevation of the library. It was therefore suggested that it would benefit the life cycle and maintenance cost of the library. The Interim Head of Paid Service when asked to comment on the life cycle and maintenance cost estimates for the various options, stated that the estimates, in respect of the two centres proposal could be checked.

2.4.14 In addition, it was put to the Interim Head of Paid Services that the concept design had factored in the expansion of archives and other aspects of the library by utilising the co-locator for library offices in the future. He was asked whether this had been considered in the two centres proposal. In response, he stated his opinion that the growth in access to the internet would mean that the shelving requirement would not change as more books would be available via the web. There was therefore likely to be less pressure for extra capacity in the future. If, in the future, additional office space was needed, there was plenty around.

2.4.15 The Interim Head of Paid Service advised the Committee to perhaps not concentrate too much on the issue of the co-locator building, as such a development could come about at a later stage.

2.4.16 The Interim Head of Paid Service confirmed that officers had looked at options of using capital receipts or prudential borrowing and added that the generation of capital receipts through the release of other sites was always an option to the Council. Responding to further queries raised by Members, he advised that the report to Cabinet had taken account of the likely levels of capital receipts. It would be necessary for the Council to commit itself to an option before asking external bodies to commit funding. This in itself was a risk to the Council and it would increase if external funding commitments did not meet expectations.

2.5 Consultants who undertook the Central Library Options Appraisal (January 2005)

2.5.1 As part of the Review, the consultants who undertook the Central Library Options Appraisal gave evidence to the Committee, namely:

- Chris Watson – Gardiner and Theobald Management Services
- James Bream – Jura Consultants
- Andy Walker – Gleeds

2.5.2 Mr Watson advised that the consultants' work had been aimed at informing a decision (which was originally to have been taken by the end of 2004). The options appraisal was carried out in accordance with the recommendations contained within the Treasury Green Book. Terms of reference had been agreed at a meeting with senior officers on 25 August 2004, with each step of the appraisal process being agreed with the Core Management Team Group at pre-determined points.

2.5.3 Mr Watson's role had been to organise the work and to ensure compliance with the plan of action. Costings had been provided by Andy Walker (Gleeds), who had been involved in the concept design work. Jura Consultants had been engaged by competitive tender arrangements to provide a financial and economic appraisal.

2.5.4 Mr Bream explained the work undertaken to ensure deliverability, with judgements based on the maximum amount of information available. He stressed that no external funder would commit at the options stage. However, key players were identified and consulted.

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2.5.5 Gleeds had been involved in the concept work since mid 2002. This meant that the most detailed costings were available for the Eastside option. Costings in respect of redevelopment at the current site had been developed in conjunction with the Council's Urban Design officers. There were no designs in place for the two other new-build options, and so estimates were based on floor plate, number of storeys, etc.

2.5.6 The purpose of the report was to identify a preferred option, which would then be followed by a period of time in which to prove its deliverability and seek offers of funding support. This part of the process could take up to 2 years. Mr Watson confirmed that it had never been the intention to be able to confirm all funding support at this, the preferred options, stage.

2.5.7 In response to the likelihood that up to two years might be needed to explore the possibilities of external funding, it was brought to the consultants' attention that only 6 months after their report had been submitted (in January 2005), the Cabinet was asked to abandon the Eastside option because no certainty could be given to all or any of the external support contributions. Mr Watson said that he believed that 6 months was too short a period to fully investigate the funding options and indicated that he was not aware of what work had been undertaken thereon.

2.5.8 The conclusion to the consultants' report showed Option 6b (Eastside) as being the least expensive (after funding considerations) and best value for money. James Bream advised that the aim had been to identify the best options by scoring against objectives, with the Eastside option scoring highest. Whilst one view might be that the option with the highest total cost might represent the highest risk, this perhaps needed to be balanced against whether that project was more closely allied to the objectives of the individual external funding organisations.

2.5.9 The consultants advised the Committee that a building of excellent architectural standard would have more chance of attracting greater external funding. They went on to make a brief reference to the stated aim of the Deputy Prime Minister to achieve "northern balance" to redress the success of the South. They pointed out that this could mean that a building proposed by the City that would be seen on the world stage might find support with Government. In their opinion, the architecturally-significant Eastside option would put Birmingham on the international stage, whereas the other options would not.

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2.5.10 Considering, the regeneration benefits, the consultants suggested that indications were that there would be regeneration activity in the West side of the City regardless of whether any money was put in by the public sector. In any event, Mr Watson stood by his conclusion that the Eastside new library building provided the best fit with all the objectives, drawing in the greatest amount of stakeholder investment thus resulting in, by far, the lowest financial contribution required from the City Council. James Bream supported that view, adding that, although there were constant changes to the funding environment, funding options remained. Mr Watson noted that the objectives themselves had been developed from a review of the strategic objectives of all the funding agencies that might be involved.

2.5.11 Responding to various observations and comments, the consultants advised that the proposed co-locator building would have served to acoustically and environmentally protect the Eastside library building and, if that shielding was not provided, additional soundproofing, protection against vibration, etc might be required in the library building. Any Council use of the co-locator building had not been pursued as there was the possibility that that facility might have been totally let commercially.

2.5.12 It was suggested that the benefits of the co-locator building could extend the lifetime, etc of the library at Eastside and therefore reflect better value for money. The consultants confirmed that any such flexibility would help a scheme.

2.5.13 The current two centres proposal was not considered as part of the Options Appraisal. The report did however consider, but reject, the possibility of splitting the lending and reference sections. Mr Watson stated that the reasons for this were still relevant when considering the option of splitting the archives from lending and reference sections. This was because the fundamental argument remained the same: visitors do not necessarily wish to make use of only one single section and the two centres proposal precludes the opportunity for browsing.

2.5.14 When asked how long it would take them to undertake a comparable exercise in respect of the two centres option, the consultants advised that, in view of the wealth of information and experience gained through their previous work, this might take approximately one month: with the need to identify accurate costings.

2.5.15 The consultants were asked why the refurbishment of the existing site had been rejected as the building was structurally sound and there was space available underneath it which could be utilised for an extension. In response, Mr Watson stated that the refurbishment option faced a very serious problem in terms of the current escalators being considered beyond economical repair: whilst the site of the archives section (being beneath drainage pipes) had been independently condemned. Additionally, the cost involved would not be attractive to external funders. The existing library site (around 24,000 square metres) was also considered too small, with around 38,000 square metres required. A rear extension to the current site would be costly. Demolition and complete re-build would incur the penalty of having to find a temporary home for the library during those works (which facility would need to be environmentally controlled and include computerised borrowing systems). This would incur prohibitive costs.

2.5.16 When asked about the risks of not proceeding with a preferred option, Mr Watson identified the factors of inflation and that of another City stepping forward with a similar project. In addition, there was also the question of the ongoing maintenance costs of the existing building.

2.5.17 In response to an observation, Mr Watson stated that it might appear strange for the Authority to pursue one option after it having been determined that another option delivered the best benefits. He would, however, have no difficulty if there was a convincing case that another option was better.

2.6 Councillor John Hemming, MP (Deputy Leader at the time of the Options Appraisal)

2.6.1 Councillor John Hemming, MP explained that a major factor when considering the two centres option had been the synergy that would be created by having archive material available near a Centre for Family History (based at Millennium Point). This would attract visitors to the Centre and so would be important for the future of Millennium Point. A further consideration was that this option would cost less, but he asserted that this option was not driven by the need to save money, but rather by the opportunity of linking with the National Centre for Family History. The separate argument for linking local studies and archive materials was not considered to be as important.

2.6.2 The practicalities for Birmingham were that the City had received a raw deal from Government in recent years and, whilst it was now pressing for support for schemes, such as improvements to New Street Station and for a new library, it could not expect to achieve all its aims. This was especially the case with there now being reduced European funding opportunities. The City faced a number of challenges and there was a need for a defined capital expenditure limit for the City Council.

2.6.3 Councillor Hemming informed the Committee that he liked the Rogers' design but cautioned realism, saying that the City would not get all it wished and needed the Government to deliver regarding improvements to New Street Station.

2.7 Councillor Sir Albert Bore, Leader of the Labour Group

2.7.1 Councillor Sir Albert Bore commented on press coverage of the Committee's initial deliberations on this matter which suggested that the Richard Rogers design option was undeliverable He stressed that Birmingham needed such visionary projects and recalled comments made by the Mayor of Barcelona on the importance of vision and leadership. Councillor Bore suggested that it was a nonsense to say that two buildings would be more economical than one and he then referred to a briefing he had received (when Leader of the Council) on 14 November 2003 from Chief Officers which had described the years of work involved in taking forward the Richard Rogers concept. That concept would deliver what the librarians wanted, providing an iconic project which would give a boost to the City.

2.7.2 Councillor Sir Albert Bore confirmed that, as then Leader of the City Council he had in late 1999 launched the Eastside Initiative, which had included a new park (but not at that stage a library). The aim of this initiative was to build upon previous work undertaken by the Council, including removing the "concrete collar" of the inner ring road and creating overlapping Quarters to stimulate regeneration (Eastside being one such Quarter). The media and public had responded well to the vision and leadership displayed. The siting of the library in Eastside would move forward this learning and technology project, whilst also providing a "stepping stone" from Eastside to the City Centre. The Richard Rogers Partnership work on the nearby Countryside/City Park Gate development would provide synergies with the library. Councillor Bore stressed the need to consider the impact of the Eastside option on the regeneration of that area.

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2.7.3 Councillor Bore felt that the West side of the City did not need additional public sector investment to bring about further regeneration as there were numerous planning applications in the pipeline from the private sector for Westside development. Regeneration was however required in Eastside, with no leadership or vision being displayed.

2.7.4 The two centres proposal had a funding gap 2.5 times that of the Eastside option. Both options required PFI credits and Councillor Bore noted that the PFI bid submitted for the two centres option had not been successful. He added that no city in the world was considering a two centres library option.

2.7.5 On the issue of funding and risks, Councillor Bore was asked about his experiences of similar risks encountered, for example, in the development of the International Convention Centre. Councillor Bore replied that it had taken 6 to 7 years to decide on content, siting and cost, but the ICC had been delivered nearer to budget than almost all other major projects. He then acknowledged the significant input by the Conservative Group into the planning and development of the ICC, with that Group having understood what it meant for the City. He denied that the delivery of the ICC project had been achieved by raiding the Education budget, advising that evidence would show that for almost every year capital spend on Education far exceeded the borrowing levels indicated. The ICC development risk had been managed and, as in other projects, it was a case of measuring the risk and deciding whether it was worthwhile. On the library options the risk related to what was to come from the different external financial sources and Councillor Bore contended that those risks were higher on the two centres option. He therefore suggested that it was gross misuse of the term “undeliverable” to describe the Richard Rogers design library option at Eastside.

2.7.6 Councillor Bore commented on the risks in securing other external funding, stating that costs would undoubtedly rise due to inflation, He also believed that the two centres option did not fit with projects elsewhere and the risk factors were therefore increased.

2.7.7 Councillor Bore recalled having written to Tessa Jowell, the Minister for Culture, Media and Sport, in connection with the Eastside option; whilst the then Chief Executive had written to senior civil servants. The reply from Tessa Jowell of 18 July 2004 said that the City should submit an application and gave details of the new criteria for credits and identified the Government officer to be contacted and his telephone number. A copy of that reply was passed to the then Chief Executive but the issue had not been followed-up by the new administration. Following a suggestion that the response received from the Minister should have been passed to the new Leader of the City Council, Councillor Bore contended that he had acted entirely properly in having passed it on to the then Chief Executive. Councillor Bore had further correspondence from Tessa Jowell who had, in December 2004, expressed disquiet that the Eastside scheme had apparently been shelved.

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2.7.8 In response to an observation that the Minister's reply of 18 July 2004 had been after Councillor Bore had been replaced as Leader of the Council, Councillor Bore confirmed that the Minister's response had been to his letter of early June 2004. It was also noted that it had taken Councillor Bore several months to commence lobbying for PFI credits. Councillor Bore explained that the criteria/guidelines for PFI credits had changed around that time, with such credits not being available until late 2004.

2.7.9 In answer to the question of why he had not immediately established a project team following the briefing received from Chief Officers in November 2003, Councillor Bore explained that there was a gestation period for all such projects. He recalled that the Eastside regeneration project had been launched in 1999 without reference to a new library, and it was only in 2001/02 that it was decided in principle to possibly include a replacement library. Considerable work had then been undertaken by senior officers and the concept had been worked up: with business plan and gateway work following.

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2.8 Cabinet Member for Regeneration supported by the Strategic Director of Development : Regeneration Context

2.8.1 In terms of regeneration, the Cabinet Member expressed his opinion that Eastside would not suffer from not being the site of a single library, despite a senior officer's concession that a single library site would be better for regeneration. The Cabinet Member pointed out that the archive component would be within Eastside and would attract visitors; whilst the centrally located new Library of Birmingham Knowledge Centre would continue to serve other users. He added that there had been no decline in interest in Eastside despite suggestions that the library might not be sited in that area.

2.8.2 Wherever the library is placed, with a footfall of 5000 per day, it will generate more activity for the public and private sector in that area. The Strategic Director of Development stated that when it is full, 20,000 people a week will be going to Eastside for work and college. Footfall from the Heritage Centre will further increase this figure. It was observed, however, that office workers and students will make it busy during the week, less active when students are away and dead at the week-end.

2.8.3 The Strategic Director of Development was asked why some other major international cities had opted for iconic library developments (i.e. Vancouver and Alexandria) and whether that led to a positive impact on regeneration. He acknowledged that iconic buildings helped to define a city and would draw in investors. He added that, if a means could be found to finance such an iconic building, it would be beneficial in regeneration terms.

2.8.4 The Cabinet Member said that risk was always difficult to measure, but Members had to be guided by the risk assessment and information provided by experts. The Eastside option did have a lower capital deficit but only if the external funding could be identified - with it now being indicated that such levels of funding would not be forthcoming. He informed the Members that Lord Rogers had been invited to discuss the funding of his concept and had attended a meeting in late 2004.

2.8.5 The Cabinet Member believed that the two centres option recommended in the Cabinet report should be taken forward for costing/funding identification and, if cross-party support was forthcoming, he was hopeful of a successful outcome.

2.8.6 The Strategic Director for Development acknowledged that costings for the two centres proposal are not as advanced as those for Eastside. They did not, for example, take into consideration plant size or the special storage requirements needed for both sites. It was therefore not possible for him to state that the £147million would not rise to £179million.

2.8.7 When asked whether there was evidence to support the view that the two centres proposal was the best option, considering the Options Appraisal had concluded that Eastside was the preferred option, the Cabinet Member replied that none of the other options were affordable, with the risks having been explained to the Committee.

2.8.8 Asked whether he believed that sufficient time had been taken over studying the funding options, the Cabinet Member stated that the Cabinet had received enough evidence and went on to disagree with the consultants' view that 6 months was too short a time to explore the funding options.

2.8.9 The Cabinet member informed the Committee that the decision to opt for a two centres solution was based on financial considerations, advice of the Interim Head of Paid Service and others. He suggested that if the money had been available for the Rogers' design option, then it would have been supported. Instead, the funding had not been identified and it had the highest risk and was the most expensive. The decision was a cross-portfolio matter.

2.9 Richard Rogers Partnership

2.9.1 Members of the Committee met with the following people from the Richard Rogers Partnership:

- Graham Stirk, Director
- John McElgunn, Architect
- Carmel Lewin, Associate Architect

2.9.2 Members were informed that there has been very little contact between Richard Rogers Partnership (RRP) and the City Council over the last two years. Formal work has constituted:

- Space Planning exercise – completed Oct 2003
- Eastside Design Forum – participated until c Sept 2004
- 1 day options appraisal work at GTMS – 10th Nov 2004
- Meeting with Cabinet Member for Regeneration, Richard Rogers (RR) and Carmel Lewin – late 2004

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2.9.3 In addition to this work, it was evident that RRP had also invested a tremendous amount of unpaid time in developing the Eastside Master Plan and promoting their concept design and the area as a whole. They said they were extremely passionate about their work, believing that it represented a fantastic opportunity to build a truly 21st century library that would be a catalyst for creating a strong and vibrant new quarter of the city centre.

2.9.4 Members were advised that RRP bid for this job because it was so inspirational. They stated that they would not have come up with this design had it been an architectural competition for the design of a library. The interesting aspect was that it was the product of so much thinking, consultation and high aspirations. There had been more consultation on this project than on any other that they have undertaken. The design changed as the project developed and it represents a fundamental shift in terms of library design. The library was to be designed to draw people in. The people who normally go, will go anyway.

2.9.5 In reference to the costings for the concept design, Members were told that the figure of £179 million is a hypothetical figure, based on a host of assumptions and estimates on the cost of the structure, services and façade. The experience of Gleeds is needed to make an estimate. The concept is at too early a stage to have a 100% accurate cost, this would be subject to interrogation up to, and including, at detailed design development. The type of contract and the procurement arrangements will also affect the estimate and these were not known at the time. Gleeds undertook a study which compared the costs of libraries world-wide. The concept design came out very favourably.

2.9.6 RRP was involved in the Space Planning Study which identified that the size of the Library of Birmingham (LoB) could be streamlined from 42,000m² to 38,000m². This reduction did not compromise the concept as it had been indicated from the outset that the design could be refined.

2.9.7 According to RRP, a small reduction in the size of the building would not have a significant impact on the cost. Instead, other aspects, such as the 'wall to floor' ration would be more critical. The wall to floor ratio is the amount of contained space and the façade required to enclose a building. Architects are concerned with the wall to floor ratio in large buildings in terms of efficiency as external walls make up 30% of the cost. The concept design has a very low ratio which is very cost efficient.

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2.9.8 Traditionally, libraries have the books along the outside walls with the seating in the middle. The concept design is designed so that the books are kept in the centre with the people sitting on the outside by the windows. The best place to work/read is 6 metres from a window. This set up also means that books can be kept in a more controlled environment and will not be so affected by the sunlight. In turn, it allows for a deeper plan and a more efficient wall to floor ratio. It also means that the storage area in the middle is more flexible and the design with its large floorplates can provide different reading and learning environments which was a requirement of the brief.

2.9.9 Graham Stirk expressed his view that it is not possible to say that two buildings of the same quality are cheaper than one. Economies of scale are essential for bringing costs down. The façade equates to 30% of costs whilst the central plant is 30-35% of the total cost, so duplicating them can not be cheaper. The concept design has five climate zones, for example and duplicating them would be more expensive.

2.9.10 Members were informed that the concept design used the varying land levels to bury the archives underground. A thermal mass of concrete around the area would create a thermal buffer which would help to keep the temperature balanced. This would support the mechanical and electrical systems and so keep the costs down. A light-weight building, like the Heritage Centre could be, would not have the same mass and this would inevitably affect the running costs. It is the same as comparing a corrugated iron shed with the crypt of a church.

2.9.11 When asked for their opinions on how a PFI would work, RRP stated that it ought to be possible to create a situation where they would remain the architects. They said, however, that they were not convinced that a PFI would the best way to procure the building as it would raise the initial capital but would cost more money overall and would give the City Council less control.

2.9.12 In response to questions about the co-locator building, Members were advised that the idea for the co-locator came about once the architects saw that the site at Eastside was too large for just a library. It then became part of the master-plan for the area. RRP were trying to maximise the potential of the site and find a way of funding the library through renting the office space. A similar strategy had been successfully used on the Channel 4 building some years before.

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2.9.13 The co-locator building was to be a 4 storey building of a loose-fit design which would be ideal for offices but with sufficient flexibility and adaptability to also accommodate aspects of the library should this be required over a long period of time. It could house tenants (preferably with a connection to the library etc.) who could not afford to build their own accommodation but who would be able to pay rent. This would help to fund the project in part. The tenants may well expand and move on, so providing an opportunity for the library offices to move into the building as the library expands and needs more storage for books and archives. The co-locator therefore forms part of a 50year plan for the library. At the time a number of tenants expressed serious interest in occupying the co-locator building and a developer was interested in developing it.

2.9.14 The co-locator was also designed to screen the library from the noise and vibration from the railway and the sun. If the co-locator was not there problems of acoustics and pollution would have to be dealt with by the façade itself, so increasing the costs. The co-locator, plus the oversailing canopy of the library roof, are also needed to shade the library. Without them, there would either need to be fewer windows or mechanical systems to keep the building cool which would increase running costs.

2.9.15 The co-locator would also help to form a public street with the library towards Millennium Point – the generic placement of a building to define a route.

2.9.16 In response to the fact that the Library of Birmingham was not originally part of the Eastside Master Plan and so was not essential to its success, RRP said that they had re-modelled the master plan to create the park and connect the Eastside with the city. The aim was to create a series of 'stepping stones' from the City Centre to Eastside that would form the main pedestrian routes. Eastside was supposed to be the Learning Quarter, not simply offices and residential apartments. Two primary threads of pedestrian activity were created to it: one from Corporation Street, one via the bus mall. These would then connect to Millennium Point, providing it as a destination.

2.9.17 On the issue of regeneration, Members were told that it would not be possible to populate/animate Eastside without the Library of Birmingham. Part of the way to animate the area was to build on the synergies within the library and to provide display facilities, particularly for the treasures held within the libraries collection. The Library of Birmingham has repeat visitors, with 60% of the visitors using two or more services on one visit, the archives on their own would not achieve the same footfall.

2.9.18 Attention was paid at the time on creating the boundaries for the park. The library itself was to be one half of the park boundary, without it, the park would not be animated. There is a need for the park, but there needs to be a reason to draw people there. Without it a rural space like Hyde Park will not be created for another 50years. This allows for long environmental development, for trees to grow and to change the use of space as, for example, at the Pompidou Centre. The park would have synergy with the public levels of the library.

2.10 Library Steering Group

2.10.1 The Steering Group was represented by Ms Vivien Griffiths (previous Acting Director of Leisure, Birmingham City Council), Lady Valerie Corbett and David Owen (Chairman, Rubery Owen Holdings Ltd).

2.10.2 The review team heard evidence relating mainly to concerns around the logistics of a split site. The Steering Group also told how 60% of visitors to the Central Library make use of more than one area during each visit and highlighted the variety of ways in which the Central Library is currently used. Such usage would be very difficult to sustain over a two centres arrangement where material is not always within easy reach. They also warned of the logistical problems of allocating services and materials to each site and splitting the collections.

2.10.3 The Group noted the size of Centenary Square and were concerned that the addition of the library to this site would exacerbate parking problems in the Civic centre. They considered the Eastside site to provide more scope in relation to public and private transport provision. They spoke of a lack of public engagement with the Eastside regeneration, and thought this would be significantly aided by the addition of the library to this area, particularly as they believed library users would be likely to stay in the Eastside area following their visit to the library. This, they thought, would increase footfall to and vibrancy within Eastside, and would open up the City centre.

2.10.4 The Group also had financial concerns and told how they felt a two centres proposal would require duplicate capital and revenue costs, and would result in losses in economies of scale. They made the point that specialist storage and access arrangements would be required on each site, as would a service aimed specifically at children as there may be particularly relevant material in both the archives and lending and reference sites, thus driving up the costs of a two centres library. However, the Steering Group also noted that as technology is relied upon to a greater degree, staffing levels could be reduced.

2.10.5 The status of the library building itself was felt to be a key concern, and it was felt by the Group that it should be informed mainly by the size and status of the City. Norwich library was cited as an example of significantly increased footfall essentially due to the presence of a new building on the original site. One of the original aims of the Library of Birmingham was to produce an iconic building of national and international importance. The Eastside proposal was thought to have had enough space to deliver these aims, providing exciting and comprehensive content whilst enabling flexibility of use. The Group felt that the two centres option failed to provide a comparable solution.

2.10.6 The Group believed that its subgroups, which had been developed to examine the needs of specific client groups, could be re-established. In particular, the Business Community subgroup might be able to aid and advise on any funding issues. The extent of private funding secured in the United States for library projects was cited as an example of how it was felt there was as yet untapped private sector interest and money.

2.11 City Design Advisor, Planning

2.11.1 The City Design Advisor made a presentation to Members outlining design considerations for the two centres option. He stated a number of advantages for siting the Knowledge Centre on the car park between Baskerville House and the Repertory Theatre, including:

- Proximity to the civic centre in Victoria and Chamberlain Squares and the City Core;
- Fronts one of the city's major public spaces, Centenary Square;
- Location highly visible and closely associated with other public facilities;
- The front of the building would lie on one of the major pedestrian routes in the city connecting Brindley Place and the Convention Centre to the city core;
- Visitors to the new building would bring additional animation to Centenary Square;
- Servicing and staff access would be easily achieved from Cambridge Street;
- Car parking facilities are close to the site in the Brindley Drive multi-storey car park.

2.11.2 He stated that this site has the potential to accommodate a building of 24,000m2 to cover the library's needs. A total of two basements, four floors and two additional floors at the back of the building would provide this capacity. There would also be the opportunity to incorporate some mezzanine levels on some of the floors to provide additional space for the library.

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2.11.3 The City Design Advisor informed the Committee that the height restriction for the Centenary Square building is due to planning constraints and not the strength of the foundations. The frontage needs to match Baskerville House and the Rep in terms of height but it would be possible for it to go higher towards the back of the building. It was also explained that the reference in the Cabinet report to a possible capacity of 30,000m2 on Centenary Square has not been fully worked up. It is therefore not clear whether this would constitute a fifth storey.

2.11.4 Members were told that to increase the capacity of the Knowledge Centre, a second building could be located at the rear of the site with potential to accommodate 12,5000m2 for additional library services. The two buildings could be linked by a bridge at a convenient floor level. The Committee was, however, informed that no significant work had been undertaken on this option and that full consultation would need to be carried out with local residents. It was acknowledged that this suggestion was likely to be very controversial with residents.

2.11.5 The City Design Advisor acknowledged the fact that Centenary Square site could be developed without public investment but said that regardless of where the funding came from, if a public building was located on the current car park, it would make the Square more animated than a private one would. He also added that whatever happened on the Centenary Square site, it needed to have a positive impact on Cambridge Street.

2.11.6 In The City Design Advisor's opinion, Eastside was most in need of public sector investment for regenerative purposes. He stated that Jewellery Quarter would develop slowly due to the number of listed buildings; there was already a lot of development activity in the West-end and the New Street Station development will have a great impact on the Southside. He added that Eastside would certainly benefit from an increase in cultural activity, either from the Library of Birmingham or the Heritage Centre. This said, he pointed out that the West-end had previously had a lot of patronage from the public sector and that it would be fitting to carry on this tradition.

2.11.7 The City Design Advisor was asked for his opinion of the Richard Rogers design. He expressed his view that Lord Rogers was a masterful architect who understood the city in terms of urban design. He agreed with the fact that the more floors a building has, the higher the revenue costs and this was why the Richard Rogers Partnership had designed a low building. He did, however, allude to a number of challenges posed by the design, including its connectivity with the South of the city. He recollected that this had been highlighted in a report by CABE.

2.11.8 When questioned, the City Design Advisor agreed with the views of Graham Stirk from the Richard Rogers Partnership that the lower the wall-to-floor ratio, the more cost effective the building. He also concurred that dividing anything in two leads to duplication e.g. plant facilities, children's facilities, servicing. Replication would mean less space for library facilities.

2.11.9 The Centenary Square building could, however, operate a similar approach to the Rogers design and place the seats by the windows and the books in the centre. This would mean that the conditions in which that are kept could be more closely controlled, so saving on the energy needed from the plant. He went on to inform the Committee that the Rogers design is a glass wall building which raises energy-efficiency issues and that current guidance suggests that we move away from these types of building.

2.12 Background Briefing Papers

2.12.1 Given some of the uncertainty referred to in para. 1.3.2 we asked the Library Service if they could provide some background papers which we could look through prior to starting our Committee evidence giving meetings.

2.12.2 The briefing papers we requested were as follows:

Briefing Paper 1:	The Library of Birmingham, Vision, Objectives and 12 Models
Briefing Paper 2:	Description of the Options
Briefing Paper 3:	History of Sizes
Briefing Paper 4:	History of Capital Costs
Briefing Paper 5:	History of the Concept Design
Briefing Paper 6:	The Library and Archives Relationship
Briefing Paper 7:	Consultation Findings
Briefing Paper 8:	Gateway Review 0: Strategic Assessment
Briefing Paper 9:	Visits: Learning from Others
Briefing Paper 10:	Shakespeare Library and the Shakespeare Memorial Room

2.12.3 We were very grateful for this information which made our task that bit more straightforward given the very tight timetable we were working to. The briefing papers are reproduced in Appendix 3.

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2.13 Consultation

2.13.1 It has been important for us to try to take some gauge of public opinion on what a Library for Birmingham should comprise and its location. We were aware of the very extensive consultation conducted by the Library Service on the various early proposals for the library but we wanted something more contemporaneous with the latest proposals.

2.13.2 We also wanted to give a particular weighting to the view of young people as future users of the library.

2.13.3 On a previous review – on mobile 'phone masts on Council land – we had used the People's Panel and gained very valuable feedback. We therefore decided to take the same route this time.

2.13.4 Three Focus Group meetings were held, one with frequent users, one with infrequent users and one with young people. Valuable feedback has again been received and the report prepared by MVA – the City Council's partners in this work – is included in full in our report as Appendix 4.

2.13.5 One of the clear messages that emerged from these sessions was that a modern library must cater for a modern day lifestyle. This relates to the range of related facilities which are available and the hours of opening.

2.13.6 We also asked the Head of Youth Service to undertake an exercise to gather young people's views on what a new library should consist of and on the proposed options being considered for a new library site.

2.13.7 The timescale for conducting this exercise meant that the process of engagement was limited but does provide an indication of the views of young people. The views obtained have been collected from the following process:

- A review of previous consultation and research into the views and aspirations of young people
- Two focussed discussions with young people from the Youth Service Interim Board; Users from the Central Youth Information Shop, and less structured discussion with young people from the Young People's Parliament.

2.13.8 The previous consultation provides detailed information in relation to the question of what young people would want from a new library. This has been supplemented by views from the young people spoken to.

2.13.9 Papers reviewed included:

- Birmingham's Libraries Children's User Survey (2002)
- Library of Birmingham Consultation with Children and Young People (2003)
- Start with The Child – The Needs and Motivation of Young People

(2002)
- Start with the Child – Library Provision for Children and Young People (2002)
- LASER Foundation Libraries Impact Project.

2.13.10 The main findings were:

- The question of location is important to young people in respect to the environment it is located within and the ease of getting to and from the site.
- Key factors highlighted were ease of access (easy place to get to); perceived safety in terms of lots of people around the site; and other things to do in the immediate area. Other linked attractions were the Big Screen and access to the Bullring.
- Young people agreed that these could be provided on any site, but did make the point that the central library should be "in the centre".
- The question of a specific location was more important to users of the existing site. For users of the Youth Information Shop this was related to the neutrality of the area; for young people who used the library this was related to being used to it being where it is.
- Young people from the focus group emphasised the need for the venue to also be a meeting place and venue for young people; "not a youth club" but also not a children's or adult only place. A youth zone would be welcomed that combined library use with today's youth culture.
- Young people who used the Youth Information Shop emphasised the need for more space to discuss confidential issues and do group work.
- Issues related to appropriate environments and services; services that are relevant and responsive; a library that provides help, information, guidance and advice.
- A building that looks good; and makes us proud of Birmingham. This might not be the same for adults and young people was a final comment from young people.

2.14 Contributions from Members of the Public

The review was publicised in the press and submissions sought. We have received more comments on this subject than we do with the majority of our reviews from members of the public. Detailed below are some of the views which have been expressed to us:

2.14.1 "The City should not take any decision as to how it treats Chamberlain Square and Centenary Square without considering all possible issues, and getting independent financial and architectural advice."

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2.14.2 "The option of retaining the present library and developing the space around it should be kept in any future policy discussion – in particular for use as a Public Sector Comparator in any in-principle decisions about possible PFI alternatives."

2.14.3 "I therefore start from the premise that there is much merit in the existing library building, at least from the outside. More space is needed for the library. This could be found in several ways:

- By making better use of the car-parks and other space beneath the library originally intended to be part of a bus station;
- By bringing into play the so-called Link Building that adjoins the Library to the North;
- Taking over office space in Chamberlain House, the Government Office building and the largely redundant bus stop land nearby;
- Making better uses of space under the steps leading upwards from Chamberlain Square;
- Redesigning the road system to remove the need for the under-bridge between Great Charles Street and the Town Hall (but keeping the Broad Street side of the present gyratory, and the deeper tunnel of the Queensway). This will be possible once the metro is in place in Broad Street, with most of the present Broad Street traffic using Bath Row. This would also allow the setting of the West side of the Town Hall to be linked to that of the underused garden opposite, below the Conservatoire."

2.14.4 "The City should not allow the availability of PFI funding to drive this project in directions which common sense would oppose. These proposals will almost certainly be far cheaper for the City in the long run than the construction of a new library from scratch – and even more so than the construction of two new library buildings."

2.14.5 "The evidence I heard failed to account for two crucial elements:

- Why was so little progress made on the Rogers proposals from 2002-2004?
- Why is the City Council proposing to choose an option which emerged only in 2005 and has not been generated by any independent evaluation of the future of Birmingham's libraries? Did this option only emerge once the Baskerville House proposals became untenable?"

2.14.6 "The interests of library users should be the paramount consideration in proposals for a new library. Any regeneration benefits should be secondary to the fundamental issue of providing a resource for enlightenment and cultural enrichment. The nature of the library should not be dictated by the regeneration needs of either Eastside or Westside."

2.14.7 "Any future library of Birmingham should:

- Maximise the availability of its current stock;
- Reach new users without compromising its traditional support for

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scholarly research;
- Facilitate new acquisition and display policies;
- Offer an inspirational environment for users and staff;
- Provide an emphatic statement of the on-going importance of public provision, in particular the vital role of free libraries in enhancing awareness of life's possibilities through the exploration of knowledge;

These objectives can only be achieved through a building gathering all the library's resources at one site."

2.14.8 "Besides the practical benefits of economies of scale and simplicity of access, a single building offers a unique opportunity for an undiluted assertion of the library's significance for the civic identity of Birmingham."

2.14.9 "There is no evidential basis for the split site solution proposed in the July 2005 report to the City Council Cabinet. The extensive consultation exercises of the last few years have generated no unprompted demand for such an option from library users. In the research underlying the preparation of the Rogers concept of a twenty-first library, no support is given to the concept of a split site library."

2.14.10 "It seems illogical to reject an option costed by external consultants, who then go on to recommend it as the best strategy, in favour of a proposal with no concept designs, involving the construction of two separate sites, whose costings have not been subject to external validation, and on the admission of city officers could inflate significantly as they are worked up. Given the recurrent reference to risk in the Committee's proceedings, it would appear imprudent to opt in principle for a solution whose financial robustness has yet to be tested in practice to the same degree as the proposal being rejected."

2.14.11 "If the split site proposal is so attractive, why did it not emerge during the research developing the concept of a twenty-first century library, and why did it only emerge after the Baskerville House proposal was deemed unsuitable?"

2.14.12 "What consideration has been given to the loss of civic space around Chamberlain Square, should the Central library move from its current location? How will a commercial development at Paradise Circus relate to the re-opened Town Hall and the Museum and Art Gallery?"

2.14.13 "Is there a detailed written justification for the split site proposals from the point of view of information service professionals?"

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2.14.14 "Does the City Council acknowledge the point made several times in the Options Appraisal report (eg P124) that "use of PFI for delivery could compromise design flair, the PFI developer's incentive is in minimising cost/maximising profitability at the expense of specification"? Is starting from the premise that the archives could be housed in "a basic box" a good foundation for the development of a home fit for a prize collection of historical material?"

2.14.15 "I did have some input to the internal thinking and planning in respect of the Rogers design, at a time when public comment was being invited. At the time I sensed an opinion among senior staff of long experience that a move to Eastside would not be a wise idea since it would a) separate this prestigious library from the cultural centre of the city and b) be far less convenient for the many thousands of people who use it every day. I agree with that view and suggest, with respect that the notion derives from a (questionable) desire to 'boost' Eastside with whatever ammunition comes to hand and that one of Birmingham's most valuable cultural and commercially supportive assets has become a pawn and in some kind of political (with a small 'p') game."

2.14.16 "The strength of the present building, if we set aside for the moment is structural problems, lies in its unity, its completeness, with the various subject and information services combining to collectively help all kinds of users find the information they need, complemented by the availability in the same building of a lending library serving both popular and specialist needs for material which can reasonably be allowed to leave the premises."

2.14.17 "Talk of a 'reference section' is quite worrying. I seriously wonder whether councillors realise that with the exception of the Central Lending Library, Children's Library and Administration the whole of the present endearingly ugly building – the best part of seven floors – is a single coherent all-subject collection of information sources. Within a branch library the concept of a small reference section comprising useful reference works covering major subjects is quite normal. But a major city reference library can not be regarded as a reference section. It is, in any city worth its salt a painstakingly acquired, and greatly respected, collection of information sources, maintained and opened up for the citizen by generations of dedicated librarians. It is also, as seems to be recognised by at least some councillors, the back-up for the users of the forty or so branch libraries who cannot, or opt not, to travel into the city centre with their enquiries. Any thought of hiving off part of it, however, worthy the short-term reason, to site separate from the rest is a recipe for disaster – in the sense that every part of the stock complements every other part and many enquiries involve more than one subject area. Like a house of cards, take one bit away and the whole thing falls; in this case the fall would be in efficiency as measured by the ease and speed with which enquirers could find their needs met by a single visit to a single place."

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2.14.18 "I believe that splitting the library into two centres will be to the detriment of the library. The two proposed sites are far apart, and pedestrian accessibility between the two is far from easy. It is quite a distance to walk (even for the able bodied) from Centenary Square to Millennium Point!"

2.14.19 "I believe that the library should retain a central location in order for it to retain it's importance, and the importance of that area of the city as a civic amenity. It is vital that we retain a civic centre, and do not allow the heart of the city to be taken over by office blocks and high street retailers."

2.14.20 "I would rather wait 5 years to secure the funding for an outstanding piece of design and a building the city and library users could be proud of, than a slightly cheaper fix that will no doubt look awful in a few years time."

2.14.21 "I use the library for reference and archive quite a bit, as does my whole family. If the proposed move went ahead to Millennium Point I know we would cease to use the facilities. Although the current building is very un-user friendly. It is still much better than on Eastside. Most people would need to catch at least two buses to get there and for those with families and the elder folk this would be beyond their capabilities."

2.14.22 "Working here (Childcare Information Bureau) everyday and seeing the kind of people who come and go, and also myself delivering a service with a particular remit to reach disadvantaged and hard to reach groups, I feel very strongly that we run the risk of creating a public building which is alien to the ordinary brummie. I feel that it is important that we locate all the most well-used library services in an accessible location, and house them in a building in which people feel at home, and not over-awed by the splendour!"

2.14.23 "I believe that majority of central library services need to be in an ordinary-people building, in an ordinary-people location. We shouldn't be creating a Convention Centre or a Bullring- we should be creating a very friendly, very accessible, very central place for people to meet, relax, learn and locate information."

2.14.24 "We are not convinced that it is currently possible to design a new 'central' library in a dedicated building that will not probably be obsolete by the time it is completed, given how so much information is now on-line and accessible in local facilities. The library service should be concerned to facilitate more material going on-line. Community library facilities for growing residential population in central areas is a different matter, but the concept of a central library in a dedicated building will become increasingly obsolete. The need to store and display historical material is different again but we believe the existing building could accommodate them given declining demand for floorspace for traditional lending and reference libraries."

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2.14.25 "There is no convincing case for demolishing the existing Central library building purely on grounds of its physical condition. Remedial works recommended in the 1999 survey were carried out at a cost £394,452 from the £1.8 million Central library roof sinking fund. We do not accept that the superficial deterioration of the cladding panels is a fatal defect. In our view the case for demolition has been overstated because of the Council's prior commitment to redevelop Paradise Circus dating from 2000, and its policy on tall buildings, "High Places" adopted in 2002."

2.14.26 "We are unclear about how the Council proposes to accommodate its archives in 15,000 sq metes of space at Millennium Point. Our rough calculations show that the office block on the East end of Millennium Point provides at most 12, 000 sq metres of floorspace. The buildings are currently occupied by a number of tenants. We presume that the City Council does not own the buildings and would have to negotiate a commercial agreement with the owners. Lettings are currently managed by GVA Grimley. This proposal therefore raises questions that if not answered throw the credibility of the entire project into doubt."

2.14.27 "When the Richard Rogers scheme was first mooted I was unsure about it primarily because of its suggested location in Eastside. While I applaud the notion of regeneration I was uncertain that the library would benefit from being moved out of the centre of the city. Seeing the plans develop though changed my mind. As you can imagine it made me quite upset to then discover that the council had changed their minds about the Eastside scheme. To then discover that their alternative proposal was to split the library up into two parts, effectively destroying one of its key virtues (access to all its holdings), horrified me."

2.14.28 "As the consultants quote, one of the reasons that Birmingham did not receive the 'European City of Culture' award was that it was "marked down partly because of its lack of "exciting architecture". Now when an opportunity to make strides towards rectifying that situation arises we shy away."

2.14.29 "Until we act like a world class city, creating civic buildings and infrastructure to be proud of, we will continue to be regarded as the second city only by numbers, but not reputation (don't fool yourself that the image of Birmingham outside Birmingham has changed) and remember as you consign us to a second library, that the only two buildings we have at the moment that people outside the country know are a shop and motorway junction."

2.14.30 "Of the two options remaining, the Eastside library of Birmingham is the most expensive, but it is also the most likely to attract redevelopment grants and a favourable response from the government of PFI status. As an overall cost, the Eastside library would surely not be much more expensive (if at all) than the split-site equivalent, which would suffer from the higher running costs associated with operating two buildings."

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2.14.31 "One apparent reason for re-locating the Central library is the current/future value of the City Centre site it currently occupies. Does the same not apply to the proposed site between Baskerville House and the Repertory Theatre? It looks like a very valuable position, especially as it would be cheaper to develop than the present library site, not having the road tunnels running under it."

2.14.32 "I trust it will not be considered an impertinence that an observer from Western Canada should be contributing to the debate about the proposed new central library in Birmingham. Although I reside several thousand miles away, I was born and raised in Birmingham and retain a great interest in my native city. Moreover, my daughter recently enrolled as a post-graduate student at the University of Birmingham, I have had the opportunity to visit the city on several occasions during the past two or three years. It was therefore with great interest that I saw the plans for a new Rogers-designed library in Eastside, and personally took the trouble to walk around the proposed site myself. It has therefore come as a great shock and disappointment to me that the present City Council has decided to abandon the Rogers plan and opt for a split site for the new library. I believe so strongly that this is the wrong decision and such an enormous waste of opportunity to contribute to renaissance of the city, that I have felt compelled to submit my views to the Co-ordinating Overview and Scrutiny Committee via the e-mail address above, which I found on the Birmingham Assist website under the heading "Birmingham's New Library: Your Views Welcome"

2.14.33 "Living in British Columbia I have witnessed the construction of new central public libraries in two neighbouring cities, Vancouver, and Seattle in the USA. Both buildings are of very high architectural standard and both have raised the cultural profiles of their respective cities. The Seattle library has in fact become an architectural destination in itself. My first point, then is that a central library should be regarded as part of the cultural make-up of a city along with its theatres, art galleries, museums and concert halls, and that these buildings should represent some of the finest architecture in the city centre. Secondly, I have read statements to the effect that Eastside is too far from the city centre. In my opinion this is a clear example of what I call "concrete thinking". Eastside is the city centre. It is closer to the Bullring than Paradise Circus. My final point concerns the proposal to split the library between two sites. I regard this as a disaster in the making. When other cities are seek to centralise their archives and library holdings, Birmingham decides to split theirs in two! The mind boggles that this could even be seriously proposed let alone adopted. Have the costs of a split-site operation been properly calculated? Has the inconvenience to library users been considered?!

2.14.34 "As a city we have to work twice as hard to get our voices heard nationally and while our transport system and gateways into the city creak should the most recognisable architecturally important building in Birmingham really be a shop?"

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2.14.35 "The proposal to operate on two separate sites is curious to say the least. I know of no precedence for this in Britain or Europe and professional judgement would suggest that one site is infinitely better."

2.14.36 "The new library needs to be of sufficient size to cope with expansion as well as current needs. The existing Reference library was too small when it opened over 30 years ago and a lot of material has had to be put into store in outlying buildings. One would have hoped that some lessons had been learned from this."

We would ask the Cabinet to give particular attention to the views emanating from the various public consultation exercises we have undertaken.

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3 Conclusions and Recommendations

3.1 Context

3.1.1 We made clear from the outset that our primary objective was in ensuring that the options for a Library of Birmingham were specified in a similar, comparable and sufficient degree of detail to enable a properly informed decision to be taken. As a committee it was not our expectation that we would decide one option over another.

3.1.2 We took the view that the Cabinet report of 25th July 2005 was deficient and did not provide all the necessary information. Nor was the information which was provided given in a sufficiently rounded form to ensure that comparisons could be made.

3.1.3 We have to say that our review has reinforced our original judgment. Indeed officers have openly acknowledged that the two centre option emerged so late in the day that it was "inevitable" that its supporting information was well short of that available for other options. They did not see this as a problem. We do. The Cabinet should not be taking decisions without the full facts before them.

3.1.4 We believe that the evidence we have taken and which is included in our report now provides a more rounded picture. We have to say, however, that there are still some quite glaring gaps where answers have not been available to our questions. It also seems to us that the current case now being made for the two centre approach has evolved as our review has progressed.

3.2 The Options

3.2.1 Looking at the 5 principal permutations, we believe that the case for three options is weaker than for the two other options.

3.2.2 **Retention, Refurbishment and Extension of Existing Library**

While there are some well-informed exponents for the retention, refurbishment and extension of the existing library we have come to the same conclusion as that within the Cabinet report of 25th July 2005. This option would not allow for the introduction of innovative learning

facilities; would attract very little outside funding and would frustrate the ambitions to develop the Paradise Circus complex and its negative image for the City.

3.2.3 **Using Baskerville House**

We also agree with the view expressed to us by the Strategic Director of Development that there are a number of inherent fundamental limitations in Baskerville House, which was designed as an office building, making it impracticable for library use.

3.2.4 **Single New Build Library on Centenary Square between Baskerville House and the Rep**

Whilst initially attractive in retaining the integrity of the whole library service on one site, this option's major handicap is that, at present, a maximum of only 24,000 sq metres is available unless the building is to be significantly higher than those around it. This would mean that there would have to be off-site storage for many of the collections which would negate one of the principal objectives of a new library of making these materials more accessible and visible.

There might be the possibility of extending backwards on the site either possibly by a raised walkway over Cambridge Street or by the street's diversion. This would, however, mean the building on City Gardens. The loss of this well maintained and attractive green space would undoubtedly be met by opposition from local residents as well as being an issue in its own right. This does not, therefore, seem to be a realistic option at this time.

3.2.5 This, therefore, narrows the field to two options: a Knowledge Centre in Centenary Square between Baskerville House and the Rep coupled with a Heritage and Archive Centre linked with Millennium Point in Eastside (the two centre option) or a New Library in Eastside (the Eastside option).

3.3 Recommendations

3.3.1 Cost and affordability have been consistent strands running throughout our enquiry. We have been told that securing PFI credits is critical to financing the project.

3.3.2 In their recent feedback letter to the City Council on our unsuccessful initial PFI application, received whilst our review was in progress, the Department for Culture, Media and Sport included the following:

"A new plan is now proposed, which has not yet been agreed by the Council, for a new build next to Baskerville House with the Archive and Local History element as part of a separate development at Millennium Point. We feel that more time is needed to develop the new plans and provide a sounder business and more robust financial model to minimise the risks of failure or the need for additional funding at a later date. This will also provide the opportunity for more to be known on the plans to house the Archive and Local History elements in a separate development and how the services will be linked to those in the new library building."

3.3.3 This sits four square with the thrust of our own thinking about more answers being needed to outstanding questions. This need for further study is not unnecessary delay but prudent action on the basis of Government advice.

3.3.4 Scrutiny is evidence-based and on the basis of the evidence we have received we make 4 recommendations.

3.4 Recommendation 1

3.4.1 While noting that the two centres is the publicly stated preferred option of members of the Executive we, however, believe that there are 10 core questions which must first be answered to the City Council's (and indeed the City's) satisfaction before a formal decision is taken.

3.4.2 Our first recommendation, therefore, is that only once these 10 questions (detailed in para 3.4.3 – 3.4.13 below) can be answered to an objective standard of satisfaction should a formal decision be taken to pursue a particular option.

3.4.3 ***Is the Cabinet satisfied that properly comparable financial information is now available for the two main options?***

In the Cabinet report of 25th July 2005 the total capital cost for the new library at Eastside was given as £179.5m and for a Knowledge Centre and separate Archive and History Centre as £147.4m. We understand that the original costing including fit-out costs for the Eastside building was £154m. The increase in cost is attributed to rises in material and construction costs and increased specifications to provide greater acoustic, thermal and solar performance to the library's south façade because it is not now proposed to build the originally proposed co-locator building. The co-locator was conceived by the architects as a commercial development to bring financial benefit to the project (as with their Channel 4 building in London); to acoustically and environmentally protect the library building from the railway line; and to provide for expansion for the library. We were informed that commercial interest has recently been shown in constructing such a building funded through private finance. Is this the case?

We were also told that the Eastside building incorporated within its

costings the various design features needed to secure the necessary environmental controls including 5 different climate zones. This would also meet the necessary BS 5454 standard to protect many of the reference materials.

On the other hand we were advised that the £42 million, included as part of the two centres project, to enable the existing Millennium Point building to be adapted or extended to provide 15,000 sq metres to house the archive and history collection was a basic construction figure. No specific site, floor plan or design is available.

Once environmental controls are factored in might not this cost increase? If so, the same is likely to apply for the Knowledge Centre. We, therefore, take the view that it is possible that once work has been done on both options to a similar level, the respective costs might be differently ordered.

We have seen the cost estimates and benchmarking for the new Library of Birmingham undertaken by Gleeds for the City Council. Gleeds were asked in August 2003 to benchmark the estimated cost of the original concept design against other similar library projects both in the UK and elsewhere in the world. This exercise, which included the Forum at Norwich, showed that the Eastside Library costs compared favourably with other schemes.

3.4.4 ***Is the Cabinet sure that, given comparable information, both capital and ongoing revenue costs for the two centre option will be lower for a comparable level of service?***

We heard evidence that typically in large buildings, external walls make up 30% and central plant 35% of the total cost. The original concept design for the Eastside building has a low wall to floor ratio requiring fewer external walls than standard. Similarly, one building will require only one central plant as opposed to the two needed for two sites. This resonates with most people's instinctive reaction that one building must be cheaper than two unless the standards of the two building option are significantly lower. If this assumption is to be dispelled then it is imperative that the design and costings for the two centre option are brought to a similar level of detail.

In their evidence to us the Library of Birmingham Steering Group confirmed that the collections which would move to Millennium Point under the two centre proposal would require specialist storage conditions and carefully controlled access. They felt that the Library Service would also want to create a space for children and young people which would complement the very child oriented, interactive approach at Thinktank. They took the view that this would require duplication of both staff with the necessary expertise and appropriate facilities at both sites thus entailing unnecessary additional expense. They further went on to say that "the revenue implications of running two service points are bound to be significantly higher and that economies of scale in terms of support services, security, deliveries, staff facilities, training, mutual learning opportunities and the deployment of staff will be lost."

As our review has progressed we have also been supplied with revised financial projections for capital and revenue costs including different assumptions on what external funding might be levered in. This addresses one of our initial concerns that the staffing costs for the two options were presented as being identical. This has now been rectified with the estimated staffing costs for the two locations now being shown as greater than for the one. However, there are still issues for us about how life cycle, 'net other' and capital costs are shown. Taking this together with other financial information we have seen, some of which is contained in Appendix 9, we pose our next question.

3.4.5 ***Why has the Cabinet not asked the consultants, Gardiner & Theobald/Gleeds/Jura, to include within their options appraisal the fresh proposal of the two centres?***

The consultants were asked at a comparatively late stage in their work to include an evaluation of a refurbished Baskerville House option as part of the wider regeneration of the Paradise Circus/Centenary Square area. If Baskerville House was able to be included in this way, does it not make sense to now include the two centre option for an equivalent appraisal?

In evidence to us Council officers said that they asked consultants to undertake the evaluation work because it was considered this external expertise was needed. Gleeds were further involved in the financial costings of the concept design for Eastside.

The conclusion of the consultants was that: "The option of Eastside new library is the option that provides best fit with all the objectives. Because of this, the scheme draws the greatest amount of stakeholder investment resulting in, by far, the lowest financial contribution requirement for the City Council."

Whilst we have received a financial paper from City Council officers which revisits some of the consultants' financial analysis and challenges many of the assumptions about the scope for external funding, surely public scrutiny is best met by asking the consultants to complete their job? Indeed, common sense would suggest this and our understanding is that the work could be completed in approximately one month. This is, therefore, specifically drawn out into our second recommendation.

3.4.6 ***Is the Cabinet able to show that sufficient follow-up work has been done on the scope for external funding?***

In their evidence to us the consultants who undertook the options appraisal said that they would normally expect a period of up to 2 years to be needed to follow-up proposals with potential external funders. Whilst we think that this is too relaxed a timescale, it does not seem that any specific approaches were made to external funders in the period between the consultants' report being received and the July report to Cabinet.

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3.4.7 ***Is the Cabinet persuaded that an archive and history centre will generate sufficient additional "footfall" to regenerate the Eastside area to an extent equivalent to that originally envisaged?***

The concept design for the Library of Birmingham at Eastside was provided in response to the City Council's brief at that time not just to provide a state of the art building but to secure an architectural practice that would work in partnership with the City Council to take forward its intention to regenerate Eastside in a vibrant, year-round way. There are clear congruences with the successful Westside development.

Consequently the Richard Rogers Partnership revisited the, then, Eastside Masterplan and looked at ways of linking Eastside to the Bullring – being seen by increasing numbers of citizens as the centre of Birmingham. In the same way as the International Convention Centre was seen as having a role in drawing people through to Brindleyplace, so the library was envisaged, besides being a visitor attraction in its own right, as a means of linking through to Millennium Point.

We have received evidence that without the footfall that an integrated library could generate – currently 5,000 visitors per day – it would not be possible to populate/animate Eastside in the way that is envisaged.

The footfall at Millennium Point is still disappointingly low. It was put to us that the footfall created by a History and Archive Centre – with the much more populist lending and reference services elsewhere – would not generate the vibrancy needed for the area as a whole. Council officers pointed out to us how the History and Archive Centre could become part of an Eastside History Mile including the Gun Barrel Proof House, the Old Crown and Custard Factory, the Typhoo Basin and Curzon Street Station amongst other attractions, but we remain unconvinced that this would prove to be anywhere near a sufficient magnet.

Has any risk analysis been done around this potentially lower footfall for the redevelopment of Eastside? We heard contradictory evidence. On the one hand we were told that developers simply needed to know if the library was to be built or not. The key factor was said to be the removal of uncertainty. We were told that there was plenty of interest in the development of Eastside for it to be successful with or without the library.

On the other hand, we were told that developers saw the library as a key catalyst in bringing vibrancy to the area which would otherwise be essentially residential (with a seasonal component in respect of student accommodation) and office accommodation. Emphasis was placed on the need for activity not just between 9 and 5 on Monday to Friday but also into the evening and at weekends. We were also told that an integral library would increase the value of the surrounding land.

Some information on footfall is included in Appendix 7.

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3.4.8 ***Is the Cabinet persuaded that the two centres will work from library users' and a librarian's perspective?***

Putting to one side the initial confusion in the public's mind – some of which still seems to exist – about where the various library services will be provided, the following explanation was given to us on how a two centre solution would be approached.

The archive and local history collections would be placed in Eastside to connect conceptually with Thinktank, Digbeth and the associated history of the area.

Leisure, learning and culture (other than local history) services would be located at Centenary Square to connect strategically with the Rep, Symphony Hall and the Conservatoire should it remain in that location.

We can see how such connections could be made and in particular how an archive and history centre could breathe some element of fresh life into Thinktank at Millennium Point. Birmingham in the 19th century was not called the workshop of the world without reason and there is a rich vein of history and culture to be shared with local, national and international visitors.

Reference was also made to establishing a National Family History Centre. There can be no doubting the growing interest in genealogy, but there is already the National Archive Centre in Kew.

However, in their evidence to us the Birmingham Library Steering Group said that they believed that there would be a number of logistical problems connected to any splitting of the current material. They advised us:

"The process of breaking apart the unity of the current Central Library collections to fulfil this proposal would be much more complex than it appears. There would be enormously significant decisions to be made about collections which span the identified role of the two proposed buildings, in areas such as photography, music and local studies. Some of the special collections which have international status need to be housed in conditions similar to archival material to preserve them safely, but will not fit the heritage theme."

They went on to say:

"Experience shows that there is regular movement between all aspects of the library's sections, lending, reference, special collections and archives. Boundaries have been deliberately blurred over the years to encourage cross-fertilisation to increase use by more audiences and to offer more opportunities and benefits to new users. The Central Library has moved from having the role and image of a quasi-academic institution in the early seventies to being what the Chief Executive of the Library Association described as the biggest community library in the world. This combination of international reputation and local ownership is unique and comes from co-location of such a huge variety

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of resources."

We were told that from a library perspective the two centre option is a compromise.

We also received the following views from a member of the public:

"As a researcher exploring social science issues concerning Birmingham, my work draws on all floors of the existing building. When undertaking research, there is no clear demarcation between the historical and the contemporary, or the local and the global, as implied in the split site option. Any understanding of Birmingham as a city requires a dialogue between past and present sources of information, together with the use of economic, social, literary, historical and visual material. Dispersing these resources between two sites would make learning about the city a thankless task."

We are all to varying degrees resistant to change and want to protect the familiar. Particularly for those who have played a part in bringing material together, there is the shock of a potential dismantling. Yet times change, new opportunities are created and different linkages can be forged. But we have to say that on the basis of the evidence we heard the most compelling arguments were for keeping the library material together and preserving its overall integrity.

It was also put to us that the major cities around the world are treating their central libraries as magnets around which they assemble other artistic and cultural attractions. The Steering Group for the Library of Birmingham said that they were not aware of any other city which has chosen to develop a split site new central library. We would be interested in any evidence to the contrary.

Finally, there is the issue of the distance and time necessary to move between the two centres now immortalised in the Iron Angle column of the Birmingham Post. As the Chair of the Co-ordinating Overview and Scrutiny Committee said, even "going at a fair clip" it takes 16 minutes. Most people would need to allow 20-30 minutes with this time being doubled for use of both sites and return to the point of arrival.

What thought has been given to connecting the two centres? There is currently no bus route connecting the two venues; in the last few years several bus services attempting to join the city centre's component parts have been withdrawn on cost grounds. Would a subsidy be provided giving an additional component to revenue costs? Nor are there currently any plans for a Metro line connecting Westside to Eastside.

Our attention has also been drawn to the fact that it is a legal requirement that an equality impact assessment must be made of the Library of Birmingham project. This would need to cover access between any two sites, particularly for disabled people, the elderly, families and children.

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3.4.9 ***Is the Cabinet satisfied that fitting in a building between Centenary Square and the Rep will provide the scope for making it cutting edge or even iconic?***

We recognise that one person's icon is another person's architectural mess. Spaghetti Junction is just as much an icon for Birmingham as the Future Systems Selfridges building. And as we write this report there is the proposal for The Cube, a 17 storey, mixed use building designed by architect Ken Shuttleworth, in Commercial Street.

One of the things that surprised us most in the course of this review is the responses from members of the public – and significantly young people – on how they feel Birmingham must aim for an iconic building to make a national and international statement about pride in our city and how we see ourselves as a major European city of culture.

In our evidence taking we received a good presentation on the urban design thinking that is going into a building on the Centenary Square site. We were told about the site advantages (eg proximity to the civic centre in Victoria and Chamberlain Square and the city core); the mix of uses it could provide (eg café facing Centenary Square to animate the public realm); the sustainability principles it would incorporate (eg photovoltaic equipment in the building envelope) but unfortunately, as we were told, no design proposals exist.

3.4.10 ***If the Knowledge Centre is built between Baskerville House and the Rep, can the Cabinet demonstrate that there will be sufficient parking for the users of the ICC and Rep as well as users for the library?***

We heard evidence that it is already difficult to find close by parking to Symphony Hall and the Rep when both have performances. We also learnt from the Strategic Director of Development that he anticipated developers wanting to use the current Brindley Drive car park as part of the overall development of Westside. If both the surface car park was used for the building of the Knowledge Centre and the Brindley Drive car park was redeveloped, there would be a serious dearth of available nearby parking for two of the City's principal entertainment venues. This would have a serious impact on patronage and a knock-on impact in loss of revenue.

It also needs to be recorded that in feedback from the People's Panel a high percentage saw the availability of parking as a significant factor in determining their use.

3.4.11 ***Is the Cabinet confident that PFI funding is appropriate for the project?***

We heard evidence that the PFI is a critical component for funding a new library. PFI credits of up to £55m were sought from the Department for Culture, Media and Sport's newly introduced allocation. This application was unsuccessful. A letter was received on 20th

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September giving feedback. The letter advised:

"Birmingham Library is expected to be an iconic project of regional and national importance. The application is well presented and laid out but is presented more as a vision statement than an application for funding."

We feel two particular points need to be considered around a PFI. The City Council has already expressed its concerns around this form of funding with the proposed Highways PFI particularly because of the loss of control and influence. PFI requires contractors to design, build, finance and operate facilities – so design will be subject to a new competitive approach. There would therefore seem to be no guarantee that any particular architectural design – be it a Rogers, Shuttleworth, Hopkins or Foster – could be adopted.

The second concern is around the management of the facility given that the contractor will want to recover his outlay. We have already seen the exhibits in the free to enter Science Museum being moved to a non-public sector building where there is an admission fee. The ownership, control and management of the existing and future collections of archive, information and visual resources must surely remain with the City Council and be free of charge. Can that reassurance be given?

3.4.12 ***Is the Cabinet satisfied with the project management arrangements ?***

We have reported in previous scrutiny reports (eg Cathedral Square) that the City Council has not always ensured sufficient ownership and capacity at political and chief officer level to manage major projects. There can be no doubting that after being appointed architectural consultants for the new library the Richard Rogers Partnership invested heavily in time, intellect and money in the project.

Similarly, the library service put in a considerable amount of resources to taking forward what was seen as a major initiative for retaining the national and international reputation the Library of Birmingham enjoyed.

Yet despite all this passion, little real progress in turning this ambitious vision into reality seems to have happened between 2002-2004.

In early 2005 new officer leadership arrangements were put in place together with a clarification that the Cabinet Member for Regeneration would lead on behalf of the Cabinet.

We also wanted to know the terms of reference for the consultants – Gardiner & Theobald, Gleeds and Jura – who did the options appraisal work. We have been unable to find anything other than the notes of a 25th August 2004 meeting, which were themselves taken by Gardiner & Theobald, which approved a "plan of work for the evaluation of alternative options" which in its turn was written up by the consultants.

Previous scrutiny reviews – most notably the recent one on the Highways PFI – have emphasised the importance of a strong client function. In any client/contractor relationship the balance must be got right. We would have expected the client to have established clear terms of reference prior to the consultants being engaged.

We are aware that one of the three recommendations of the 25th July Cabinet report is that a Project Manager and team be appointed. We reiterate our view that only when all the 10 core questions and the other complementary issues can be answered to an objective standard of satisfaction should any particular option be pursued.

3.5 Recommendation 2

3.5.1 To achieve both actual and perceived comparability, we believe that the consultants who were originally engaged to do the options appraisal should complete their tasks. Our second recommendation, therefore, is that the options appraisal work be completed by Gardiner and Theobald/Gleeds/Jura by including the two centre option.

3.6 Recommendation 3

3.6.1 There are also a number of complementary matters where the timescale of our review and the availability of ready information were not on our side in obtaining full answers. Consequently our third recommendation is that, without detracting from the prime focus which must be given to our 10 core questions, complementary information needs to be provided concerning the issues identified in paras 3.6.2. – 3.6.5 below.

3.6.2 **Risk Analysis**

A risk analysis was part of the Gateway Review undertaken in July 2005 when the status accorded to the project was red ie: to achieve success the project should take remedial action. An Action Plan was immediately drawn up in response. We feel more work needs to be done here on:

- the risk of doing nothing about the existing storage arrangements for our archives. Members have been shown some of the immensely valuable material – in both historical and financial terms – we currently have in the Central Library and these must be well safeguarded and preserved;
- the risk of the potentially lower footfall in Paradise Circus/Westside, despite the Arena Central development, if the library is relocated to Eastside;
- the risk of the lower than originally assumed footfall on the

regeneration of Eastside if the library is not located there;
- the risk of proceeding with a scheme which does not seem to have best fit with potential funding streams.

3.6.3 **Location, Location, Location**

The new building should continue to be the "people's library" – not a library for conventional librarians. For some users, Eastside is more convenient whilst for others, Westside is preferable. Have the effects of relocation on users and potential users together with bus service connections really been adequately considered?

3.6.4 **Paradise Circus**

What outline designs and layout have been considered for Paradise Circus? However this site is developed, the buildings must be sympathetic to the Council House, Museum and Town Hall.

3.6.5 **IT Digitalisation**

Technology in this area continues to move rapidly. Clearly the current library is unsatisfactory, but what projections have been made for the overall impact of digitalisation?

3.7 Recommendation 4

3.7.1 In the course of our review, the absence of a community library in Edgbaston has emerged as an issue in view of the need by residents to make use of the central library in lieu of a local library.

3.7.2 There is a quadrant of the City, between Spring Hill and Balsall Heath and reaching out to Harborne, Selly Oak, Stirchley and Kings Heath, with no community library.

3.7.3 If a library were to be built as part of a mixed-use development, we have been advised that the capital costs of the library portion would be in the region of £2m – representing an additional 1.1% to 1.3% of the total cost of a joint project. Annual revenue costs we understand would be between £250,000 and £500,000.

3.7.4 We, therefore, recommend that a detailed study be carried out with a view to providing a community library for Edgbaston.

Appendix 1 Terms of Reference

Proposed Scrutiny Review:
Review of Options for the Library of Birmingham

1: Review Outline

Subject of review	The options available in providing new central library facilities in Birmingham.
Overview and Scrutiny Committee	Co-ordinating O&S Committee

1.1 Reasons for Conducting the Review

Reasons for conducting this review	On Monday 25 July 2005, the Cabinet considered the outcomes of the options appraisal of the new Library, and referred the issues to O&S for a short focussed review.
Objectives of review / Areas for investigation	With reference to the principal options: a) to ensure that options are specified in the necessary and comparable degree of detail; b) to establish amongst Members of the Council and the public a common understanding of the facts concerning each of the options; c) to assess comparable costs for the different options; d) to identify clear and detailed benefits for each option, including enhanced library services for Birmingham and social and economic regeneration benefits for the city; e) to ensure that adequate information is available concerning the affordability and funding of each option; f) to produce a clear statement of how the options compare.
Outcomes expected from conducting this work	• A report to Cabinet giving an enhanced basis for the decision on the future of this project in October 2005

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2: Project Plan and Resourcing

2.1 Member Involvement

Lead Member	Cllr Michael Wilkes
Other Members involved	All Members of the Co-ordinating O&S Committee
Are all parties on the Overview and Scrutiny Committee involved?	Yes
Key Cabinet Member/Decision Maker	The Leader
Other Cabinet portfolios covered	• Leisure, Sport and Culture • Regeneration

2.2 Officer and External Involvement

Link Officer	John Cade
Lead Review Officer	Nick Partridge
Financial Advisor	Elaine Peach
Libraries Advisor	Sara Rowell
Development Advisor	Alan Bishop

2.3 Members and Council Departments Expected to Contribute

Contact / Department
Cabinet Member for Leisure, Sport and Culture , the Strategic Director of Learning and Culture and the Assistant Director Community Learning and Libraries
Cabinet Member for Regeneration and the Strategic Director of Development
Cllr Sir Albert Bore
Interim Head of Paid Service

2.4 External Organisations Expected to Contribute

Contact / Organisation
Gardiner and Theolbald Management Services; Jura Consultants; Gleeds Consultants Richard Rogers Partnership

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2.5 Publicity and Awareness of the Review

Publicity activities to be undertaken	• evidence-taking sessions will be in public as far as is possible and publicised beforehand • groups will be formed from the People's Panel to get some gauge of public opinion.

2.6 Time Frame for Core Phases of Review

Phase	**Time Required**	**Completion Date**
Preparatory information gathering, clarification and briefing	One month	31 August 2005
Evidence taking sessions	3 meetings: a) Wednesday 7 September b) Friday 9 September c) Friday 16 September	Friday 16 September 2005
Drafting the report	One week	Friday 23 September
Consideration of draft report by Committee		Friday 30 September
Reporting to the Cabinet		Monday 24 October

2.7 Specific Costs Identified

Anticipated call on Scrutiny Budget	Use of People's Panel – cost to be identified within existing Co-ordinating O&S Committee budget

2.8 Signed Approval

Signed:

(By Chair on behalf of Overview and Scrutiny Committee)

.....

Date Agreed:

(By Overview and Scrutiny Committee)

.....

Approved:

(Chairman, Co-ordinating Overview and Scrutiny Committee)

.....

Date Approved:

(By Co-ordinating Overview and Scrutiny Committee)

.....

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Appendix 2 Public Part of Cabinet Report of 25th July

PUBLIC REPORT

Report to:	**CABINET**	
Report of:	**Strategic Director of Development**	
Date of Meeting:	**25 July 2005**	
Relevant Forward Plan Ref:	**99596/2005**	**Key Decision**
Subject:	**Library of Birmingham – Preferred Option**	
Relevant Cabinet Member(s):	**Leader**	
Relevant O&S Chair(s):	**Cllr M Wilkes – Co-ordinating**	
Wards affected:	**All**	

1. Purpose of report:

1.1 To advise Cabinet of the outcome of the Central Library Options appraisal.

1.2 To seek the approval on the preferred option of a two site solution for the new Library of Birmingham. This will comprise a new build Knowledge Centre in Centenary Square for the lending services and reference resources and a new facility, the Library of Birmingham Archive & History Centre within a Birmingham Heritage Centre of national significance at Millennium Point.

1.3 To develop feasibility studies with detailed costs for both of the schemes and to appoint a Project Manager and team for development of both aspects of the project.

2. Decision(s) recommended:

It is recommended that Cabinet:

2.1 Approve the outcomes of the Central Library Options Appraisal endorsing the preferred option to construct the new Library of Birmingham Knowledge Centre in Centenary Square for the lending services and reference resources and develop a Library of Birmingham Archives & History Centre within a proposed Heritage Centre at Millennium Point.

2.3 Seek the submission of more detailed reports and feasibility studies on a 2 centre development of the Library of Birmingham – the Knowledge Centre at Centenary Square and the Archives & History Centre within the proposed Heritage Centre at Millennium Point.

2.4 To approve the appointment of a Project Manager and Team to advance and deliver both aspects of the Library of Birmingham project.

Contact Officer:
Telephone no/e-mail address:

David Pywell Strategic Director for Development 303 7400 David_Pywell@birmingham.gov.uk

Tony Howell Strategic Director for Learning & Culture 303 2550 Tony_Howell@birmingham.gov.uk

Stephen Hughes Strategic Director for Resources 303 3803 Stephen_Hughes@birmingham.gov.uk

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3. Brief Summary of Report:

3.1 A large range of options have been considered for the Library project. During May, four options in particular were evaluated.

3.2 The findings are:

New Library at Eastside 38,000m² building.

The most expensive proposal. Whilst it may attract more external funding in total it would expose the Council to unacceptable and unaffordable levels of financial risk

Paradise Circus 36,000m² refurbishment/extension.

Has a high cost to the Council, with little likelihood of external funding. The retention of the Library would be detrimental to the potential regeneration of Paradise Circus.

Baskerville House 22,000m² major refurbishment.

Grade II Listed Building within the Civic Quarter. There is little likelihood of external funding. Major structural changes required.

New Library of Birmingham Knowledge Centre at Centenary Square 24,000m².

A new contemporary building that would enable modern library standards to be met and bringing in more external funding than Baskerville House at acceptable levels of financial risk to the Council.

3.3 Both the new build at Centenary Square and Baskerville House require a new 15,000m² facility for the archives & history collections. This has been costed into both options and is proposed to be located at Millennium Point in Eastside.

3.4 The Library of Birmingham Archives & History Centre will significantly increase public access to, and greatly enhance interpretation of the City's important national collections within a Birmingham Heritage Centre at Millennium Point. This will support regeneration at Eastside, but in a way that is affordable to the Council. It will also free up Baskerville House for inward location of office based employment.

4. Compliance Issues:

4.1 Are Decisions consistent with relevant Council Policies, Plans or Strategies:

Council Plan 2005 + 10.3 Explore opportunities to develop flagship schemes.

DCMS Long term strategic vision. 'Framework for the Future – Libraries, Learning & Information in the next decade and the Government's policy on Archives.

4.2 Relevant Officers/Members/ others consulted on this matter:

Leader, Deputy Leader, Cabinet Members for Leisure, Sport &Culture, Regeneration and Transportation & Street Services. Chair of Overview & Scrutiny Co-ordinating, Strategic Directors for Learning & Culture, and Resources

4.3 Relevant legal powers, including Financial, Personnel, Equalities and other resource implications (if any):

Legal Powers - Section 111 Local Government Act 1972. Section 19 Local Government (Miscellaneous Provisions) Act 1976. Section 2 Local Government Act 2000.

Finance – The Council will seek to secure external capital funding from a range of sources including the Private Finance Initiative already submitted and bids for Lottery, National and Regional Funds. The new Lottery programme offers a potential way of funding the Heritage Centre to embrace the City Park, Millennium Point and the Digbeth History Mile in Eastside.

It is evident that all options require capital & revenue budgets in excess of existing allocations. The feasibility studies will quantify the exact size of the additional resources required to meet the additional revenue costs.

4.4 Main Risk Management and Equality Impact Assessment Issues (if any):

Gateway Review of options completed July 2004. 6 options shortlisted and agreed November 2004. Cabinet agreed to examine 3 main options on 28 February 2005

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5.	Relevant background/chronology of key events:
5.1	The study was to examine the 3 main options and achieve an affordable solution: • Paradise Circus Refurbishment/Extension • New Library in Eastside • Centenary Square which could incorporate Baskerville House
5.2	Consultations have taken place with Birmingham Property Services, City Design, Corporate Finance, Library Services, Planning, Urban Design, consultants JURA, Baskerville House developers Targetfollow and contractors McAlpine. Baskerville House and the collections in the Central Library were visited.
5.3	A first stage expression of interest for PFI credits was approved by Cabinet on 28 February. This is currently being appraised and a more detailed response was requested by central Government and submitted on 28 June.
5.4	The options appraisal uses as a base comparator **a new Library in Eastside.** This would deliver significant regeneration benefits in a contemporary building of 38,000m² bringing all library services and the archival material together in one place. It is the most expensive proposal. The total capital cost is £179.5m, excluding transitional costs and it is assumed that substantial external funding could be forthcoming. However, as with most adventurous proposals, it comes with the greatest risk in relation to the scale of external support required. To date no certainty can be given to all or any of these contributions although the PFI bid is progressing. There is the potential negative impact on the wider Eastside project of continual delay if a decision is not reached. **It is therefore recommended that this option is abandoned.**
5.5	The second option examined is the **modification and extension of the existing Library at Paradise Circus.** It would comprise 36,000m² and costs £124.5m excluding transitional costs. **This option is dismissed** as it would attract very little outside funding support and the net cost to the City Council is high. Crucially however, it would frustrate the long term ambition to comprehensively redevelop the Paradise Circus complex and its negative image for the City. It undermines the opportunity to produce a landmark development in this critical location.
5.6	The use of **Baskerville House** presents an opportunity to place the new 22,000m² Library **in the "Civic Quarter" of the City**. This proposal would require considerable structural modifications in the current work being undertaken by the developers Targetfollow. There would be a delay in their work whilst new planning and listed building consents were obtained and the existing contract amended. Not all Library services could be accommodated in the existing building, thus requiring other provision. The estimated total cost for both the Library of Birmingham at Baskerville House and the 15,000m² Library of Birmingham Archives & History Centre would be £152.4m excluding transitional costs. There are low prospects for external funding contributions and it would represent the highest cost to the Council. However, the prospects of moving quickly on this option are good. It does remove a major quality office offer from the market when there should be a demand for speculative high quality space. **This option is dismissed** on the grounds of the considerable structural changes required and the difficulty of securing external funds for this particular option.
5.7	At Baskerville House, consideration was given to utilising only part of the building for the Library. The developer would not consider this as they would have difficulty letting the residual office space. The City Council could consider taking any residual space. However, it would be at a considerable premium and the Council would in turn have to accommodate the "displaced" Library content elsewhere. **This variant does not therefore represent value for money.**
5.8	The final option considered is to **construct a new building in Centenary Square** on the site adjacent to Baskerville House of 24,000m² size plus the

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creation of new 15,000m2 facility for the archives & history collections at Eastside. It would create a high quality new building, in the "Civic Quarter" but one which could attract external funding. Such a building would be purpose designed and enable modern library standards to be met. It would be a Knowledge Centre comprising lending & reference services and grouped on the themes of arts and creativity, business science and innovation, citizenship and community. Whilst total costs, including both sites, would be slightly less than Baskerville House at £147.4m excluding transitional costs, the net cost to the Council could be considerably less. **It is recommended that the Council proceeds with this option.**

5.9 In both cases outlined in sections 5.6 and 5.8 above, provisions for access to, care and storage for the archive & history collections needs to be addressed. A facility of 15,000m² will be required, providing greatly enhanced public access to the collections and meeting BS5454 requirements. The estimated costs of this component have been included at £42m in the overall figures above. **The preference is for the Archives & History Centre to be housed within a major Birmingham Heritage Centre at Millennium Point.** This has the potential to attract considerable external funding. It could comprise the Archives & History Centre, incorporating the photography collections and a genealogy/family centre. It will have synergies with Thinktank and a Digbeth History Mile.

5.10 Timing is critical. **A new Library on the site next to Baskerville House on Centenary Square and as part of a Heritage Centre in Eastside, is the best remaining option and should be pursued.** It has good outcomes for Eastside and the West End proposals.

5.11 Both aspects of the Library project need to be taken forward as a Development Project with a dedicated Project Manager and team to take both aspects of the project through the detailed design, funding and delivery stages. The feasibility study will mark the first stage for the knowledge centre.

5.12 A feasibility study should be developed between Millennium Point Trust Co and the Council to advance proposals for a Birmingham Heritage Centre at Millennium Point. This would provide a real focus for the development of Eastside as a Quarter for Learning, Technology and Heritage.

6. Evaluation of alternative option(s):

6.1 6 shortlisted options were appraised prior to Cabinet considering the outline business case on 28 February 2005. It was recommended that of these, consideration needed to be given to an affordable solution of 3 remaining options, which are the subject of the report to Cabinet today.

7. Reasons for Decision(s):

7.1 To create certainty regarding the future sites for the Library of Birmingham, advance development proposals for the Knowledge Centre at Centenary Square, and the Archives & History Centre at Millennium Point.

7.2 To enable the two-centre Library of Birmingham to be fully advanced to detailed design and planning stage, funding bids made and procurement advanced.

7.2 To advance the proposals for the Birmingham Heritage Centre at Millennium Point, to be the home for the Library of Birmingham Archives & Heritage Centre.

Signatures

Chief Officer(s): .....

Leader: .....

Appendix 3 Briefing Papers

Briefing Paper 1:	The Library of Birmingham, Vision, Objectives and 12 Models
Briefing Paper 2:	Description of the Options
Briefing Paper 3:	History of Sizes
Briefing Paper 4:	History of Capital Costs
Briefing Paper 5:	History of the Concept Design
Briefing Paper 6:	The Library and Archives Relationship
Briefing Paper 7:	Consultation Findings
Briefing Paper 8:	Gateway Review 0: Strategic Assessment
Briefing Paper 9:	Visits: Learning from Others
Briefing Paper 10:	Shakespeare Library and the Shakespeare Memorial Room

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THE LIBRARY OF BIRMINGHAM VISION,OBJECTIVES AND THE 12 MODELS

The vision

The Library of Birmingham will deliver an unprecedented improvement in the city's library provision. It will be a unique place for knowledge, understanding and innovation through learning, information and culture. Social inclusion is at the heart of the Library, which will reach out to some of the most disadvantaged communities in the city. It will open out access to learning, information and artistic and cultural experience in an independent and welcoming environment. Through written, printed, audio, visual and interactive resources and technologies **the Library of Birmingham will link the people of Birmingham to the world. It will bring the world to Birmingham.**

Responding to the city's vibrant urban communities

The proposals for the Library of Birmingham have been shaped to support and maximise the potential of the city's **strong cultural diversity.** The Library of Birmingham will foster **social inclusion** by creating a new facility that breaks down intellectual barriers, helps to change perceptions of learning and draws in new users from **under-represented and minority groups.** In doing so, the Library of Birmingham will adapt to contemporary ways of learning and respond to the diversity of life-styles in the modern world.

Responding to consultation and research

The proposals for the Library of Birmingham have been informed by considerable consultation and research over the last 3 years. (See Briefing Paper No 7: Consultation) The focus for consultation was to find out what people want from the new library. More than 1,600 adults and 4,000 children and young people from across the city have expressed their views. This includes both current library users and potential new users. **The Library of Birmingham will respond to what citizens told us** and in particular provide:

- Welcoming and accessible facilities in a striking building
- Improved access to the archives, better research facilities and exhibitions
- More computers to support both learning and entertainment
- A wide range of activities available
- Good spaces and resources to support learning work
- Separate spaces for different age groups
- Good and comprehensive publicity and advertising

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Responding to local, regional and national priorities and plans
The objectives for the Library of Birmingham are derived from **local, regional and national priorities and plans**, including 'Taking Birmingham Forward', the draft Community Strategy, Birmingham's Cultural Strategy, Education Plan and Children's Strategy, the West Midlands Economic Strategy, the Department of Culture, Media and Sport 'Framework for the Future: Libraries learning & Information in the next decade' and the 'Every Child Matters' Green Paper.

Objectives
The Library of Birmingham objectives are to:

- be a catalyst for **economic** and **social regeneration**
- **unlock** all the Library's information **assets**
- provide **inspiration** for learning & culture by using the Library's assets
- appeal to and inspire the **widest possible audience**
- **conserve** the Library's assets and collections for **future** generations
- prioritise **children and young people** as future participants in the world economy
- contribute to the lives of **local residents**
- be **responsive** to rapidly changing needs in the information age
- be **sustainable**

The nature of the Library of Birmingham
We have developed twelve models to describe the nature of the Library of Birmingham as a:

- **Learning Centre –** a major learning resource for children, young people and adults
- **Community Resource –** a central point for citizen access and participation, with support to help people realise their personal and democratic rights and aspirations
- **Centre for literature –** open access to the rich experience of reading, underpinning our constant desire to create, grow and liberate our ideas.
- **Memory bank –** it will gather, present and help interpret the collective memory and identity of the city, its communities and surroundings.
- **Cyber entry point –** it will be the entry point to the knowledge and ideas that will be found through the new media and communications networks
- **Centre of diversity –** it will grow out of the multi-ethnic and cultural diversity of Birmingham and the West Midlands, promoting understanding and community confidence
- **Destination for leisure and culture –** it will be an exciting landmark for users and visitors from Birmingham and beyond

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- **Creator of knowledge resources –** it will generate new forms of information in digital formats, sharing its unique collections for learning, creativity and cultural expression in innovative and imaginative ways
- **Promoter of sustainability –** through its own design, management, and operations, and through highlighting relevant global developments in its information and learning services
- **Promoter of Birmingham and the region –** it will be distinctively of Birmingham, a statement of Birmingham's position in the world.
- **Resource inside presented on the outside –** it will project the contents of its collections and services onto the exterior of the centres, the surrounding public open spaces and to community libraries across the city.

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Briefing Paper 2

DESCRIPTIONS OF THE OPTIONS

What they are
What they would do
What they would achieve

The Brief for the Library of Birmingham

The purpose of the **Detailed Architectural Brief** is to provide a detailed specification of the thinking about the Library of Birmingham and the library service of the future. It represents the key briefing paper for the design stage. It is seen very much as a starting point for the design process, a working document to evolve and be developed through the complex design process. The **Detailed Architectural Brief,** as a written record of the thinking around the design, will provide a benchmark against which the evolution of the design process will be checked and measured.

The **Detailed Architectural Brief** is divided into seven main sections. These are:-

- The outline theoretical concept
- A summary space brief
- Initial versions of individual room schedules
- Broad technical standards for the project
- Key performance indicators for measuring the success of the project
- Definition of the outputs from the concept design stage
- Selected background information in a series of Appendices

The Options

1. Eastside with co-locator building

Library - Spatial Allocation: 38,000m²
(Costing not available – anticipated at less than £179.5m, due to physical protection offered by co-locator building).

Co-locator building – Spatial Allocation: 30,000m²
(Costed - as a separate costing from the Library – in the Concept Design Report costings in November 2002 - £70m – Capital cost. Please note that this cost has not been updated to be comparable with the costs in the Central Library Options Appraisal Report).

The Concept Design for the Library of Birmingham at Eastside is the result of considerable research, public consultation and forward thinking about the Library and most importantly what it should deliver. It also represents Richard Rogers Partnership's response to the Project Brief and is recognised as the first and most comprehensive response to date. The Brief requirements were for **a 'flagship'** or **exemplar** building of 41,029m, later reduced to 38,000m² /35,000m² (See Paper 3. History of Sizes**)**. This was to be a **fully integrated library** incorporating all of the services and resources of the library in a **state of the art, flexible** and **energy efficient** building. It was intended that this Concept Design would further inform discussions about the provision of library services, in Birmingham and the region, to create a new model for the public library of the future and respond to the needs and aspirations of its users and potential users.
The Richard Rogers Partnership revisited the, then, Eastside Masterplan, and looked to

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increased the accessibility of the site in terms of the perceptions, in some quarters, that Eastside was not in the City Centre. The main entrance to the Library of Birmingham was placed at the Bullring End of the oval footplate, bringing it adjacent to the Moor Street and Bullring developments. This provides:-

- The library over a smaller number of floors with large footplates
- Adaptability
- Innovative and sustainable proposals for the housing of the Archives, using the prevailing topography to place them 'underground'

The new library model featured a simpler subject division reflecting real concepts to people. Related clusters of subjects were brought together around five broad subject groupings or **Hubs.** These Hubs currently consist of:-

- **Lending –** bringing together lending services and creative reading activities for children, young people and adults
- **Arts and Creativity –** bringing together the Arts, Literature and Music with the Lending Hub as a regional centre for music, literature, creative reading and writing
- **Business, Science and Innovation –** focussing on Business Information, technical standards and Intellectual Property Rights, this Hub will build on the well-established links with the Birmingham tourism and creative industries in supporting business start-ups and new enterprise
- **Citizenship and Community –** providing people with the knowledge and information they need to play a full part in society and make informed choices about life decisions. Themes covered include; human rights, legal information, government and politics, the economy, environmental issues, health information and Birmingham and the UK's place in the world
- **Archives and History Collections –** bringing together archives and other special collections, local history and photography to promote and encourage access and use of the collections and to preserve the collective memory of the City. This Hub will provide a major heritage learning resource, helping to develop personal and community identity and celebrating Birmingham's culturally diverse heritage

The Concept Design, as a response to the Brief, serves the function of being the benchmark against which other designs and locations can be judged. This has resulted in:-

- A Children's Library in a safe but exciting location – on the first floor overlooking the Park
- Designing a predominantly glass building, allowing transparency and accessibility as well to a contemporary style and on a scale which delivers presence
- The roof garden feature – a response to the low lying building being visible from the proposed high blocks nearby.
- The concept design has the potential to make the Library a 'destination' and visitor attraction in its own right.
- A Concept Design set in the context of an amended Eastside Plan allowing the Park to encircle the Library on one side, bringing together with Millennium Point and the historic Curzon Street building, a mix of 19th Century municipal public facilities in a totally new 21st Century setting.

The co-locator building

The concept of the co-locator building was as a linear band of accommodation adjacent to the main library building serving a two-fold purpose:-

- Cultural and Social
- Environmental

It was conceived by the architects as a commercial development. It was viewed that the

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ground floor facilities (e.g. retail) would bring financial benefits to the project. The option to develop the co-locator building in partnership with other public sector or similar agencies, with their potential investment, has been discussed at some length. This was disputed in an assessment by Jones, Lang, and LaSalle. At the time of these discussions, each agency was in the process of rehearsing the potential to fund their own presence. This was the subject of a workshop on May 17th 2004.

The second function of this concept was to serve to acoustically and environmentally protect the library building from the railway line and as a solar shield to the southern elevation of the library.

An added feature of the provision of the co-locator building was the creation of a covered pedestrian 'street' linking the retail development at Bullring with Millennium Point and the wider Eastside area. This would also create the possibility of providing related retail and café activity to further enhance the vibrancy of the environment, offering views and glimpses into the library itself.

Eastside without the co-locator building
Spatial allocation 38,000m²
(Costed in Cabinet Report 25th , Library of Birmingham – Preferred Option, July 2005, Appendix 2: £179.5m – Capital cost)
This option is based on the previous concept design for this site. The one major change is the assumption that the Co-locator building and street would not be constructed. It allows for the acoustic, solar and thermal performance of the Library's south façade to be upgraded to compensate for the loss of the 'protection' of the Co-locator (reflected in the costs).

This would achieve very similar outcomes to the concept design. The impact of the loss of the street would need to be addressed, to ensure pedestrian linkages with the Bullring and wider Eastside area are achieved. This would also affect the potential for retail activity and enhancing the vibrancy of the environment in the near vicinity to the Library.

2. Paradise Circus

Space allocation: Retention of existing library – **24,000m²**
Archives extension – **12,000m²**
Total: 36,000m²

(Costed in the Cabinet Report, Library of Birmingham – Preferred Option, 25th July 2005, Appendix 2: £124.5m – Capital cost)

The objective of this option is to keep the building as up-to-date as possible by carrying out major structural alterations to improve the fabric of the building and its services, to remove some of the physical constraints on the building and to provide an extension for the Archives and Heritage collections. The space requirement for the Archives is the main driver for the scale of the increase in the overall size of the library. This includes expansion for archival and other material requiring secure and environmental conditions. This would be alongside a fundamental improvement in the facilities available for the access and interpretation of the Archive and Heritage Collections.
However, this option would not allow for the introduction of innovative learning facilities and it is not conceivable that it would allow for the innovative use of the new and emerging technologies so vital to the exploitation and interpretation of the collections.
This option would prevent the City from planning the redevelopment of the Paradise Circus.
This option would also attract an extremely limited level of external funding and then only for the Archive and Heritage Collections element, if funding bids were to be successful.
This option represents a 'stand-still' option for the City with little innovative planning for the

Library of Birmingham : Options

future of Library Services in the City.

3. Centenary Square including Baskerville House

Spatial allocation: 22,000m² - Baskerville House
15,000m² - Archives and Heritage Collections

(Costed in Cabinet Report, Library of Birmingham – Preferred Option, 25th July 2005 at: Baskerville House - £110.4m

Archives and Heritage Collections - £42m
Grand Total: £152.4m)

This option comprises the major refurbishment and partial redevelopment of Baskerville House together with a new build adjacent to it on the existing car park site between the Rep and Baskerville House. Whilst there is a possibility of providing the required capacity of m², the available configuration and resulting footplate of a new building would cause these facilities to be spread over a number of floors and would render the design unsuitable for providing an efficient and effective service. Moreover investigations of Baskerville House demonstrated that there were a number of inherent limitations in making use of Baskerville House, which was designed as an office building, making it impractical for library use. These include:-

- Inadequate floor to ceiling heights and poor penetration of natural daylight
- Inadequate floor loadings with prohibitive costs for remedial works – the existing floor loadings were designed for office use (2.5kN/m²) and the existing structure would not be capable of carrying the significantly heavier floor loadings required for library use (6kN/m² for reading areas with shelving and 12kN/m² within stack storage areas).
- Elevated ground floor levels above the external perimeter at Baskerville House and the Centenary Square level. This presents issues for circulation and level access
- The listed status, which applies to both internal and external elements of the building, limiting the scope for remodelling and linkages to the external façade of the building
- Fixed service cores limit the extent to which the floorplates can be adapted

Further limitations for this option centre around:-

- Time pressure – developers completing the building as offices
- An historic building with an existing developer would not sit easily with the PFI funding route should this be chosen

4. The single solution at two centres: The Library of Birmingham Knowledge Centre at Centenary Square and the Library of Birmingham Archives and History Centre at Birmingham Heritage Centre at Millennium Point

Spatial Allocation: 24,000m² on Centenary Square – The Knowledge Centre
15,000m² at Millennium Point – Archives and History Centre
(Costed in Cabinet Report, Library of Birmingham – Preferred Option, 25th July 2005, Appendix 1 at: £147.4m

The concept of the single solution at two centres option is at a very early stage of development. It is intended that this proposal be part of a detailed feasibility study to inform an outline business case for this proposal. This will ascertain overall feasibility and robust costings to enable an assessment on this option to be made on a 'level playing field'

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approach against the previous options.
It is based around two conceptual needs:-

- The opportunity to develop the car park space between Baskerville House and the Rep
    - The total library concept as discussed above could not be accommodated without the disaggregation of the service and contents envisaged in a single library development. It must be stressed that many collections and services are intertwined and not, as often assumed, discrete and separate units. It is conceivable to rationalise the Library at two centres based on placing Archives and Local History collections in Eastside to connect conceptually with Thinktank, Digbeth and the associated histories of the area.
      Leisure, learning and culture (other than local history) services would be located at Centenary Square to connect strategically with the Rep, Conservatoire, Symphony Hall and the Birmingham School of Acting. However, although there are some common users, there are no tangible partnership activities in delivery or performance.
      This site would provide a spatial allocation of 24,000m² at Centenary Square, which would be the maximum allocation without excavating down, extending backwards on the site or building additional floors to provide further space.

5. <u>Single new build library on Centenary Square</u>

Spatial Allocation: 24,000m2 has been considered. This would require the additional provision of 15,000m² of off-site storage

(Option mentioned in Cabinet report, Library of Birmingham – Preferred Option, 25th July, Appendix 1)
NB: This has not been assessed in terms of spatial requirements/feasibility or costs

This option would accommodate leisure, learning and information services and the Archive and Heritage Collections. However, to do so would require the removal of valuable, but not necessarily unique, material to a remote store – the 'legacy' collections, requiring an additional 3-4,000m² of storage. The feasibility of this option has not been investigated in depth. The positive aspect of this option is, that apart from the necessity of storing the legacy collections elsewhere, it would retain the integrity of the whole library and archives service and resources and services would be publicly accessible at one site. It would however, impact on the development opportunities at Eastside and the potential to explore the heritage concept.
To contain the remaining library provision on this single site it would require:-

- A large number of floors, and the associated increase in management and operational costs negating any of the benefits of designing in efficiencies over larger floorplates with fewer floors
- The construction of a building containing a large number of floors would counter informal planning advice which indicate the need for the building to be of a similar height to Baskerville House and the Rep
- Excavating down to provide two or three floors below ground with the associated costs. No feasibility work has yet been done to determine the viability of this approach given the recent nature of the introduction of this proposal in the Options Appraisal Process
- Extending backwards on the site – this would require the loss of City Gardens. This would be likely to be met with opposition from the residents of the adjacent tower blocks. Such an extension would also require the removal or diversion of Cambridge Street and potentially the loss of the Cambridge Street car park and associated future revenue for the City

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- The provision of an off-site store for the legacy collections estimated at 3-4,000m², although this would need to be subject to a detailed feasibility study.

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Briefing Paper 3

HISTORY OF SIZES

This history of sizes for the Library of Birmingham charts progression from the current Central Library through to the present options under consideration through Library of Birmingham Project documentation and at key stages in the development of the Project

Current Central Library (24,676m²) Calculated September 1999

- The current Central Library is 24,676m².
- This figure represents the Central Library Gross Area ie:- it is inclusive of internal wall and columns but excludes external walls
- This figure was verified in a survey undertaken by Birmingham Design Services in 1999. Ref: Project No.30403 – Central Library Floor Area
- There are 10 levels in the Central Library including loading bay and basement areas. Of these, 8 levels are public.

Prospectus (30,000m² +) Estimated January 2001

- The Library of Birmingham Prospectus contains the vision and preliminary background information on the new Library of Birmingham
- Initial thoughts on the projected size for the new Library of Birmingham were underway at this stage and early tentative estimates were that the new library would need to be in the region of 30,000m² +/- 10%. This informed guesstimate was based on knowledge of the current Central Library and that additional space would be required for better collections storage and to deliver services in new and innovative ways.
- The Prospectus lists a range of current and recent city library projects of broadly the same size as the projected Library of Birmingham, between 25,000m² and 35,000m². These indicate that the proposals for the Library of Birmingham were grounded in operational reality.

Outline Architectural Brief (34,807m²) March 2001

- The Outline Architectural Brief (OAB) for the Library of Birmingham developed the thinking in the Prospectus and provided more information for the short-listed architectural practices.
- While the OAB stated that ideas on the overall space requirements were still evolving it identified an initial space requirement of 34,807m².
- This requirement was included in an Initial Space Projection Table. This table summarised the existing space allocation in the current Central Library and where this space would stay the same, increase or decrease in the new Library of Birmingham.
- The OAB indicated that a confirmed spatial allocation would be included in the Detailed Architectural Brief (DAB)

Detailed Architectural Brief (First freeze 35,072m²) 16th July 2001
(Second freeze 41,029m²) 13th August 2001

- The Detailed Architectural Brief (DAB) evolved from the Prospectus and Outline Architectural Brief and provided the detailed specification for the new Library of Birmingham. The first freeze of this document was dated 16th July 2002 and this was the key briefing document for the selected architects, Richard Rogers Partnership to produce the concept design.
- The space requirement in the Initial Space Projection Table for the First Freeze was 35,072m². As in the OAB, this table summarised the existing space in the current

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Central Library and where this space would stay the same, increase or decrease in the new Library of Birmingham.

- Following the first freeze of the DAB , RRP took all the areas identified in the DAB and represented this information in a tabulated format – a Schedule of Areas
- The Library of Birmingham Team worked on the detail of the projected space requirements as listed in the Schedule of Areas and this resulted in an increase of space required from 35,072m² to 41,029m².
- The Detailed Architectural Brief was subsequently frozen for a second time on 13th August 2002 with an overall space requirement of 41,029m². This is the basis on which the concept design was developed.

Concept Design (41,029m²) and Gleeds costings of the Concept Design (38,000m²) May to November 2002

- The Concept Design Report presents an architectural concept based on 41,029m²
- In the latter stages of the Concept Design stage when the Concept Design was being costed by Gleeds it was agreed at a Library of Birmingham Design and Development Meeting that the cost of a 41,029m² library might be prohibitive.
- The Library of Birmingham Team informally identified ways in which the size could be reduced to 38,000m² and 35,000m² respectively and it was on the basis of 35,000m² that the Concept Design was costed.
- At this stage an allocation of 3,000m² had been given in the DAB for plant. It was anticipated that for the Library of Birmingham, Combined Heat and Power (CHP) facilities would be available negating the need for large areas for plant. The allowance was, however left in the overall space projections, largely as a contingency in case CHP does not materialise.

Space Planning Exercise (40,154m²) July to November 2003

- Following the Concept Design, RRP were further contracted to work with BCC between July and November 2003 to test out the Concept Design in terms of Space Planning. The exercise involved more detailed work than would normally be done at concept design stage.
- The purpose was to review, test and develop the areas and spatial planning within the Concept Design and to investigate whether the proposals would fulfil the objectives and functional requirements of the DAB. It would test out whether the LoB Team's suggestions on how the overall size might be reduced to 38,000m²/35,000m² were viable and enable the LoB Team to take any appropriate measures to amend the Brief accordingly to ensure that the overall scheme would meet the twin demands of Brief and budget.
- The functional areas shown in the DAB had largely been based on the current Central Library and by this stage in the project and after much consultation, a new picture was emerging for the reconfiguration of services which pointed to a range of different requirements and a more developed view of potential new layouts.
- A detailed work programme was set up with RRP involving Central Library service managers. Needs and requirements were evaluated and quantified including detailed re-evaluation of stock, shelving and public reading room requirements.
- Although the Space Planning Exercise resulted in a new Schedule of Areas with an overall spatial requirement of 40,154m², it nevertheless delivered some invaluable information and recommendations. Some areas eg. Archives and Heritage collections were interrogated in far greater depth than had been possible previously and the outcomes of the Space Planning Exercise have informed the subsequent Central Library Options Appraisal
- Following the Space Planning Exercise the LoB Team was working on amendments to the DAB in readiness for the next stage of the development of the project,

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Scheme Design. This work was put on hold with the change in administration and the requirement to undertake a new Central Library Options Appraisal.

Central Library Options Appraisal (38,120m²) Autumn 2004 to the present

- Following the change in administration in June 2004 work was undertaken to assess all potential options for the new library and this culminated in the Central Library Options Appraisal Report and the two Cabinet Reports of 28th February 2005 and 25th July 2005.
- All of the options for a single site library in the Options Appraisal were assessed against the original specification as set out in the DAB and against the same overall spatial requirement of 38,120m².
- This was in line with the outcomes and costings of the RRP Concept Design and it retained the 3,000 m² allocation for plant (see above).
- Variations to the overall spatial requirement of 38,120m² are only applicable to those options in the Options Appraisal that involved disaggregation of the the Library resources and services to split sites.
- For the options on more than one site, the overall spatial requirements increase due to the need for more than one building, the loss of economies of scale and the necessary and unavoidable duplication of some services and facilities.
- The spatial requirements for the options currently under consideration in the Overview and Scrutiny Review listed below

Spatial requirements for each of the options

Options	Notes	Total
Paradise Circus Refurbishment and extension of existing library	24,676m² existing library plus 12,000m² for Archives and History Collections extension	36,676m²
Eastside i) with co-locator ii) no co-locator	While included in the concept design, the co-locator building was not included in the library spatial allocation. The co-locator building was 30,000m²	 38,120m² 38,120m²
Centenary Square i)including Baskerville House	22,000m² available at Baskerville House refurbishment plus 15,000m² for Archives and History Collections	37,000m
n.b. Single solution at two centres– new library exemplar at Centenary Square with Archives and History Centre at Millennium Point	24,000m² for exemplar library (Knowledge Centre) on site between Rep and Baskerville House plus 15,000m² for Archives and History Centre at Millennium Point	39,000m²

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iii) New library exemplar at Centenary Square with off-site storage n.b. option iii) was mentioned in Appendix 1 of the Cabinet Report 25/07/05 but was not assessed in terms of spatial requirements/feasibility and it was not costed	30,000m² for exemplar library including Archives and History Collections at Centenary Square with 'legacy' collections in off-site storage c3000- 4000m²	c33,000 – 34,000m²

Note : Figures quoted in this Briefing Paper are actuals – In the Cabinet Reports and Options Appraisal Reports these have been rounded up to the nearest thousand.
CR/FD August 2005

Briefing Paper 4

HISTORY OF CAPITAL COSTS ASSOCIATED WITH THE LIBRARY OF BIRMINGHAM

Introduction
This chronology of capital costs for the Library of Birmingham charts developments from the start of the project to the present and provides the costs for all of the options that are to be reviewed in the Scrutiny process. Other costs, particularly revenue costs,impact on the total cost of each option. These are included in the Options Appraisal and the Cabinet papers. Throughout the history of the project the capital costs have been the subject of much speculation and have frequently been misinterpreted or inflated. There is much anecdotal evidence to which all parties have contributed – officers, members and the media. This has led to assumptions that the costs for the Library of Birmingham have escalated to over £300million and it has also led to spurious newspaper headlines and articles. In some quarters these inflated figures are now regarded as fact.

Pre Concept Design (1999) £70 - £100 million (construction costs)
In 1999 when the idea of a new library emerged it was necessary to estimate the potential costs of building a new library. The figure of £70 - £100 million (construction costs) was published at this time, before the appointment of an architectural practice to undertake the work on the development of a Concept Design. This figure was based on earlier indications of construction costs based on similar projects in the 1990's in North America and Vancouver, Canada. The difference in building costs between UK and USA were taken into account.

Concept Design (2002) **£130 million (excluding fit out)**
£154 million (including fit out)

Concept Design:Space Planning (2003) **£163 million (including fit out)**

Notes	Source of cost	Cost of library
• Concept Design launched in Nov2002. A figure of £130 million based on a 35,000m² library was published. • This **included** construction, fees & inflation and **excluded** fixtures & fittings, financing costs, transition costs and ICT equipment and cabling. • Costs include projected inflation(up to 4th quarter) 2007 • The figure was rounded down from £132 million and was presented to Cabinet on 20 January 2003	Gleeds	**£130 million**
• The Concept Design was also costed with the **inclusion of** furniture and fittings and ICT application. The total then became £154 million	Gleeds	**£154 million**

Additional notes

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- The Gleeds original cost estimate for the Concept Design was **£170 million.** This, however was based on a library of 41,029m² fully fitted out. This figure was reduced from **£170 million** to **£154 million** (fully fitted out) to **£130 million** (excluding fit out) as the library was scaled down from 41,029m² to 35,000m². (see Briefing Paper No 3: History of Sizes)
- The cost of the overall development i.e. – the library building, the co-locator building, the viewing platform tower and cylinder building – was also estimated by Gleeds. Apart from the co-locator building, these elements were notional and although costed, they were never worked up in the same detail as the Library Concept Design and were never part of the capital Library costs. The co-locator building, separately costed at £70 million, was conceived by the architects as a commercial development and the other elements were conceptual.
- When the library was costed at **£170 million, £154million and £130 million** the overall development was costed at **£236 million, £228million and £221.5million** respectively**.**
- It was these costs for the overall development that were variously quoted as being likely to reach **£300million** when the excluded costs were taken into account. This figure was misinterpreted and represented as being the cost for the Library and was subsequently misquoted in different forums . The press also misquoted this figure in numerous articles.
- Following the Space Planning Exercise in 2003 (see Briefing Paper No 3: History of Sizes) Gleeds carried out a further cost exercise based on 38,000m². The **£154 million** quoted above for the cost of the Concept Design including fit out increased to **£163million.** Gleeds noted that "*the cost effect of the Space Planning is neutral*." "*The main component of the increase in cost is due to the revised programme assumptions, principally stemming from the fact that 2003 has passed without a start to Scheme Design, thereby effectively pushing the anticipated construction start date back in excess of 12 months"*

Costs for options under consideration in the Overview and Scrutiny Review

- The Central Library Options Appraisal was carried out in Autumn 2004 with the Report being produced in January 2005. A range of options were assessed and costed in this Appraisal and a report presented at Cabinet on February 28th 2005.
- Following this, work continued on 3 remaining options and a further report was presented at Cabinet on July 25th 2005 the outcome being the Overview and Scrutiny Review. The costs for the options being considered in this review are below.

Option	Notes	Source of Cost	Cost
Eastside i)with co-locator building	As per Concept Design but following Space Planning 38,000m². See note below also. The co-locator building was costed separately at £70million.	Gleeds	**Not costed – expected to be less than without co-locator.**
ii)without co-locator building	Library design modified to compensate for the loss of protection afforded by Co-locator.	Gleeds	**£179.5m**
Paradise Circus Retention of existing	Existing library 24,000m² Extension 12,000m² Total 36,000m²	Gleeds BCC	**£124.5m**

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Library with extension For Archives			
Centenary Square including Baskerville House	Baskerville House 22,000m² Archives & Heritage15,000m² Total 37,000m²	BCC/ Targetfollow	**£110.4m** **£42m** **Total £152.4m**
Centenary Square Single solution at two centres Centenary Square + Millennium Point	Centenary Sq 24,000m² Archives & History at Millennium Point 15,000m² Total 39,000m²	BCC	**Total £147.4m**
Centenary Square Single new build on Centenary Sq + off-site storage	New build 30,000m² Off-site storage 3-4,000m² Total 33 – 34,000m² **Note : not assessed in terms of spatial requirements/feasibility or costs**	See notes	**See notes**

Additional Notes

- The increase in the cost for the Eastside option to **£179.5 million** from the amounts quoted above for the Concept Design , **£130million** (excluding fit out) and **£154 million** (including fit out) is attributable to rises in materials and construction costs, increased specification to provide increased acoustic, thermal and solar performance to the Library's south façade, and the fact that the anticipated construction start date continues to be pushed back.
- Gleeds were appointed as cost consultants for the capital costs at the Concept Design Stage and for continuity during the Options Appraisal Stage until its completion and production of the report in January 2005. Jura also worked on all of the financial aspects of the Options Appraisal.
- BCC worked on the costings for the more recent options involving Baskerville House and the single solution at two centres option.
- The specification for the Library as outlined in the Detailed Architectural Brief is 38,000m². All options in the Options Appraisal were costed against this specification. Options relating to Baskerville House and the Single solution at two centres option were introduced at a later stage and although the specification is the same the outcomes regarding the total number of metres required varies, depending on the opportunities/constraints of each site.

CR/FD 25TH August 2005

HISTORY OF THE CONCEPT DESIGN

History of the Concept Design – The Richard Rogers Partnership (RRP) and their role, the Prospectus and the Concept Design.

Background and Context

- It has been known for some years that the current Central Library has been in a poor state of repair and that considerable investment would be required to repair and extend the building in order to simply bring facilities up to date. In the late 1990's the Head of the Central Library was working with senior Central Library Mangers on proposals for this work, the **Central Library Development Plan.**
- In 1999 the idea emerged for a replacement library as part of the Eastside development. As well as the potential to provide a new library for Birmingham this would also release the valuable Paradise Circus site for redevelopment. The Economic Development Department (EDD) saw positive opportunities here in terms of economic regeneration and the creation of jobs and they did some early work on office development.
- It was agreed that an architect be employed to develop a Concept Design. It was the intention that the work on the Concept Design would allow the City a visible image and a benchmark against which to make a judgement
- The formative thinking in the **Central Library Development Plan** was further developed and the early vision for the Library of Birmingham was embodied in the **Prospectus.** This was the key tool used to recruit the architects.

Selection of the Architects

- The selection process was rigorous and followed the City's procurement regulations. The Corporate Procurement Service managed the formal documentation and was also present on the Recruitment and Selection Panel.
- The **Prospectus** provided the vision and the background information architects would need to submit an initial Expression of Interest
- An advert was published in the European Journal inviting architectural practices to tender for the work on the Concept Design and 60 internationally recognised architectural practices submitted an Expression of Interest.
- From these, 7 practices were short-listed and they subsequently attended a Familiarisation Day in Birmingham on 15th March 2002. Interviews were held on the 16th17th and 18th April 2002. Each of the applicants was given a copy of the **Outline Architectural Brief.** This builds on the **Prospectus** and provided more detail for the architects to work up their submissions and presentations.
- 13 people were involved in the evaluation process and the interview. There were two panels, a main panel and a technical panel and a set of evaluation criteria which the architectural practices were assessed against
    - experience of designing major public buildings
    - technical competence
    - experience in 'green' design
    - resources
    - expertise and understanding of the requirements for the Library of Birmingham
- BCC stressed throughout the recruitment process that it was **not** holding an architectural competition in that it was **not** seeking design proposals for a new library as part of the selection process. What it was seeking was an architectural

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practice that could work in partnership with the city to develop a design to meet the City's needs.

- TheRichard Rogers Partnership (RRP)was duly appointed to work with BCC to develop an overall design concept for the Library of Birmingham for an initial period of 6 months from May to November 2002.

The brief for RRP

- The project brief for RRP is contained in the **Tender Document: Contract No.M2139, Architectural Consultant for the New Library of Birmingham**
- A **Detailed Architectural Brief** (DAB) was produced by the Library of Birmingham Team to facilitate the Concept Design stage. The DAB builds on the earlier work and vision contained in the **Prospectus** and the **Outline Architectural Brief.**
- The DAB was regarded as a working document to be developed throughout the Concept Design stage. It was not seen as prescriptive but rather was intended to bring the architects up to speed with thinking and to act as a foundation for a joint approach to developing a practical and affordable concept design. During the first few months of the partnership between BCC and RRP the DAB underwent two freezes on 16th July and 13th August 2002. This was in order that the architects and cost consultants could complete their work for the Concept Design stage.
- The vision for the Library of Birmingham is set out in the Objectives and the 12 'models'. The concept design stage was envisaged as a key part of the process to synthesise all of these 'models' into a coherent and organic concept.
- The appointment of RRP therefore represented a critical stage in the definition of the project and for cross checking the aspirations for the Library of Birmingham against financial, political, architectural and master-planning parameters.

The Concept Design

- RRP's response to the Project Brief is set out in the **Library of Birmingham Concept Design Report Nov 2002.**
- Initially RRP worked on the library in its urban setting in the context of Eastside and in particular the connections to the city centre. This necessitated considering a wider area than the original site and took into account the two masterplan documents:- **H.O.K. Eastside Birmingham Masterplan** and the **GVA Grimley Plans Documents, Masshouse Redevelopment Birmingham.**
- RRP based their proposals on information provided by the Eastside Team and the City Planning Department with regard to the elements of the masterplans that were fixed and which could be modified.
- This led to a design with 5 main elements :-
    - The linking of Park St Gardens and the new park proposed in the HOK masterplan to form a broad sweep of green space linking the Bullring and Millennium Point, creating a setting for the Library
    - The reconfiguration of the HOK masterplan to create a defined edge to the park. At ground level the arcade that has been created at Millennium Point will be continued around the park to provide a location for shops and cafes and to animate the park
    - The creation of a street within the plan of the library to create a covered link between the Bullring and Millennium Point
    - The creation of a building for co-locators as a commercial development to protect the library from the noise and pollution of the railway, as well as from direct sunlight from the south
    - The definition of an elliptical floorplate for the library that responds to the sweep of the park

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- These design proposals were presented on 21st June 2002 to BCC. The scheme was favourably received and RRP were instructed to proceed to Concept Design.
- While RRP were the architects for the Concept Design the rest of the Design Team were BDSP: Environmental and Services Consultants, Arup: Structural Engineers and Gleeds : Quantity Surveyors. BCC advised on Eastside and Traffic Engineering.
- The DAB required the concept design to achieve overall defined sustainability objectives as laid out in Birmingham's **Sustainability Strategy and Action Plan 2000-2005.** The environmental design philosophy outlined in the Concept Design provided an opportunity to demonstrate how the new library building would demonstrate the qualities of 'good' design, 'intelligent' design, 'responsible' design and 'sustainable' design. It was part of the philosophy that the new library would be a sustainability demonstration project and play a key role in communicating with and teaching others about sustainability issues.
- The co-locator building was also designed as part of the response to the sustainability brief. The library and the co-locator building would have a 'symbiotic' relationship – with one benefiting from the other. In the case of the library, the co – locator building would not only act as an acoustic and safety barrier from the adjacent railway lines, but also as a solar shield to the southern elevation of the library. The co-locator building would benefit from the large oversailing roof of the library that offers protection to the public street separating the co-locator building from the library.
- Once the overall parameters of the design within the Eastside context had been set, the architects then turned their attention to those key aspects of the Brief that demanded an innovative design to create a new model for the library service of the future. The response to the objectives and 12 models (see Briefing Paper No 1) was:-
    - A fully integrated library which was flexible and adaptable
    - A welcoming and accessible design which used glass so that the inside of the library would be visible from the outside
    - A library with a large flootplate and a small number of floors. This would enable effective service delivery from an operational perspective and help the users to find their way around the library intuitively
    - Innovative use of the opportunities afforded by the site e.g. sustainable use of the levels on site to house Archives 'undergound', children's library on the first floor , overlooking the park and with a safe 'play' deck
    - Creative use of spaces for multi purpose use e.g.performance, exhibitions
- The Concept Design was completed and presented at a public launch in November 2002

Impact of the RRP Concept Design

- In terms of urban design, the RRP Concept Design for the Library of Birmingham has had a considerable impact on the Eastside Framework.
- In January 2004, BCC and RRP presented the Concept Design and the proposals for Eastside and the New Park to the Design Review Committee of CABE (Commission for Architecture and the Built Environment). CABE's response was positive. *'this proposal constitutes a first class response to the Brief', 'it has the potential to be a powerful attractor for the Eastside area','we think that the designs presented by the architects could form the basis of some fantastic spaces', 'the proposed library is a strong and elegant design which has the potential to be an extraordinary asset for Birmingham'*

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Selection Stage:

Main Panel
Cllr Ian Ward (Cabinet Member for Leisure, Sport and Culture)
Cllr Andy Howell (Deputy Leader)
John Dolan (Assistant Director, Library and Information Services)
David Pywell (Strategic Director for Regeneration)
Emrys Jones (Chief Planning Officer)
Judith Elkin(Dean of Faculty of Computing and information studies, UCE)
Peter Carolin(Commission for the Built environment) Panel Adviser

Technical Panel
Brian Gambles(Head of Central library)
Julie Leah(Head of Property & Projects, Leisure and culture)
Chris Cronin(Principal Architect, Urban Design)
Alan Bishop(Development Manager, Eastside)
Alice Marlow(Sustainability Team Leader, Environmental and Consumer Services)
Mike Smith (Procurement Manager, Strategic Services)

Concept Design Stage

John Dolan(Assistant Director, Library and Information Services)
Richard Green(Strategic Director, Eastside)
Emrys Jones(Chief planning Officer)
Andrew Kerr(Strategic Director for Leisure and Culture)
Julie Leah(Head of Property and Projects, Leisure and Culture)
David Pywell(Strategic Director for Regeneration)
Paul Spooner(Strategic Director for economic Development)
Ian Ward(Cabinet Member for Leisure, Sport and Culture)

THE LIBRARY/ARCHIVES RELATIONSHIP

Purpose

To discuss the different advantages of creating the Library of Birmingham in a single venue or at two centres with the Archives and Heritage at Millennium Point.

The role of Archives and Heritage within the Library

As the City's collective memory, the Archives and Heritage collections have a role to play in providing a framework for our understanding of the past, in underpinning our sense of personal and community identity in the present and in shaping our future by supporting social, cultural and economic diversity and regeneration. This role further supports the development of a culturally relevant service based on the principles of social justice and equity of access for all.

Through exhibition and interpretation, the collections will be open to learning of all kinds from academic research, social observation, creative interpretation and as a leisure and informal learning experience. Adding value as a visitor attraction, the collections will reach new audiences; new generations will have the opportunity not only to witness the collections as an historical account but to re-interpret them in the light of contemporary issues. For example the **'Connecting Identities'** project which links documentary photographic archives, contemporary photographers and disaffected young people, to create a current and innovative 'story' of their local community.

Describing the Central Library Model

There is a perception that the main elements of the library today namely:-

- **Archives** - Manuscript, original, unique material. Public, statutory, business, community, family and personal records
- **Reference** – Monographs (Books), journals, ephemera (Pamphlets, leaflets, posters etc)
- **Lending services** – Contemporary monograph (Book) and other media e.g. music, DVD's etc

are stand-alone, discrete elements with little connectivity. However, in terms of the way in which users perceive and make use of the library and the ways in which the library functions, this is clearly not the case as evidenced in the user consultation (See Briefing Paper No.7. Consultation).

In reality the actual and potential synergies and overlaps between these basic elements are countless and all are set within a context of **information** and **learning**.

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Archives
A major heritage resource. Late C20th to the present day archives and records - bringing together archives and other special collections, local history and photography. Promoting access and use of the collections and preserving the collective memory of the City.

Reference
A city - & regional – centre for the Arts, Literature and Music, a focus for Business Information, Science and the creative industries, supporting business start-ups and new enterprises. Providing the knowledge and information needed to enable citizens to play a full part in society and to make informed life decisions

Lending for learning & leisure
Resources for adults – literature and creative reading, writing. Books, music, film and other media. For leisure interests, information and learning or study support.
[**Dedicated] Children's area** –children, young people, parents & families. Resources as above; with homework support, creative activities. Information for young people and adults

So for example, the **Photography Collection**, whilst being a collection in its own right, has synergies with:

- the **Archives** (in both subject content and physical and technical requirements of collection management)
- the subject of Photography as an **art form**. The technical aspects of image making in the digital age
- with **lending and reference** elements of the service to give access to all the related resources associated with the subject

Scenario
The following scenario further illustrates some of the different aspects of accessing information through the two settings:

Library of Birmingham : Options

Scenario
Someone interested in the life and works of Benjamin Zephaniah, (prominent performance poet, novelist, playwright and musician, lived in Handsworth, Birmingham), would need to use information from:

Single location
• **Reference Library –** using Local Studies and Arts, Languages and Literature for information on his life and works, creative writing workshops etc • **Lending Library–** examples of his writing and music for adults • **Children's Library –** examples of his writing and music for children and young people • **Archives and Photography Collection –** Family History in Birmingham, information about his life and origins, more contemporary photographs of his performances • **Social sciences** – Political aspects of and issues associated with his work • **Library Auditorium/theatre –** live performance of his work, author/poetry, book signing events

Single solution at two centres	
Knowledge Centre	***Archives & History Centre***
• Using Local Studies and Arts, Languages and Literature for information on his life and works, creative writing workshops etc • Family History in Birmingham, information about his life and origins • Books illustrated with photographs • Political aspects of and issues associated with his work • live performance of his work, author/poetry, book signing events (Subject to feasibility study)	• Family History in Birmingham, information about his life and origins • Photographs of his life and performances • live performance of his work, author/poetry, book signing events (Subject to feasibility study)

With the **Single solution at two centres:**

- it would not be possible to see all of the original, relevant material together in one place at the same time without prior arrangement or delay whilst resources were transferred between centres
- Some of the unique Archive material could not be transferred due to security, storage and special handling conditions.
- the user would need to physically move between the two centres to use all of the appropriate material
- The use of new technologies will help in this process e.g. scan and send, but will **not be able to satisfy the need to use primary source materials alongside a range of other archive and contemporary material in the same place at the same time**

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The co-location of all services on one site clearly provides benefits in terms of:

- **The user**
  - **Access -** synergistic opportunities providing a more appropriate and suitable learning and information environment for users with services and resources together in one location.
- **Service delivery**
  - Greater efficiency
  - Quality of provision both in terms of resources and the 'pooling' of staff knowledge and expertise
  - Quality of archive use/display
  - Quality of storage/conservation
- **Economies of scale**
  - Storage requirements/conditions
  - Duplication of services and resources
  - Operational costs - e.g. duplication of staffing, heating and lighting etc
- **Future users**
  - For current users, history is focussed on the 19th century, social, economic change, industrial revolution, up to World War II.
  - Birmingham's young population, recent history and new technologies will, *in addition*, make individual and community histories more international, global.

The Archives and History Centre at Millennium Point

With the option of a Single Solution at Two Centres the city archives, local history and documentary photography would be housed together in a facility in or adjacent to Millennium Point. This would open up new synergies with *Thinktank* based on the City's science history – particularly the 19th to 20th century industrial history. Jointly located in the geographical area most closely associated with the early history of the city itself, this early history of the city of Birmingham will be told through the regeneration of the Eastside area and Digbeth.

One of the national collections of photography, the Birmingham Photography collection features collections dating from 1841, and the early years of photography, to the late 20th century social and topographical photography. Issues of contemporary concern are seen in new commissions in photography and image making. Their unique strength as documentary photography adds to the potential for the study of illustration of social issues both historic and current.

This option resembles the County Record Office model which sometimes includes local history but never such collections as the Birmingham Photography Collection. The documentary photography would not include learning resources associated with photography and image-making as studied now e.g. for creative industry, medical, space, science etc. These would be found at **The Knowledge Centre.**

Genealogy and family history is a growing "industry" through which many people are seeking to trace their personal heritage. This is already one of the most popular uses of the Central Library and facilities will be enhanced in the new Archives and History centre. The study of family history to interpret a wider social, industrial, economic history will be extended by virtue of the shared interpretation of the Birmingham story in the local area.

This view of learning through heritage adopted by current generations of older citizens is also studied by young people in the school curriculum to promote inter-generational understanding. As the Archives and History Centre is conceived and developed it must

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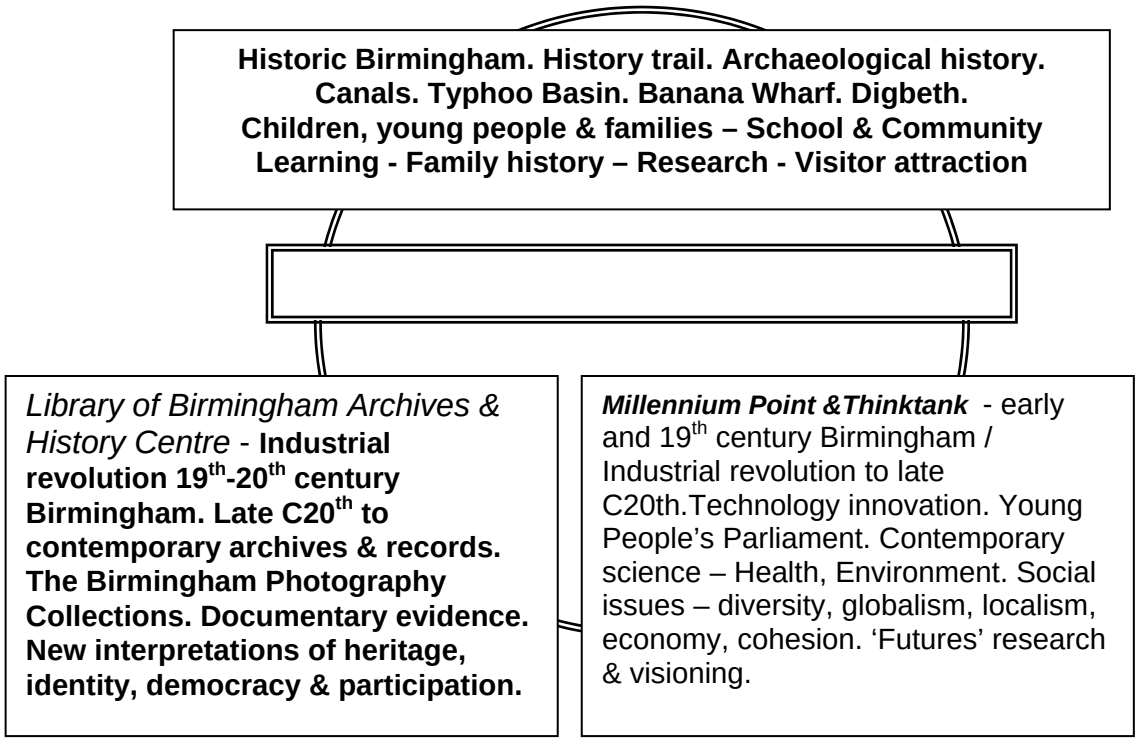
project a future strategy for the study of local history. Future family and community history will itself be more diverse as the study of personal, family and shared heritage reflects the changing and diversifying demography of Birmingham and the country. Genealogy will reflect an early family history that happened outside Britain and infused patterns of migration that characterise social change at the end of the 21st century. In the [post-] Internet era, personal histories will be increasingly global.



Both the *Library of Birmingham Archives and History Centre* and *Millennium Point / Thinktank* will advance their services for the interpretation of history as history itself moves on. This is a challenge they can share in the strategy for their future sustainability.

Social, cultural and economic history will have international dimensions and similarly, genealogy will extend further to be an international as well as local search. If the Single Solution at two Centres becomes the chosen option the strategy for the Birmingham Heritage Centre must reflect this wider vision so as to remain relevant and attractive to future communities of users.

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Briefing Paper 7

CONSULTATION FINDINGS ON THE LIBRARY OF BIRMINGHAM

1. INTRODUCTION

- The starting point for the development of the project was to consider what the Library of Birmingham will need deliver in the decades to come. Staff and public consultation began early on (Spring 2002).
- **The primary aim was to find out about the needs and aspirations of local people for the new library.** Consultation with children and young people, as future participants in the world economy, was a particular priority. The results have provided a critical resource, ensuring that proposals respond directly to what people told us.
- Consultation undertaken did not ask directly about possible specific locations. Instead, questions sought to identify people's transport preferences and how far they would be willing to walk from the bus stop/ station/car park.
- Although not specifically sought, the consultation did yield some feedback on the issue of location. This was against the backdrop of the single site solution at Eastside as visualised by the concept design prepared to assist public debate.
- All the consultation described here precedes the two centre solution now proposed. However, it should be noted that consultation to date does indicate public opinion that 'The archives and library are good together and should be kept together, whatever happens with the Central Library' (see 3.3 below).

2. WHAT DID THE CONSULTATION INVOLVE?

The consultation undertaken can be grouped into four broad headings:

- **Specific consultation with library users and potential users** on their views on the need, desires and expectations of the Library of Birmingham. This consultation involved over 1665 adults and more than 4,000 children. Specific consultations on the Archives and History collections and on environmental issues were also undertaken. Consultation took a variety of forms. (More detail in section 3 of this report).

- **Ad hoc research**, included:
    - CIPFA Children's Plus Survey – a question on the Library of Birmingham was included in this annual local survey.
    - Perceived Barriers to the use of Central Library – work with young people in Youth Clubs and Teenage Reading Groups
    - Consultation exhibition in Central Library
    - Two consultation events, including presentations and debate, with important organisations that focus on specific issues: the Birmingham Sustainability Forum and Birmingham Forward (a professional federation for private services including law, finance and architecture). (More detail in section 4).

The results were analysed by a research student commissioned for the task who prepared **comprehensive reports** on the findings in June 2003,
covering adults, children & young people and public perceptions, needs and desires of Birmingham's archives and historic collections .

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In addition, the following consultation was undertaken:

- **Staff consultation**
  This began in Autumn 2002 and early findings were published in a staff newsletter (27 November 2002). (More detail in section 5).

- **Vector market research survey.** Conducted in June 2003 by Vector Research Ltd, this street survey involved over 776 interviews with people age 16 + in twelve locations across the city. Vector's report of January 2004 is contained in Appendix G of the Central Library Options Appraisal Report. (More detail in section 6).

3. SPECIFIC CONSULTATION WITH LIBRARY USERS & POTENTIAL USERS
The following summarises consultation to date and indicates how the findings have informed the development of the Library of Birmingham project. The focus of consultation was to find out what people would wish a new library to be like. This centred on:

- What should the Library look like?
- How should the Library feel?
- What should be available in the Library?
- What kinds of spaces, rooms or areas should there be in the Library?
- What other facilities should be in the area?

3.1 Consultation with adults
More than 1665 adults – including existing Central Library users and non-users - contributed their views on the need, desires and expectations of the Library of Birmingham. Consultation took the form of **written** comments received by letter, e-mail, via the Library of Birmingham web site or via postcard questionnaires* distributed to libraries across the city, and **discussions and focus groups** with Birmingham Libraries users and potential users and members of staff at a wide variety of events.

* Examples of the postcard questionnaires are available with this paper.

3.2 Consultation with children and young people.
More than 4,000 children and young people aged 0 to 18 have been directly consulted about their needs, desires and expectations of the Library of Birmingham. Methods chosen ensured a broad spectrum across gender and age ranges, different areas of the city and library users and non-users.

Consultation included:

- School, sixth form and college discussion groups.
- Responses to the web site questionnaire.
- A debate involving 150 children age 10 to 14 at the Young People's Parliament.
- Consultation with Looked after Children.
- Comments on the Centre for the Child 'Wall of Wishes'.
- Discussion groups held at three youth clubs and two Behavioural Support Centres.

These activities were supplemented by a modified Children's PLUS survey in which an additional set of questions sought children's views on the future of the library.

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Community needs identified and Library of Birmingham response

What adults, children and young people told us they want in the new Library of Birmingham:	Library of Birmingham response:
More computers to support both learning and entertainment.	Birmingham's younger population invites technical innovation. New facilities will need to increase the capacity of the existing provision, with more people being able to access more computers and the internet. New facilities should include new technological applications for music services and the Archives and Heritage Collections, opening out access and greatly enhancing interpretation.
A striking, welcoming and accessible building	The City Council is committed to new build and will take the opportunity to create a landmark presence for the Library of Birmingham . The new building will need to incorporate a spacious and inviting foyer for displays, exhibitions and informal encounters. It must comply with all recommended guidance on design quality and be an exemplary building.
A wide range of activities available	The Library of Birmingham will need to extend and build on existing activities to provide fully comprehensive facilities aimed particularly at local communities/ markets.
Good spaces and resources to support learning work	As well as generic library provision, the Library of Birmingham will be reconfigured to offer 'hubs' reflecting contemporary learning themes. The floor spaces will be designed for maximum day-to-day flexibility and will be adaptable to long-term social, learning and technological change.
Separate spaces for different age groups	The Library will have dedicated areas for children and young people and it must respond to the needs of adults and older people, who have placed strong emphasis on local and family history.
Good and comprehensive publicity and advertising	Building on substantial consultation, the development of the project and the opening of the new library will be accompanied by a public information and promotional campaign, as part of an on-going dedicated marketing plan. This will dove-tail with wider communication activities undertaken by the City Council and partner organisation.

3.3 Consultation on the archives and historic collections

Public consultation has also yielded a significant amount of information relating to Birmingham's unique and extensive Archives and Heritage Collections. Key themes emerging from consultation in discussion groups and with individuals were identified in the report as follows:

- The collections in the Central Library are seen as a part of the city's cultural heritage and are valued by individuals and groups, regardless of whether they use them;

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- The collections in the Central Library, particularly the archive and historic collections, should be maintained, developed and enhanced;
- The archives and library are good together and should be kept together, whatever happens with the Central Library.

Key findings are summarised in the table below.

Improvements local people said they would like for the Archives and Heritage Collections	**Library of Birmingham response:**
Improved access to the Archives is a priority (both in terms of physical access and broader access issues).	The development of the Library of Birmingham with a state of the art archive facility is a targeted response to the high priority local people clearly place on Archives and Local and Family History.
Exhibitions and space in which to mount them.	The Library of Birmingham venture is a key driver to make the library resources more visible and accessible, and to widen the audiences. Inherent to the concept is the provision of exhibition facilities. These will include both conventional facilities and multiple media and technological applications.
Improved working environment and facilities to support research.	Improved access to the Collections and web content, with staff mediation and support, will create exceptional research provision. Features of the new facility will respond directly to users' request for a better environment and facilities.
Maintained, extended and accessible collections.	The Library of Birmingham proposals will enable a step-change in the conservation, storage, access to and display of the collections.
Community or social spaces.	The Library of Birmingham will be designed in direct response to the city's social and economic diversity. There will be for example larger, improved catering facilities, informal seating in areas where people can meet and connect, galleries and a quiet area for prayer and contemplation. We will involve the arts community, both in creative consultation and in informing the design and will broker engagement between the architects/ developers and local creative talent.

4. AD HOC CONSULTATION

4.1 CIPFA Children's PLUS Survey

- Questions relating to the Library of Birmingham asked children what they would you like in a new library in the city centre that would make you want to visit. It also asked what they like and don't like about the existing Central Library.
- 3401 gave feedback on the CIPFA Children's PLUS questionnaire.

4.2 Perceived Barriers to the use of Central Library

"What are the perceived barriers preventing young people from black and ethnic minority communities accessing Central Library" report by Gurdeep Singh, Assistant Youth Worker, Central Library, November 2001

- Feedback was gained from 117 Young People in Youth Clubs and Teenage Reading Groups across the city

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- Young People were visited in their own locations
- Feedback was gained irrespective of library use i.e. whether they were regular users, rare visitors or non-users
- The groups varied in size, age, gender, ethnicity and distance from the Central Library

Key findings and themes raised in terms of potential barriers were:

- **Accessibility and travel**:
  - Frequency and location of bus services
  - Opening hours – later opening hours (10pm) and reduced opening on a Sunday (10 -3pm), particularly during exam time.
- **Image of the Library:**
  - Dull and dated - uninviting
  - Better guiding and signing in the library
  - Improved publicity and general promotion both in terms of the image but also much wider publicity of the library and the services and resources offered
- **Content and Services:**
  - Better range of alternative media e.g. videos, computer games, more computers, music CD's
  - Chill-out area
  - Suitable refreshments – 'good quality, cheap food'
- **Customer care:** attitude training for all staff in dealing with young people
- **Other services and resources:**
  - Points system on the library card (loyalty card system)
  - Prayer room
  - More evidence of anti-racist publicity
  - TV, film, DVD room.

It was evident from the consultation that Young People have a strong interest in library services and that they are more than willing to be involved in consultation. It was felt that the perceived barriers identified should be taken into consideration in any future planning for the Library of Birmingham.

4.3 Consultation exhibition in the Central Library

From 10th – 22nd May 2004 visitors to the Central Library were invited to view early plans for the Concept Design and to speak to staff involved directly with the project. Approximately 350 individuals asked for further information from staff although a much greater number viewed the exhibition and took away brochures and leaflets. There were a number of key themes identified in the questions or comments:

- **Consultation and Market Research** – What had been done to date
- **Funding** – How the project will be funded
- **Location, transport links and access**
- **Sustainability** - will it be built to last, green issues
- **Architectural Design and Development** – (prompted comments on the current library)
- **Archives and Heritage provision** – improved access
- **ICT and new technologies** – Will there be more? What type of facilities?
- **Development of the current site.**

4.4 Public consultation workshops

Three sessions were held in August 2002 to encourage local people to give their views and get involved in the planning, in addition to 'drop in' discussion with Library managers at City Centre Discovery Day.

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4.5 Sustainability Forum

City Council convenes this group to examine a proposed development or to explore real, practical solutions to some of the issues discussed.

- 50 people attended the meeting which included a presentation from the RRP architects and environmental engineers who had worked on the concept design.

Key themes explored by the discussion groups were:

- Construction and potential for recycling
- Biodiversity, protection and enhancement – sustainable drainage, grey water recycling, habitat planting
- Library services and support facilities
- Accessibility and transport
- Cultural needs

4.6 Birmingham Forward

Key issues raised:

- Plans for theatre provision in the Library of Birmingham. Current provision felt to be important.
- Plans for facilities both inside and out for young people, especially teenagers.
- Accommodation of a large growth of users from 5,000 to 10,000 visitors per day (as per target increase).
- Transport plans.
- Clarification of funding and anticipated timescales.

5. STAFF CONSULTATION

- Staff consultation involved briefing sessions and focus groups with Central Library and Community Library staff. It included detailed consultation about specific requirements.
- In general, comments focussed on the limitations of the current building design hindering effective service delivery, and the need to build on strengths such as the range and quality of resources, staff expertise, services to children and the unique special collections.

6. VECTOR MARKET RESEARCH SURVEY.

- Over 776 people (16 years+) were interviewed in a street survey in 12 locations across the city in June 2003. Vector Research Ltd was commissioned to undertake this research and the Final Report was published in January 2004.
- The **key themes** that were being explored were
    - Current profile of Central Library users including market “segments”
    - Awareness of and attitudes towards building a new library in Eastside
    - Views on specific elements of current and future Central Library provision
- **Key findings on use of the Library** from the survey that have influenced the project are:
    - The population of Birmingham divides into: 33% existing users; 42% potential users; and 25% non-users
    - 57.7% of users had visited the library **once a month** in the last year at least; 18.7% visiting more than **once a week**.
    - The way visitors use the Library fell into four distinct groups, regular multi-users, regular single-users, occasional multi-users and occasional single users. Whilst white users consistently made up the majority of each of these groups, the ethnic make-up of the **regular multi-user group** was much more likely to include black and minority ethnic users.

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- Users fall into three general segments , **'learners', 'borrowers'** and **' ICT based users'**. This applies to 85.4% of all users. Borrowing books was the most frequent activity, followed by access to enquiry services, reference and research, books/materials, study spaces and ICT based services particularly access to the Internet.
- The multi-purpose borrower/learner/IT based user was most likely to be a regular user, aged between 16-35, from a non-white ethnic background and most likely to be with children who are also active users.
- **60%** of users are pro-active, journeying into the city centre specifically to visit the Library. Half of the reactive users are usually in town shopping, suggesting that a city centre site is an important factor in usage/attraction to visitors.
- **One in five** users **work** in the city centre.

- **Key findings on future services**. The most popular 5 choices for services to be included in the new facility – across all respondent groups were:
  - Cafes and restaurants (57.4%)
  - Quiet reading areas (38.3%)
  - Computer rooms (37.7%)
  - Exhibitions or galleries (31%)
  - Children's play area (24.2%)

- **Key findings on location**
  - Only a minority (less than one-third) of respondents would be prepared to walk more than 10 minutes to a new facility, with non-users more likely to be negative than existing users.
  - Significant numbers of respondents expressed negative comments about the **Eastside** location in terms of access. Mentions of *difficult to get to* and *difficult public transport links* being the two most unprompted comments in relation to location.
  - The report says (referring to conversations with respondents), 'Some people are pleased about the proposed new location, whilst many find it hard to visualise the broad area of Eastside and, more particularly, to imagine how it might look, what other buildings and resources will be there and how the roads and transport systems might serve it. Once they have been reassured that access issues and other leisure facilities in the area are being properly considered in the overall Eastside plan, the vast majority of people are positive about the proposed move.'
  - Respondents were asked to identify the centre of the city. Despite developments to the west of the city, the findings show that the perceived location of the city centre is **New Street/Corporation Street** (46.3%). The rest of the respondents were divided between the **Bullring** (23%) and **Victoria Square**(27%). The new Bullring shopping centre had not yet opened when this survey took place.

GATEWAY REVIEW 0 : STRATEGIC ASSESSMENT

Introduction

- In July 2005 a Gateway Review 0 : Strategic Assessment was carried out on the Library of Birmingham Project.
- The 4ps Gateway Review Process has been used successfully in Central Government and is now being applied in Local Government
- It is designed to support projects that procure services, construction/property and IT-enabled business change projects.
- The review is carried out by a team of experienced people, independent of the project team. On major projects such as the Library of Birmingham Project the team is also independent of the local authority. The principles behind the review process are to identify whether there are any actions/activities that could enhance the projects probability if success.
- The reviews are carried out at critical decision points in the project and these are identified as Gateways.
- There are six Gateways during the life cycle of a project, four before contract award and two looking at service implementation and confirmation of the operational benefits. It is a review process that provides assurance that a project can progress successfully to the next stage.
- Gateway Review 0 may be applied at the start up of a programme or a major project.

Purpose of the review: Gateway 0 – Strategic Assessment

- Review the business need and identify whether it requires a project or a programme of projects
- Ensure that the project or programme is supported by users and stakeholders and contributes to the organisation's business strategy
- Review the arrangements for leading and managing the project or programme(and its individual projects)
- Review the arrangements for identifying and managing the main project or programme risks (and in the case of a programme the individual project risks), including external risks such as changing business priorities.
- Check that financial provision has been made for the project or programme and that plans for the work to be done through to business case justification (Gateway Review 1) for each procurement project are realistic, properly resourced and authorised. This should include the individual projects within a programme.

Conduct of the Review

- The Review was carried out from July 26th to 28th by Roy Dibble, Martin Lipson and Brian Smith from the 4ps
- A comprehensive pack of supportive information on the project was supplied to the 4p's prior to the review.
- 17 key stakeholders were interviewed as part of the review. Represented were strategic directors and senior officers, elected members and external stakeholders.
- The Review Team a produced a report with conclusions and recommendations at the end of the review.

Recommendations

- The Review Team found that the vision for a 21st century library for Birmingham was widely supported by stakeholders and that all of the work on the concept design

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is excellent and met the objective of capturing the imagination of stakeholders through an iconic building design whilst maintaining vision for a new library service.

- However, following the Review Teams interviews and assessments of the documentation it considered that more work was required as follows:-
    - Improved buy-in and support from all stakeholders to an agreed way forward that delivers the vision and supports regeneration at an affordable cost
    - Full lifetime costs established for recommended option(s)
    - Firm funding routes identified and tested
    - Acceptable linked funding identified; as no single source is likely to meet the full costs currently identified
    - Skilled, experienced project management resources to be allocated to the project, commensurate with a project of this magnitude and importance.
- The status accorded to the Project was Red i.e. to achieve success the project should take remedial action immediately.
- A Gateway Action Plan was immediately drawn up. This listed the Review Team's recommendations with the proposed action to be taken by BCC. Progress against this Action Plan was reviewed in Spring 2005.

Conclusion

- This independent review was a valuable process for the Project in terms of verification and authentication which will be a useful tool in justifying funders support for the project.
- It is intended to continue with the Gateway Process as the project develops.

List of interviewees

Tony Howell(Director, Learning & Culture)
John Dolan(Asst.Director,Community Learning&Libraries)
Brian Gambles(Head of Central Library)
Terry Grimley(Arts Editor,B'ham Post)
Carmel Lewin (Associate,Richard Rogers Partnership)
Ayub Khan(Principal Project Officer,Library of B'ham)
Kathy Gee(Chief Exec,Museums,Libraries,Archives.W.Midlands)
Mike Taylor(Planning Officer,Policy and Implementation)
Roger Stratton-Smith(Head of Local Government DCMS)
Nigel Dawkins(Cabinet Member,Leisure,Sports&Culture)
Julie Leah(Head of Property&Projects,Local Services)
Ian Ward(previously Cabinet Member,Leisure,Sport&Culture)
David Owen(External Stakeholder)
Elaine Peach(Finanace Manager)
Richard Green(Director,Eastside)
Lin Homer(Chief Executive)
Stephen Hughes(Director,Resources)

CR/FD August 2005

VISITS – LEARNING FROM OTHERS

Role and Purpose of the Visits

A great deal can be learned from visiting other major projects for all stages of project development. These include:-

- Planning
- Design
- New thinking about service delivery
- Outcomes e.g. education, learning, leisure, economic impact and related benefits

A number of visits were arranged to support and inform the planning process for the Library of Birmingham and a key strength was the inclusion of a range of people from different disciplines. Members of the Steering Group were supported by specialist library staff and for some of the visits, the Richard Rogers Partnership architects who were working with the library at the time to develop the Concept Design. This helped to inform the architects about our needs and aspirations at first hand and suggested practical examples of solutions that could work in the Concept Design or could be adapted to suit our purpose.
Many of these visits were to library and archive facilities both public and academic. A number were to 'Visitor Attractions' to enable the team to learn from and to gather relevant information about alternative and innovative methods of access, storage and display and the targeting and marketing of services to fulfil the Library of Birmingham objectives. It was often from these visits that the most information was gleaned in terms of new innovations.
All participants were asked to record their observations in the form of 'lessons learned' and 'opportunities discovered' for each of the visits and these comments were used to help inform the design.

The purpose of these visits was specifically to:-

- Share best practice and most current thinking in terms of library design and development
- Gain a more practical insight into the challenges of planning, design and the functioning of a newly constructed library/building
- Learn about any unforeseen difficulties or problems encountered during the design process. Negative experiences were found to be as valuable as positive ones
- Design out difficulties and problems at an early developmental stage to save time and resources
- Talk through and seek evidence on the whole process from the development of the concept, management of the project and associated issues such as funding methods, consultation etc
- Gain the perceptions of staff and users as to the success of the project and areas for improvement or ways of doing things differently in hindsight

A number of key projects were visited both in this country and internationally, all chosen for their currency, innovation and potential benefit to the Library of Birmingham planning process. These included:-

National

- Bournemouth Public Library (PFI new build)
- Bournemouth University Library (Refurbishment)
- The Natural History Museum and the Darwin Centre, London (Innovative display and exhibition facilities)

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- Swiss Cottage Public Library, Camden (Refurbishment)
- Norfolk and Norwich Millennium Library (New Library build)
- Stratford Public Library, London Borough of Newham (New build)
- Forest Gate Public Library, London Borough of Newham (New build)
- Bow Idea Store, London Borough of Tower Hamlets (New concept in bringing library and other services together)
- National Space Centre at Leicester (Visitor attraction – Innovative exhibition and display)
- Imperial War Museum of the North, Salford, Manchester (Visitor attraction – Innovative exhibition and display,projection technology)
- URBIS, Manchester (Innovative exhibition and display)
- Essex Public Record Office (New purpose-built Archive facility comparable in size to the Birmingham Archives)
- Peckham Public Library, Southwark (New build)
- John Rylands University Library, Manchester (Transition planning)
- The British Library, London (New technologies, comparable scale)
- Kew Public Record Office, London (New build archive facility)
- Bradford Insight – National Museum of Photography, Film and Television

International

- **Vancouver, Canada**
  - Major city library development. Opened in 1996 and seen globally as a major library development, although now 'of its time'. Catalyst for redevelopment of a run-down city area. Diverse city population. Birmingham already performing to this level.

- **Alexandria, Egypt**
  - A major regeneration project in a poor city/region/area. Considerable investment in re-housing heritage resources. Tourist potential. Opened in 2002.
- **Singapore**
  - National library as part of the city/national library plan to treble levels of use in ten years and underpin Singapore's public access/IT strategy and strategic regeneration as 'knowledge trader'. Opened in July 2005.
- **Seattle, USA**
  - Much lauded, exceptional development of a major city library. World renowned architect to create a landmark building. Introduced new concepts around library provision and use. Opened in May 2004.

<u>Learning from Others</u>

Whilst there has been much to learn from the visits, it is evident that much of the thinking around the Library of Birmingham is truly 'cutting edge' and is further advanced than any of the developments seen, particularly in new build libraries of North America.
The importance of innovative and 'iconic' architecture, a library 'that local people can be proud of', is cited throughout the feedback from the visits and plenty of evidence for this can be seen particularly in North America with, for example, Seattle Public Library. However, it is also recognised that the overriding need is for a well-functioning and 'fit-for-purpose' library building.
Other key themes which arose following the fact-finding visits were:-

Library of Birmingham : Options

- **'Future-proofing'** the design as much as possible in terms of inbuilt **flexibility** and **adaptability** – not just for the future development of the service, but also in terms of the immediate use of the space following the opening of the building
- The vital importance of **ongoing public consultation** throughout the planning and design process
- The importance of having **very clear objectives** and to ensure that the **detail is specified in the Brief**– need to be ambitious but realistic in achieving the objectives
- **Political ownership** at the highest level is essential to the success of the project
- The most important design feature is the **intuitive comprehension of the space** by the user aided by colour, lighting and straightforward signage etc. Layout is critical to the day-to-day operation of a public building that is well received and re-visited
- **Location and setting** – Adjacency to other amenities such as transport, civic facilities, retail outlets, educational facilities etc

In addition many specifics were identified as good examples and poor examples in relation to accessibility, design, image and service operation and delivery.

Library of Birmingham : Options

Briefing Paper 10

SHAKESPEARE LIBRARY AND THE SHAKESPEARE MEMORIAL ROOM

Shakespeare Library and the Shakespeare Memorial Room
There is sometimes confusion between these two aspects of the library. This paper intends to clarify the situation.

The Birmingham Shakespeare Library This collection of works by and about William Shakespeare is of world significance. It was founded in 1864 by members of the local Shakespeare Club, who donated a small collection of books to form the nucleus of the collection. The aim, as stated by Cllr George Dawson, President of the Club, was to build a collection containing as far as practicable "***every edition and every translation of Shakespeare, all the commentators, good, bad and indifferent, in short, every book connected with the life and works of our great poet. I would add portraits of Shakespeare and all the pictures etc illustrative of his work"***
The collection is rich with materials on the history and production of his plays on stage and screen including extensive collections of 19th Century illustrations, performance reviews, photographs of productions, printed music, programmes, playbills and posters British and foreign.
The collection is widely used, from children doing primary school project work through to research level. It is used by the interested person for leisure reading as well as by dramatists staging performances.
The Birmingham Shakespeare Library is housed in the Arts, Languages and Literature Service on the third floor of the Central Library.

Today the collection is one of the world's largest collections of Shakespeare (over 42,000 books including 15,000 playbills) and it contains:-

- the First Folio printed in 1623, the Second, Third and Fourth Folio editions along with many rare, early and valuable editions of individual plays published before 1709
- copies of almost all the English Language editions of Shakespeare's works and a very extensive collection of criticism
- editions and criticisms in ninety-three languages other than English
- 200 scrapbooks containing illustrations, photographs and newspaper cuttings
- 52 volumes of playbills
- the Howard S Pearson collection which covers productions of the late 19th and early 20th centuries.
- the complete BBC TV Shakespeare series on video and most commercial Shakespeare video releases are available for reference
- a small collection of recordings
- a number of prompt books

Intentions for future exploitation in the new library
While all of the Library's Special Collections including the Shakespeare Library are currently well used and accessible they are not immediately visible to users and prospective users. There is great potential for these collections to be used by the widest possible audience and key objectives for the Library of Birmingham include

- unlocking this potential for the benefits of visitors
- providing inspiration for learning and culture by using the Library's assets

Library of Birmingham : Options

- conserving the Library's assets and collections for future generations
- creating a visitor attraction, opening up the collection to new interpretations for the City's increasingly diverse communities
- using new technologies to animate the collections, making them more accessible and enabling visitors to engage with them in more dynamic ways.This will include staging exciting and interactive displays in purpose built galleries and creating content for knowledge resources which will be available via the web and through a variety of immersive, multi media and learning packages
- Building further on the collections with Birmingham University and the Shakespeare Birthplace Trust at Stratford

The Shakespeare Memorial Room was created in 1882 to house the **Birmingham Shakespeare Library** and was designed as part of the re-building of the Central Library after the original was gutted by fire in 1879. The Shakespeare Memorial room is a magnificent piece of architecture and part of Birmingham's heritage. It was designed by John Henry Chamberlain who also designed Highbury. He was an admirer of John Ruskin and Gothic architecture and a founder member of the Shakespeare Club.
When the 19th Century Central Library was demolished in 1974, this historic interior was eventually re-erected in the 1980's at Paradise Circus in the Birmingham Conservatoire part of the complex. The Shakespeare Memorial Room is part of and managed by the Library service but it does not house the Birmingham Shakespeare Library as this collection outgrew the room as far back as 1906. Duplicate books and memorabilia from the Collection are displayed in the bookcases to create an appropriate ambience for the Room, which is now used mainly for private meetings and receptions.
The Room is wood panelled with glass printed shelves and is intended to suggest the Elizabethan style with carvings, marquetry and metalwork representing birds, flowers and foliage. The woodwork is by Mr Barfield a noted woodcarver, and the brass and metal work is probably by Hardmans. The ceiling decoration is stencilled.

Intentions for future exploitation in the new library
As part of the Library's and Birmingham's Heritage it is intended that the historic interior of the Shakespeare Memorial Room will be moved to the new library in the same way that it was moved to the current Central Library. It is intended that the Room be incorporated into the design of the new library as an attractor area although its specific purpose has not been finalised at this stage. It could be used in connection with the Shakespeare Library and other historical collections e.g. to aid displays and exhibitions or it could be used in a more general sense as at present. It is conceivable that the Room could be turned 'inside out' i.e. that the panelling is on the exterior with a meeting room in the interior. The key criteria are that it is used in an innovative and creative way in support of the LoB objectives and that it is visible /available to the public.

CR/FD 09/08/05

Appendix 4 People's Panel Report

Library of Birmingham : Options

Birmingham's Central Library Consultation

Draft Report

Prepared by MVA for
Birmingham City Council

September 2005

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Summary

Background

The Birmingham People's Panel has been set up to be broadly representative of the profile of the population of the City, for example, by ward, gender, age, ethnicity, disability and where possible working status and housing tenure. It is used as a means of obtaining residents' views on a variety of subjects and as a means of responding to residents' concerns.

In September 2005, MVA conducted research with the Panel regarding public views on Birmingham's central library. This report details the findings from this research.

The central library in Birmingham is the busiest in the United Kingdom, with over 5000 visitors per day of all cultures and age groups. However, the library is over 30 years old, is in a poor state of repair and fails to provide an adequate service for the library user in 2005. Today's library is different to a library of 30 years ago. The pattern of use has changed, as have user expectations and demands. The perception of a library that primarily lends books is outdated. The resources of the central library must be utilised and exploited more efficiently and effectively.

Birmingham City Council's Co-ordinating Overview and Scrutiny Committee are conducting a review of the options available in promoting new central library facilities in Birmingham.

As part of this review, the Scrutiny Committee wished to consult with members of the People's Panel to establish their views regarding the provision of new central library facilities.

Research Objectives

The main objectives of the research were to find out what panel representatives think a library should comprise and whether they hold any strong preferences regarding the location of Birmingham's central library.

A Modern Library

Respondents felt that a modern library should be spacious, have plenty of natural light and be welcoming. To succeed it needs to offer additional services to book lending and ensure facilities and services are suitable for all users. Is should be:

- an Information source;
- connected to the community;
- organising special interest events;
- a communication channel to the local authority;

- virtual;
- place with different areas for different people;
- flexible;
- somewhere to meet, discuss and socialise;
- somewhere to spend ‘a family day out’;
- accessible;
- using up-to-date technology; and
- open when people need it to be.

Birmingham’s Central Library

Respondents recognised the asset that the central library offers Birmingham. They were also aware of the condition of the building and the fact that the facilities need to be improved.

The majority of respondents therefore agreed that a new library was required. However, a small number thought that improvements could be made to the existing building or another library could be built at the same location, instead.

A few respondents were aware of the heritage and archive collection. All respondents stated that awareness needs to be increased and mentioned putting some items on display in other more frequently visited areas of the library.

In general respondents were of the opinion that it should be ensured that the collection is available for people to view, however there were mixed views regarding whether it belongs in the library or in a museum.

A New Library

Knowledge of the plans for a new library varied. However respondent had opinions regarding certain issues:

- Access to the new library is considered to be vital. Respondents highlighted the need to ensure that transport links and other infrastructure were in place before the building was opened. They stated they would be willing to walk for a maximum of ten minutes (from a train station, bus stop, car park) to visit the new library; and
- The new library should be a landmark structure, something everybody recognises and the city can be proud of.

Comparison of Options

Respondents were shown details of three possible options for the location of the new library and their views sought.

Option 1 – A Library at Eastside

Respondents highlighted the following good points regarding Option 1:

- it would expand on the existing re-generation in the area;
- a new building would fit in with the area and allow for an impressive structure;
- is close to the City Park and other visitor attractions offering a family day out;
- the heritage and archive collection can be stored on-site;
- would help link Millennium Point with the shopping areas; and
- is closer to transport links than previously expected.

The following concerns were raised:

- safety and security;
- transport links; and
- it's too far from the existing location.

Option 2 – A Library at Centenary Square

Respondents highlighted the following good points regarding Option 2:

- close to the existing library;
- good accessibility; and
- an area where people already visit.

The following concerns were raised:

- is not able to house the whole heritage and archive collection;
- does not allow for expansion in the future;
- lack of nearby outdoor space; and
- site is currently used as a car park.

Option 3 – A Library over a Split Site

Respondents highlighted the following good points regarding Option 3:

- keeps the main library close to the current location; and
- allows for the whole archive and heritage collection to be displayed.

The following concerns were raised:

- the need to travel between the two sites; and
- expense of running and maintaining two sites.

Preferred Option

A library at Eastside (Option 1) was preferred by the majority of respondents. However a smaller number of respondents preferred the split site option (Option 3).

Cost

Overall, respondents felt that cost is less important than ensuring the provision of good quality facilities. Respondents thought that it was important to spend the money now getting the location and building right thus ensuring the library's sustainability and that it is able to be flexible to future needs.

1 Introduction

1.1 Background

1.1.1 The Birmingham People's Panel has been set up to be broadly representative of the profile of the population of the City, for example, by ward, gender, age, ethnicity, disability and where possible working status and housing tenure. It is used as a means of obtaining residents' views on a variety of subjects and as a means of responding to residents' concerns.

1.1.2 In September 2005, MVA conducted research with the Panel regarding public views on Birmingham's central library. This report details the findings from this research.

1.1.3 The central library in Birmingham is the busiest in the United Kingdom, with over 5000 visitors per day of all cultures and age groups. However, the library is over 30 years old, is in a poor state of repair and fails to provide an adequate service for the library user in 2005. Today's library is different to a library of 30 years ago. The pattern of use has changed, as have user expectations and demands. The perception of a library that primarily lends books is outdated. The resources of the central library must be utilised and exploited more efficiently and effectively.

1.1.4 Birmingham City Council's Co-ordinating Overview and Scrutiny Committee are conducting a review of the options available in promoting new central library facilities in Birmingham.

1.1.5 As part of this review, the Scrutiny Committee wished to consult with members of the People's Panel to establish their views regarding the provision of new central library facilities.

1.2 Research Objectives

1.2.1 The main objectives of the research were to find out what panel representatives think a library should comprise and whether they hold any strong preferences regarding the location of Birmingham's central library.

1.3 Structure of Report

1.3.1 The remainder of the report is organised as follows:

- Chapter Two outlines the research methodology;
- Chapter Three outlines participants use of library facilities;
- Chapter Four highlights participants views of what a modern library should comprise;
- Chapter Five outlines participants views of the central library;
- Chapter Six discusses participants views of potential options; and
- Chapter Seven summarise key research findings.

2 Methodology

2.1 Introduction

2.1.1 Focus groups were conducted with members of the panel in order to obtain detailed views regarding the central library.

2.1.2 Three groups were held, one with frequent users, one with infrequent users and one with young people. Where relevant, it was attempted to recruit a mix of age, gender and ethnicity.

2.1.3 Ten respondents were recruited for each group in the expectation that between seven and ten attended. Respondents were recruited by telephone and then sent confirmation letters. In addition, respondents received telephone reminder calls the night before the groups.

2.2 Respondent Characteristics

2.2.1 In all cases attendance was adequate, with a total of 22 respondents attending the three groups.

2.2.2 Table 2.1 shows the characteristics of respondents in each group.

Table 2.1 Focus Group Respondent Characteristics

Respondent Characteristic	Frequent Users	Young	Infrequent Users
Gender			
Male	2	5	2
Female	6	3	4
Age Group			
16 to 24 years		8	
25 to 34 years	1		
35 to 44 years	1		
45 to 54 years	4		2
55 to 59 years	1		1
60 to 64 years			2
65 to 74 years	1		
75 years and over			1
Employment Status			
Employed	6	3	4
Wholly retired from work	1		2
Full-time education		2	
Other (carer, homemaker, unemployed)	1	3	
Ethnicity			
White (British or Irish)	6	5	5
Other	2	3	1
Total	**8**	**8**	**6**

2.3 Discussion Guide

2.3.1 The discussion guide for the focus groups was designed in close consultation with the client to provide an appreciation of public views regarding libraries and the location of Birmingham's central library. The following items were discussed:

- Respondents' use of libraries;
- Views of what a modern library should comprise, how it should look and feel, what facilities/resources are required;

- Merits and flaws of Birmingham's central library;
- Awareness and potential use of Birmingham's archive and heritage collection; and
- Views of potential options for the new library location including a split-site option.

2.3.2 A full copy of the discussion guide can be found in Appendix A.

3 Current Library Use

3.1 Introduction

3.1.1 This chapter discusses respondents' frequency of use of libraries and what services they use.

3.2 Frequency of Use

3.2.1 Not surprisingly, due to the sampling methodology, there was mixed frequency of library use. A significant number of respondents stated that they visit a library weekly; others once or twice a month, but a significant number only visit a library once a year or less.

"Not as much as I should do or would like to".

"Very rarely now, but I have to say that I was an avid user when my children were younger. Our local library had story hour every afternoon and so I used to visit then and I would also lend books".

3.2.2 Respondents in the 'Young' group stated that they tend to visit a library frequently, on average once a month. They generally visit the central library rather than their local library.

3.2.3 Respondents from the 'Frequent User' group visit both their local libraries and Birmingham's central library depending on the services they require.

3.2.4 Many of the 'Infrequent User' group stated that they have visited libraries more frequently in the past.

3.2.5 Other commitments tend to be the main reason for not visiting libraries more frequently. However, respondents also mentioned the lack of new books and restricted opening hours at local libraries.

"It's the same books all the time. I'd go and think, there's nothing new to read and that put me off".

"Local libraries have such restricted opening hours. When I worked [at a library] we opened at nine and closed at eight and that was all branch libraries, except Wednesdays when we closed at one and Saturdays when we closed at five. And also there's this closing at lunchtime business, which I think for those who work, is a big disadvantage".

"There's so much information on the Internet, and that's upstairs in the spare bedroom, so much more convenient".

"You can get the library on-line anyway, so if you want to ask the librarian a question they will find out for you".

3.2.6 Respondents also felt that less people visit libraries now due to the affordability of books and how quickly paperback versions are released.

Therefore respondents highlighted the fact that libraries need to offer other services as well as the lending of books.

"And books are so cheap these days that you can just buy them. There's no need to wait ages for the library to get them".

"I just buy books. When they first come out, sometimes in hardback or sometimes paperback".

"We've moved away and bought books, they're so cheap now, whereas thirty or forty years ago you couldn't do that. That's one of the reasons, whereas before you couldn't really do that".

3.2.7 Opening hours were mentioned again when respondents were asked what would make them use a library more often. In addition, respondents mentioned improved facilities at libraries and the lending of reference books.

"Open more often. I'm at hospital till seven and yet the library that stocks the medical journals I need shuts at six. So the only way we can get information is through the Internet or take off half a day's annual leave to visit the library".

"More place to have a drink or something to eat. Because if you're in there all day you don't want to have to pack up your stuff and go to another floor".

"If it was a nicer place to visit".

"If you could take out some of the reference books. If you have to use them all the time, then you need to buy them or go to the library every day".

3.3 Services Used

3.3.1 Respondents mainly use their local libraries for lending of books. In many cases this involves taking their children or grandchildren. Other services used at local libraries included reading newspapers, use of computers and use of photocopiers.

"I mainly take the grandchildren now and also when there are particular events".

"It's important that we still have our local libraries. Especially when so many local services like post offices are closing down. It's good that Birmingham have managed to keep the local libraries open".

3.3.2 Mention was made of the ability to order books from local libraries on the Internet and the ease of returning books to other libraries in Birmingham.

"I can pick a book up from a library near to work and a couple of weeks later drop it off at a library near home. It saves me getting large fines. It's a really good service that is".

"I ordered a book on the Internet so that they got it at my local library for me to pick up".

3.3.3 The central library in comparison appears to mainly be used for research purposes, information seeking or lending of films/music.

"I use it regularly for studying, both reference books and the Internet".

"I'm doing some Genealogy research, so I use the Census and stuff for that".

"The Hindi films from central are really good".

"My son borrows cds".

"I've used the main library for work, for reference".

"I had to track down which edition of Vanity Fair a print came from and the central library was the only place I could do this. You do have a complete set of Vanity Fair here. Things like that you can't do on the Internet".

"There's so many things available, even bus and train timetables, besides the books".

"I've used it for family history".

"When there's exhibitions".

3.3.4 Mention was made of the quality and quantity of material available at the central library.

"The reference library is very good. I wanted a specific book and they went into the archives and brought it out. There's not many things that they don't have. It's better than the University's library for students".

"There's lots of reference books there [central library] that aren't available at my University library".

3.3.5 Respondents also highlighted the importance of mobile and hospital libraries.

3.3.6 *"Mobile libraries are important too".*

4 What Should a Modern Library Comprise?

4.1 Introduction

4.1.1 This chapter presents respondents' views regarding what a modern library should comprise, how it should look and feel and the services/facilities it should offer.

4.2 Look and Feel

4.2.1 Respondents highlighted the need for a modern library to be spacious with plenty of natural light. It needs to feel welcoming and have an intuitive layout in order not to put off new users, in particular young adults.

"It needs to look modern, because if its too dusty or whatever it'll turn off young people and its good to have young people getting interested in books".

"Good lighting, natural if possible".

"It needs to be more welcoming, they can be a bit intimidating you walk in and think can I take the book off the shelf, and you're afraid to make a noise".

4.2.2 A few respondents mentioned the need to keep the '*feel*' of an old library. However, the majority felt that, although there could be traditional areas, in order to encourage young people and attract new users a modern library needs to feel *'new, light and airy'* rather than *'dusty, dark and gloomy'*.

4.3 Services

4.3.1 Respondents highlighted the need for a modern library to offer additional facilities to book lending. They mentioned that is should be a *'central information source'* where people can go when they need information on local statistics (historical and current), local attractions/events and transport timetables. It should also offer access to videos/dvds/cds in different community languages.

"Like a hub, if you want information about anything then that's the place you go".

"It could be a place for visitors to go to find out about local places of interest, days out and stuff".

"It's not mainly about lending books; it's a place to go for information".

"A centre where young people can find not just book information but films, music, computer games and have access to the Internet".

"Talking books as well. A modern library has to offer access and services for all".

4.3.2 A modern library was also seen to have a role itself in running special events and offering services for the whole family in order to encourage group visits.

"When I was in junior school we had trips to the library and special events. A library needs to be well connected to the community".

"A family day out, something for everyone with comfortable facilities where you could stay all day".

"It should have special events and displays. That can bring new users in".

"In order to utilise the library and make it worth having one and support it we need to be bringing children in when they're young and through the growing up period have special events for the different age groups and give them a feel for the library".

"Events need to be well publicised. I go to special events at the museum but I didn't know that the library had any".

"Events are a really good idea. It gets a lot of new visitors into the library".

4.3.3 It was thought that a modern library should also offer a communication channel to the local authority; somewhere people could pay their council tax or report any issues. In addition, Learn Direct and other computer based training courses should also be offered.

"The ability for people to report things to the council, the library could be their nearest place of contact. Like to pay council tax through the Internet or just report any issues".

"Another service would be Learn Direct, that's useful to have".

"Workshops on a particular subject where you could take course work. The schools could get connected and help out".

4.3.4 The need for a modern library to offer services to people who can not visit the library was also mentioned.

"What about people who are housebound and can't get to the library. Like with videos, now you can order them on the Internet and they delivered to your home and then you just post them back when you've finished".

"A postal rather than a mobile library, like for videos too".

4.4 Facilities and Layout

4.4.1 The need to offer facilities and services that appeal to a wide range of users was highlighted. Respondents mentioned the need for different areas of the

library for different groups of people. This was thought to be particularly important for different ages, with separate areas needed for young children and for adolescents where they could make some noise and socialise. The need for separate quiet study areas or maybe even booths was also considered to be important.

"A library and resource centre so that it will appeal to those who want tradition but also appeal to younger people and not make them frightened to go".

"Computer games area, and magazines for young people, an area just for teenagers, separate from young children".

"Areas where you could take the children and you don't have to panic about keeping them quiet. If they're young you can read the book out loud to them".

"You need a quiet/study area as well. Different areas for different people".

"There needs to be lots of places for students to concentrate. For some they can't study at home because there are distractions. They should be able to go the library and have the peace and quiet they need".

"Areas where talking is allowed, you can talk about books, discuss books".

"You could have exclusive use of a booth".

"It's important not to lose sight of books. There are some of us who don't want to visit computers".

"All communities should feel at home. They need to make sure that services and facilities suit everyone".

"But it shouldn't separate communities; it should help different cultures integrate. It should be like a melting pot".

"You need an area for young children and then a separate area for adolescents".

"Different floors or areas have different facilities and feels so that there's something for everyone".

4.4.2 Respondents even discussed an *'entertainment zone'* for teenagers, somewhere they could go to *'get them off the streets'* and introduce them to the resources available at a library.

"An entertainment area, with like a snooker table and stuff where you can go to have a break or to socialise, an entertainment zone".

"It needs to have a music area with headphones and for DVDs too".

"Interactive things that young people can use. As well as books, other ways to engage them and get them thinking".

"Somewhere to view videos".

4.4.3 A similar area for younger children and parents was also mentioned and the possibility of it being supervised.

"You could have an area where Mums and Dads could go with their young kids and they could study but the kids would be with them, so it would have facilities for kids too, sort of a parents zone".

"A service for young parents so that they could study if they want, perhaps childcare or somewhere safe to leave the children".

4.4.4 Respondents thought that a modern library should have an intuitive structure that makes it easy for people to find their way around and that it should be flexible so that it can change as users' needs change.

"It should be easy, it can be confusing, so it should be more user friendly".

"Good signage so you know where to go".

"It needs to be flexible if it's going to last".

4.4.5 A modern library should also offers rooms for meetings, both for business people and study groups for students.

"Maybe hire out rooms for study groups".

"Dedicated areas for open study, like discussions".

"Meeting rooms, for studying, clubs, for business, anything. It could be somewhere to meet for the whole of the Midlands".

4.4.6 The need for a modern library to offer refreshment areas, both to purchase and to take your own was thought to be important.

"Lots of water fountains".

"Somewhere nice to eat and chat to other people".

"A café as well as a restaurant for if you need a short break from studying".

"Also somewhere to eat your own food".

4.4.7 Consideration needs to be given to access, both in terms of getting to the library and also moving around the library.

"Not have a spiral staircase because not everyone can use spiral staircases".

"Good disabled access is expected".

"It needs to have its own car park and good public transport links".

4.4.8 The need for facilities such as refreshment areas and toilets as well as help desks and information points on every floor or every area of the library was highlighted.

"Facilities in each area or on each floor".

"More help desks. I find that in the central library I have to walk all the way over the other side to the help desk to have them walk back with me to find it".

4.5 Technology

4.5.1 The use of up-to-date technology was seen as being essential for a modern library. Respondents also highlighted the need to ensure that staff who are experts in any new technology where available to help users.

"Modern technology is vital to a modern library if you want people to keep using it, particularly young people".

"It can also offer a save environment for older people to learn how to use modern technology".

"Up to date computers".

"You should be able to look on a computer and see whether a book is there and know where it is. Technology is vital".

"People should be able to bring their own laptops in and get Internet access. And if they were there all day they would need somewhere to lock them when they were taking a break".

"Links at home so that you can see your account and see if a book is on the shelves and book it out if you want".

"If it offers modern services it needs to have experts to help people use them".

4.5.2 Respondents also thought that new technology should be used for security and separating different areas of the library.

"Areas where you can use mobile phones and areas where they are screened out. Young people don't like to be cut off from their mobiles, but in quiet areas they are very annoying".

"You need to make sure the books don't disappear like they do now".

4.6 Opening Hours

4.6.1 Respondents discussed the need to ensure that a modern library's opening hours suit modern society's demands. The need for longer opening hours and opening on a Sunday was frequently mentioned. One respondent even thought that a modern city library should be an *'international library'* and thus open 24 hours a day.

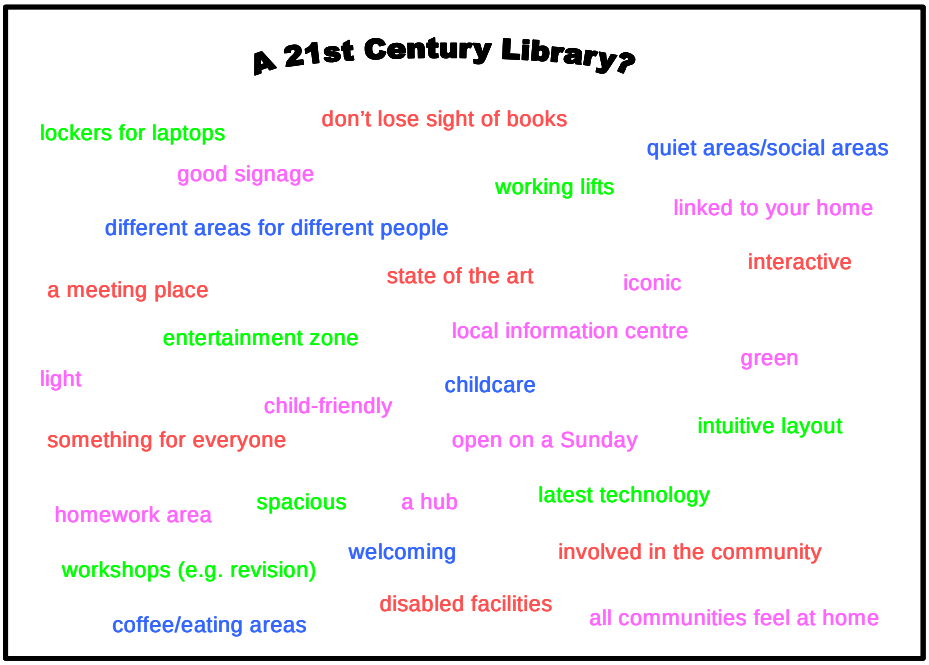
"A modern library should offer Sunday opening. Everywhere else is open on a Sunday. People often have other things to do on a Saturday, but might come and spend a family day out at the library on a Sunday".

"A twenty-four hour a day library. It could be a world centre and the rest of the world could access it virtually and people work shifts now. Birmingham could be the first".

"I went to my local library in the school holidays one morning and it was closed until one o'clock. A modern library has to cater for modern day life, people work long hours and therefore need access over lunch or later in the day or over the weekend".

4.7 A Modern Library

4.7.1 Figure 4.1 summarises respondent's vision of a 'modern library'.



5 Birmingham's Central Library

5.1 The need for a New Library

5.1.1 All respondents agreed that there was a need for a new city library in Birmingham. They stated that the central library is '*grubby*' and in need of renovation.

"But as far as certainly the sixth floor goes, every time I walk around a bucket up there that has got water dripping through the roof I do get concerned about the fabric up there".

"We need to have a building to be proud of".

"If we want to establish ourselves as the second city then we need to continue the regeneration".

"It looks dated and needs to be modernised".

"If that ones going to fall down then we have to have a new one. Concrete deteriorates as soon as you start pouring it. A brick built building in the same place would last for ages".

"It's grubby inside".

"The facilities are old as well, it's got old chairs and desks".

"The librarians I've had contact with have said the working conditions are deteriorating. I think we need a new library".

5.2 What is Good about the Central Library?

5.2.1 Respondents were enthusiastic about the services and resources offered at the central library.

"The only upgrading needed are the aesthetics outside, I can't see anything lacking inside. They've got something for every part of the community".

"What it contains". [What is good about it?]

"It's a brilliant reference library".

"There's almost everything there you could ever need".

"The variety of what is there and the services available".

"The quality of the information you can get, that's good".

"It never appears to be overused. There are enough resources".

"The set up, like the location of the different sections".

"The library's policy of trying to keep up-to-date".

5.2.2 They also highlighted the helpful and well informed staff, the historical documents, and the location as being good points.

"The librarians are so helpful".

"Well informed staff".

"The historical documents".

"The location, it is central at the moment, but if it goes anywhere else it's not going to be".

"I like the location, if it was nearer to shops then I could be distracted, I like the fact that I'm going to the library to study".

5.3 What is Bad about the Central Library?

5.3.1 Respondents were aware of and mentioned the condition of the library infrastructure as a problem. Comments were made about the fabric of the building and lifts not working.

"On the inside its great, but it just looks like a carbuncle. All the lovely buildings around it and then this concrete carbuncle".

"The look of it".

"Not really easy to get from one floor to another, lifts don't work and has a spiral staircase".

5.3.2 The layout of the library and its internal décor were also mentioned.

"Not very welcoming and a little bit daunting for new visitors".

"Accessibility isn't great, is it easy for disabled people?"

"The location of the lift isn't ideal".

"It's very imposing and everyone seems to be milling everywhere and knows where they want to go".

"Lighting, its dark".

"Teenagers meeting there. It can be a bit off-putting when they're groping each other behind you and it must be embarrassing for the staff". [dark corners]

"I don't feel comfortable".

"Dreary décor, it could be brighter".

"Only one lift".

"There aren't toilet facilities on every floor".

5.3.3 Respondents also highlighted the need to extend and improve facilities for refreshments.

"The food place, that could be a lot better".

"There's only the canteen on the second floor, they need vending machines or something and maybe a water fountain".

"There's no where to go if you want to eat your own food".

5.4 The Archive and Heritage Collection

5.4.1 Although a number of respondents were aware of the archive and heritage collection stored at the library, few were aware of the extent or value of the collection.

"It's on the sixth floor I think".

"I've seen it but with the spiral staircase it looks like you shouldn't go up".

"I've never heard of it".

"The library doesn't advertise it at all".

"A lot of people don't know about it".

5.4.2 The need to improve awareness of the collection was highlighted. Respondents suggested advertising its existence or putting some items from the collection on display in the entrance or another well-used area of the library.

"It should be more accessible to young people, they should be made aware".

"We do want to show off a few things about Birmingham, so that would be something to show off about".

"They need to bring it downstairs because not a lot of people know about it and so it's wasted".

"You could display some of it nearer the entrance or on a lower floor for more people to see".

"The books could be kept like a role of honour a page turned a day".

5.4.3 In general respondents were of the opinion that it should be ensured that the collection is available for people to view, however there were mixed views regarding whether it belongs in the library or in a museum.

"They should be available on request".

"If people want to use it they should be able to".

"You could keep it separate to the rest of the library".

"A section in a museum I think myself".

"If you want to see what it looks like they it should be in a museum".

"It should be part of the library".

"If its books then it should be in the library".

"They already have so much stuff in museums that they don't have the space to display".

"Maybe a small selection on display in the library to let people know, but the main collection in a museum".

"If it's in the main library it encourages people to go and see it, if it's separate then it has to compete with other museums".

6 Potential Library Options

6.1 Introduction

6.1.1 In this chapter, respondents' awareness of plans for a new library and their opinions of the three potential options are outlined.

6.2 The New Library

6.2.1 Knowledge of the plans for a new library varied. Some respondents had kept up to date and mentioned seeing the artist sketch of a new library on the site next to Baskerville House. Others had a vague recollection about plans to build the library at Digbeth or thought that there were plans to regenerate Baskerville House itself.

"I'd heard Baskerville House mentioned. I think that this would be absolutely ideal for it. If somewhere suitable exists then you shouldn't build somewhere new. There are stacks of buildings being neglected, never mind building somewhere new".

"I've read bits in the newspapers and the last I heard was that Baskerville House was out and that it was going to be a new building in Centenary Square and that it was going to split between there and Millennium Point".

"I heard it was going to be moved to Digbeth and it's not a good location".

6.2.2 Respondents highlighted the fact that accessibility to the new library wherever its location is important.

"Accessibility will be very key".

6.2.3 Respondents were asked where they considered the centre of the city to be and if they thought that a city library should be located in the city centre. In general, respondents were of the opinion that the city centre covered a larger area than in the past. With the regeneration of the area around the Bullring, many felt that this was now the city centre. Others mentioned New Street Station or the New Street/Corporation Street junction. A few felt that the city centre is based in the area around Victoria Square as this is where the local government buildings are located.

"To me it's the whole of the city".

"The bullring at the moment, it never used to be though. It's lovely with the church".

"New Street Station".

"I think it's changed since the Bullring has been built".

"I think it's still the New Street- Corporation Street junction. There's nothing there in a way but to me it's the centre".

"Where we are now [Victoria Square]".

"The Town Hall is the centre of the city".

"I think it's moving in a way. It used to be this area around the Council House but its spreading out".

6.2.4 In regards to whether a library needs to be located in the city centre, once again there were mixed views, most felt that it should be in the city centre alongside other important buildings, however others felt that as long as transport links were adequate then it did not matter.

"It should be in the centre, with our Council House and Town Hall".

"The library doesn't have to be in the centre, but it does need to be accessible so that often makes it easier for it to be in the centre".

"The library needs to be within walking distance of a train station, major bus links and some parking spaces".

"The library has always been here and so I don't think they should change the location".

"And why not move out slightly because other things may come as well".

6.2.5 When respondents were asked how far they would be willing to travel to visit the city library the overall opinion was that a maximum walk of ten minutes from a bus stop, train station or car park was appropriate. Once again, respondents stressed the need to ensure that transport links were adequate.

"It's got to be less than ten minutes walk, no more".

"We're used to our cars, we aren't going to start walking and so it has to be less than ten minutes".

"Five minutes isn't bad because at the moment I have to walk along the length of Cromwell Street. But whether I'd really want to be going up to Centenary Square or down to Millennium Point, if push came to shove then I'm not really sure about that".

"The little city centre buses could service it, and then it wouldn't be too far".

"Transport has to be in place when it opens otherwise people will be put off and not try again. There needs to be parking nearby too, for those that come in the car".

6.2.6 Respondents were of the opinion that a library should be located in a landmark building, something everybody recognises and is seen to represent the city and something to be proud of.

"It should be a new building, a real landmark, something to be proud of".

"It should be a focal point, everybody knows where it is".

"A figurehead building like the Town Hall, everyone knows where it is".

"We've got so many resources that we're proud of that we really need a building that represents them".

"It should be iconic".

6.2.7 Most respondents felt that a new building would be most suitable for the new library as it would be purpose built and therefore better suited to the requirements of a modern library. However, a couple of respondents felt that an existing building should be used as this would be more appropriate.

"It should be new, so that we can have everything we need and not just have to fit it into what's available".

"It needs to be light and airy not in an old musty building with small windows".

"What about the new buildings that they're taking down now? They've only last thirty or forty years. It's just a waste of money. They should re-use the old existing buildings".

"Libraries should have that sort of old feel, a bit Victorian and it's nice. For me walking into a library is like going back in time and I like that".

"I think it should be a traditional old building".

"Such an important as a city library should have a dignified building to reside in".

6.2.8 All respondents stressed that even a new building should fit in with the surrounding architecture and that thought should be given as to how it will look in the future.

"It should be a landmark but also fit in with its surroundings".

"It should match the architecture that it's near to".

"You do need to think about the longer term and how it will look in the future, will it be easy to keep clean and stuff".

6.3 Option 1 – A Library located at Eastside

6.3.1 Respondents were given the following details regarding the option of a library at Eastside:

This option has emerged to coincide with recent development in the Eastside Area near to Millennium Point and the forthcoming City Park, with entrances near the Bullring and Moor Street Station. Archives and Heritage collections could be stored on site with many displayed.

6.3.2 Many respondents were positive about the fact that a building at this location would expand upon the existing regeneration in the area.

"It's near other new developments like the Bullring and Millennium Point".

"It would encourage more people to go to Millennium Point and really boost visitors to the area".

"That side of the city is naked and somehow the city doesn't look finished down there. If they're going to put it down there then good".

"It's in a developing area of the city and so will bring finance into the area and improve infrastructure".

"I like the idea of it being at Eastside and a real landmark. I think we need something like that in Birmingham".

"This helps push the city centre out a bit to the Eastside, which is good".

"Having everything in one place makes things easier to access".

6.3.3 It was also thought that a new building would fit in with the area and allow for an impressive structure.

"If it's going to be a new building then it will fit in with that area".

"Something really impressive to show off".

"A custom built building would be ideal".

6.3.4 It was felt that this option also allowed for the use of nearby outside space and had other visitor attractions in the vicinity, offering a '*family day out*'.

"I like the idea of it linking with City Park. It's nice for things to happen outside of the library, people sitting outside and things".

6.3.5 The opportunity to house the heritage and archive collection on-site and raise awareness of the collection was also highlighted as an advantage.

"You would keep everything together and maybe have more room to display some of the collections so that people could get to know about them".

6.3.6 When the exact location for the proposal was discussed, respondents felt that it was not as '*far out*' as expected and would help link Millennium Point to the shopping and eating areas.

"It's not that far out".

"But it's this side of Millennium Point, its not so far away. It'll build up a city of more balance".

6.3.7 Views regarding transport links were mixed, some respondents thought that transport would be a problem, but others thought that the proximity to Moor Street Station, bus stops, and parking facilities was a positive element of the proposal.

"A new library at Millennium Point will be a good boost to that area, but I think that transport may be a problem".

"Millennium Point is so far away".

"The problem with Millennium Point is that they did not get their homework right. For myself, if you're walking from Millennium Point on your own then you feel quite vulnerable. They said it was five minutes from New Street Station, well I'd like to know what planet they're on. And the red route, well I know so many people who've tried to find the red route and had to go over building sites to get to it and then gave up in despair. They should have put the infrastructure in first. I think that there will be tremendous opposition to putting the library there because people have tried it and it wasn't a positive experience"

"There's probably not a bus in the city that doesn't go within five minutes walk from there".

"There's already parking around there too".

"It's a stone's throw away from the student accommodation".

"If you put lots of facilities down in that area then they are going to improve the transport systems to it".

6.3.8 Respondents also highlighted the fact that it made good use of the land.

"Why not put up something impressive there, it's just wasted space at the moment".

"It's better than building a new Tesco or Sainsbury's".

6.3.9 There were however some concerns about safety and security in the area, especially in the evening.

"I would be concerned about using it at night".

"Late at night when the library closes you don't really want to be around that area, it's not the nicest area of town. It's a bit dark and there aren't many buses around".

"I wouldn't want to be walking around; it's a bit quiet and not well lit".

6.3.10 A few respondents felt that it was instinctively wrong to move the library too far from its existing location. They were of the opinion that the library should be located near to the Town Hall and Council House. One compromise mentioned was locating the main library close to its current location and moving the heritage and archive collection to a new building in Eastside.

"I don't know if I'm just old fashioned, but to me the Art Gallery, The Museum and the Library have always been here in the centre and you get international visitors and they don't want to go down there. In European cities all the important buildings are built around a square and I think that that is a tradition we should carry on".

"Perhaps something to consider would be to move the archive and heritage collection to a new state of the art building at Millennium Point but to leave the library where it is".

"It feels like they're just trying to develop that part of town whereas it all needs a bit of an uplift, so probably if they just kept it near to where it is that would be best".

6.4 Option 2 – A Library at Centenary Square

6.4.1 Respondents were given the following details regarding this option:

This option comprises a library on the Centenary Square site between the Rep and Baskerville House. Due to space constraints, it would not be possible for all of the Archives and Heritage collections to be stored and/or displayed on-site.

6.4.2 A few respondents thought that the option of building the new library close to the existing central library presented a better location than a library at Eastside, both in terms of access and familiarity. In addition, it was felt that people already visit the area to access other facilities.

"It's closer to the current so for people using it now and are used to it then its comfort for them".

"It would be more accessible".

"In terms of disruption and moving books then it's quite close".

"Baskerville house is just on a bus route".

"There is a car park near to it".

"Centenary Square is a very popular meeting place anyway".

6.4.3 However, many respondents expressed concerns about not being able to house the whole heritage and archive collection on-site. In addition, they were of the opinion that the size of the library would be limited if built in this location and that there may not be sufficient space to expand the library in the longer term.

"I think if they can't display the heritage and archive collection then you will end up with the same problem as now – nobody knows about them".

"I think it's a shame if you can't store all of the heritage collection".

"You need space to expand it too and that would be a problem. I get the feeling it would just squash in there and not have room to grow for the future".

6.4.4 The lack of nearby outdoor space and the fact that there are already a number of public buildings in the area were also mentioned as negatives.

"We wouldn't have the outside space that we would have with Option 1".

"Option 1 helps to expand the city centre, offer places to visit in other areas, which I think is a good idea, but this concentrates it and puts it alongside lots of other places that people already visit".

6.4.5 Finally, the fact that the proposed site is currently used as a car park was also highlighted as a potential problem.

"If it's on the car park for the Rep then that could cause parking problems".

6.5 Option 3 – A Library over a Split Site

6.5.1 Respondents were given the following information about this option:

With this option, it is likely that Leisure, Learning and Culture material would be situated at the Centenary Square site to connect strategically with the Rep, Conservatoire and Symphony Hall and the Birmingham School of Acting, whilst Archives and Historical collections would be located at Eastside to connect conceptually with Thinktank, Digbeth and the associated histories of the area.

6.5.2 Respondents mainly discussed this option in terms of implications of the split-site. There was mixed opinion regarding whether having the heritage and archive collection on a separate site to the main library was a workable idea or not. Some respondents thought that it was acceptable for the

collection to be based elsewhere as it would attract different visitors to the users of the main library. However, others thought that this was not the case and were concerned that less people would access the collection if it was located separate to the main library and that people would complain about the inconvenience.

"I think it could work because different people would want to use the different sites".

"I wouldn't mind having it at a separate site because you're either going to study or get a book out in the main at the library, or do some research on the Internet. If you want to view a specific book in the archive collection then you make a special visit to do that and so you could just as easily make a special visit to another site. They would just have to advertise it at the main library".

"When I go to the central library I go for more than one thing".

"People would be less likely to view the heritage and archive collection, but if it was in the main library at least you've got them there and you just need to let them know and they can see".

"I think you need to keep the heritage and archive collection together so that you can make people more aware of it and promote it in the rest of the library".

"Less people will use it if it's somewhere else".

"But you might just think, I've got a spare five minutes and so pop in".

"People who go to ThinkTank and Millennium Point they might not normally visit the library, but they may find the collection very interesting, so it could open the collection up to new users. It could be more like a museum".

"I think people have more leisure time now and so if one building or area offers more than one thing then it attracts people".

6.5.3 The need for a workable transport link between the two sites was highlighted.

"You would have to have a connection of some sort. I wouldn't want to have to walk from one to the other".

"You've got to walk from one to the other".

"You could do with a mini-bus linking the two sites and other buildings of interest".

6.5.4 There were also concerns about the costs of operating and maintaining two sites.

"Wouldn't it be more expensive to run two than one?"

"The costs go up if you keep having to maintain two sites".

6.5.5 Although there were concerns about a split-site, a number of respondents did think that it was better to locate the library at two sites rather than reduce the heritage and archive collection.

"Rather than miss out on displaying things they it should be on a separate site. If the collection is that good then it shouldn't be limited".

"Rather than lose some the old books you could have two sites. The main library is in an area that's used a lot and is accessible and as long as you've got the transport sorted out for the other site then it would be okay".

"A split site is better than having it all at Millennium Point".

"That would be a shame". [To reduce the heritage and archive collection]

6.5.6 In addition, respondents did agree that if the library was to be located on two sites, then basing the heritage and archive collection on a separate site was the most sensible option.

"If you're going to split the library up then splitting the heritage and archive collection makes the most sense".

"Millennium Point is underused and so if you put that collection close by it may help".

6.6 Preferred Option

6.6.1 There was mixed opinion regarding respondents preferred option. The majority, preferred Option 1, however a significant number preferred Option 3.

6.6.2 The majority of respondents in the 'Young' and 'Frequent Users' groups preferred Option 1. They highlighted the fact that this option allowed the whole heritage and archive collection to remain at the same location as the main library.

"If it's on another site then people might not be encouraged to go. Option 1 is the only one that keeps the collection together on the same site".

"Option 1 because it keeps everything together".

6.6.3 In addition, it was felt that this location allowed the library to connect with other places of interest and also link with the outdoor space at the forthcoming City Park. Respondents saw it as an opportunity to create a

multi-purpose area where families could go for the whole day. It was felt that this could attract new visitors to the library.

"It would be a fun day out, with other things going on around, something for the whole family".

"A nice beautiful light place, somewhere I can take the kids once a month, where there's other things going on so we can make a day out of it".

6.6.4 The site was also thought to present an opportunity to build a landmark structure and something unique.

"It could be a real feature and landmark, a screen outside in the summer a real family atmosphere".

"It could be a very unique place".

"It's time for a change, a chance to do something new and spectacular".

6.6.5 Concerns were once again raised about safety and accessibility. However, in general respondents thought that once the library was complete it would bring people into the area and so safety concerns would diminish and transport links improve.

"I like the idea of Option 1, I think the only problem is the location, where it is the transport links aren't good and the area isn't very safe at night".

"I would go for Option 1, because it's not splitting the site. But I do have concerns about safety and security at the location".

"I say 1 and the reason why I say that is because I want to see the city more balanced than it is at the moment and as people start walking around the city it will become safer, if you've got areas that people feel unsafe its because you've got nobody there if you give a reason for people to be there and walk around then they'll feel safer. It's this side of Millennium Point and close to a lot of the bus routes and if we can have parking facilities as well then it'll be better for people to get to".

"If the infrastructure is in place then Option 1. I think we should have a grand opening with the new library and the city park and really get people down there".

6.6.6 A number of the 'Infrequent Users' group and one member of the 'Young' group preferred Option 3.

"I'd have to say Option3, because the main building is not far from where it is at the moment and if they've got to split the site then it's the best way of doing it".

"I like Option 1, but I like where the current library is located because it's central to the city and so easy to get to. But I don't think that the quality of the heritage collection should be compromised, so overall I would go for Option 3. I think it would integrate with Thinktank and Millennium Point and he developing area I think people will just go along to see that, it's a different experience than a library. It's more like a museum".

"For me, thinking of myself, Option 1 is just too far out of the way, I'd never ever go there".

"I like the idea of a split site, it gives easy access to the main library and yet puts the heritage collection in the area near to Millennium Point to improve the number of visitors to that area. And it would be a balance of old and new".

"Option 3, but I would prefer for it to remain where it is".

"Because Birmingham people feel so disillusioned with Millennium Point I don't think it would be a popular decision to move the whole library there".

6.6.7 Two respondents selected Option 2 as their preferred option. The reasons for their choice were the location being more suitable in terms of both access and the surrounding buildings and their wish not to separate the heritage and archive collection.

6.6.8 *"Option 2 has more history". [The location]*

6.6.9 *"I'm not really fond of Option 1 because of the location. But I don't like the idea of a split site because if for example grandparents were looking after their grandchildren in the holidays then they could go an view the heritage collection while the kids used the library. So I would have to go with Option 2 but putting as much of the collection on display as possible".*

6.7 Cost

6.7.1 Respondents were asked how much of a role cost should play in deciding on the location of the library. The majority felt that although cost was important and the impact that it could have on council tax increases, it was important to spend the money building the right structure in the right location. Overall, respondents felt that cost is less important than ensuring the provision of good quality facilities.

"It's important to get it right and make sure it lasts so that people are planning another one in thirty years".

"It's going to last for years and bring in visitors and therefore revenue, so cost shouldn't be the main consideration".

"It should be a real landmark, something to be proud of, whatever the cost".

"You've got to take the long term view I think and you've got to spend it".

"If we spend the money now getting it right it could attract more business and visitors into the city and pay for itself".

"It depends on how much they put up our council tax".

"The best choice should come first rather than cost because it's going to be around for years, it's a one-off".

"Cost has to be considered, but let's make the right decision now even if it means paying more ".

7 Summary of Key Findings

7.1 Introduction

7.1.1 This chapter summarises the key findings.

7.2 A Modern Library

7.2.1 Respondents felt that a modern library should be spacious, have plenty of natural light and be welcoming.

7.2.2 To succeed it needs to offer additional services to book lending and ensure facilities and services are suitable for all users. Is should be:

- an Information source;
- connected to the community;
- organising special interest events;
- a communication channel to the local authority;
- virtual;
- place with different areas for different people;
- flexible;
- somewhere to meet, discuss and socialise;
- somewhere to spend 'a family day out';
- accessible;
- using up-to-date technology; and
- open when people need it to be.

7.3 Birmingham's Central Library

7.3.1 Respondents recognised the asset that the central library offers Birmingham. They highlighted the vast array of information it contains.

7.3.2 They were also aware of the condition of the building and the fact that the facilities need to be improved.

7.3.3 Respondents were therefore generally in agreement that a new library was required. However, a small number thought that improvements could just be made to the existing building or another library could be built at the same location.

7.3.4 A few respondents were aware of the heritage and archive collection. All respondents stated that awareness needs to be increased and mentioned putting some items on display in other more frequently visited areas of the library.

7.3.5 In general respondents were of the opinion that it should be ensured that the collection is available for people to view, however there were mixed views regarding whether it belongs in the library or in a museum.

7.4 A New Library

7.4.1 Knowledge of the plans for a new library varied.

7.4.2 Most respondents believe that the library should be located in the city centre. However the centre of Birmingham is perceived to have grown and now encompasses a wide area.

7.4.3 Access to the new library is considered to be vital. Respondents highlighted the need to ensure that transport links and other infrastructure were in place before the building was opened.

7.4.4 Respondents would be willing to walk for a maximum of ten minutes (from a train station, bus stop, car park) to visit the new library.

7.4.5 The new library should be a landmark structure, something everybody recognises and the city can be proud of.

7.5 Comparison of Options

Option 1 – A Library at Eastside

7.5.1 Respondents highlighted the following good points regarding Option 1:

- it would expand on the existing re-generation in the area;
- a new building would fit in with the area and allow for an impressive structure;
- is close to the City Park and other visitor attractions offering a family day out;
- the heritage and archive collection can be stored on-site;
- would help link Millennium Point with the shopping areas; and
- is closer to transport links than previously expected.

7.5.2 The following concerns were raised:

- safety and security;
- transport links; and
- it's too far from the existing location.

Option 2 – A Library at Centenary Square

7.5.3 Respondents highlighted the following good points regarding Option 2:

- close to the existing library;
- good accessibility; and
- an area where people already visit.

7.5.4 The following concerns were raised:

- is not able to house the whole heritage and archive collection;
- does not allow for expansion in the future;
- lack of nearby outdoor space; and
- site is currently used as a car park.

Option 3 – A Library over a Split Site

7.5.5 Respondents highlighted the following good points regarding Option 3:

- keeps the main library close to the current location; and
- allows for the whole archive and heritage collection to be displayed.

7.5.6 The following concerns were raised:

- the need to travel between the two sites; and
- expense of running and maintaining two sites.

7.6 Preferred Option

7.6.1 A library at Eastside (Option 1) was preferred by the majority of respondents.

7.6.2 A smaller number of respondents preferred the split site option (Option 3).

7.7 Cost

7.7.1 Overall, respondents felt that cost is less important than ensuring the provision of good quality facilities.

7.7.2 It was thought that it was important to spend the money now getting the location and building right thus ensuring the library's sustainability and that it is able to be flexible to future needs.

Appendix 5 Submission by Steering Group for Birmingham Library

SUBMISSION FROM THE LIBRARY OF BIRMINGHAM STEERING GROUP TO THE BIRMINGHAM CITY COUNCIL OVERVIEW AND SCRUTINY COMMITTEE

LIBRARY OF BIRMINGHAM

Introduction

Birmingham Central Library is the busiest public library in Britain and houses some of the most important collections of books, archives and photographs in the UK. The Library is the legacy of far sighted politicians, citizens and librarians in the past and it has taken over 100 years to bring together all of the collections under one roof. It has a well deserved reputation at international level and is *the* place in Birmingham for readers, information, lifelong learning, leisure and cultural activities, with around 5,000 visitors per day.
Its standing has been developed and sustained over a very long period and the Library is a highly esteemed and valuable local and national asset. Decisions on its future need to be taken with these issues in mind. The Library of Birmingham Steering Group was set up in this context.

Function and Purpose of the Steering Group

The Library of Birmingham Steering Group was set up in January 2002 to bring external support and expertise to the plans for a new Central Library for Birmingham. External members were chosen for their enthusiasm for the concept of a new library, their relevant expertise, their experience of involvement in other similar projects and their representation on important bodies within the libraries and cultural field. All external group members also have a high profile in the city and have useful contacts with professional bodies and government departments. The group also had cross-party political representation.

Tasks undertaken by the Steering Group

Between January 2002 and May 2004, the Steering Group was involved in all aspects of the planning process, including visits to a variety of other relevant

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sites, research on the appropriate location and type of library needed, discussions with potential co-locators and partners, concept designs and business planning. In subgroups, we examined specific topics, such as photography and the needs of specific client groups, such as children and young people.

Consultation with members of the public was of particular importance to the group and from the work which took place during 2002, we felt well-briefed on the needs and desires of the people of Birmingham.

In mid 2004, the work of the group paused, shortly before the options appraisal process, to review its contribution and to define an even more proactive role in the future, including greater engagement of the business community and a focus on gaining external funding, once the appropriate solution was agreed. We feel that our work is unfinished and that we have a valuable contribution to make, both to the work of the Scrutiny review and to the future planning process for the library.

The Stance of the Steering Group

The Steering Group members would like to make it clear that they are not wedded to any specific scheme or design. However, we are all firmly committed to finding a solution which delivers against the stated objectives for a Library of Birmingham and we are not open to compromise on a key principle. **The Library of Birmingham must live up to the national and international reputation of its predecessors and provide the people of Birmingham with a library of which they can be justly proud.**

For over 2 years, the members of the Steering group gave freely of their time, skills and expertise. Given the short timescale for the Scrutiny review, we feel that we can provide an objective, but extremely well-informed input to the process.

Comments on the Options

The comments are laid out as bullet points, rather than narrative.

The Split Site Option

- It is extremely important that the Library of Birmingham remains a world class library, both in terms of its services to the general public and to students and researchers. It has and will have a huge diversity of demands on its services. The proposed split between Lending and Reference resources (Centenary Square) and the Archives and History Centre (Millennium Point) will put obstacles in the way of both of these client groups.

- The process of breaking apart the unity of the current Central Library collections, to fulfil this proposal will be much more complex than it

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appears. There will be enormously significant decisions to be made about collections which span the identified roles of the two proposed buildings, in areas such as photography, music and local studies. Some of the special collections which have international status need to be housed in conditions similar to archival materials, to preserve them safely, but will not fit the heritage theme. There are cost implications in providing specialist storage in two places. These kinds of issues will be time consuming and it will be extremely difficult, if not impossible to find a solution which will satisfy all these needs.

- On the other hand, the materials which would move to Millennium Point under the split site proposal require very specialist storage conditions and carefully controlled access. The Library Service would nonetheless want to create a space for children and young people which would complement the very child oriented, interactive approach of other facilities like Thinktank at Millennium Point. This would require duplication of both staff with the necessary expertise and also appropriate facilities at both of the proposed split sites and entail unnecessary additional expense.

- Experience shows that there is regular movement between all aspects of the library's sections, lending, reference, special collections and archives. Boundaries have been deliberately blurred over the years to encourage cross-fertilization, to increase use by more audiences and to offer more opportunities and benefits to new users. The Central Library has moved from having the role and image of a quasi- academic institution in the early seventies, to being what the Chief Executive of the Library Association described as *the biggest Community Library in the world*. This combination of international reputation and local ownership is unique and comes from the co-location of such a huge variety of resources.

- Logic dictates that the revenue implications of running two service points are bound to be significantly higher and that economies of scale in terms of support services, security, deliveries, staff facilities, training, mutual learning opportunities and the deployment of staff will be lost.

- In the City Council press release of 19th July 2005, the case is made for two centres, so that Eastside can develop as a *quarter for learning, technology and heritage,* but separate from the *knowledge centre site in the city's civic heart, close to the City centre.* These ambitions seem to be contradictory as if to separate learning in one facility from the pursuit of knowledge in another.

- The dilemma over a split site also begs the whole question of where the city centre is and will be in the future. While the city centre is obviously the right place for the library to be, confusion such as this and the lack of a clear identity for the Library of Birmingham will make the objective of appealing to and inspiring the widest possible audience unlikely to be achieved.

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- A single high quality building would bring even more visitors to the city, with extra revenue from those who wish to access a world class library in the middle of the country. Visitors would be much less likely to come to a split site arrangement and redirecting those who did come; from one site to the other is an embarrassing prospect. In addition to all the problems of the split site option, outlined above, one only has to look at what libraries like Norwich or Seattle have achieved, to see the benefits of one landmark building.

It took the Library Service 100 years to bring all the various collections together under one roof, culminating in the opening of the current Central Library. This proposal feels like a large step backwards which will undermine that logical process totally and lead to frustration amongst users of all kinds and an ensuing drop in use and status, locally, nationally and internationally.

Location

- A great deal of consultation work around the potential site was undertaken in the early stages of the process. An Eastside location is demonstrably as close to the *old* city centre as Brindley Place and would rebalance the city centre. The proximity to the new Bull Ring Centre would make it a popular location and easily accessible. To quote the Birmingham Post, even as long ago as 8th November 2001:

The Eastside story is only just beginning. Within 10 years the area will have changed dramatically…..an area now regarded as slightly down at heel and inaccessible will be but 5 minutes' walk from the new-look Bull Ring. Could there be a better location for a public library?

- Locating the Library of Birmingham in Eastside would bring a greater footfall to the area, help to speed up its recognition as part of the city centre and have benefits for the other facilities in the area, including Millennium Point. It would also encourage wider cultural activities, if some of the organisations which have expressed an interest, like the Birmingham School of Acting or the National Academy of Writing were to be co-located with it. Without the library, Eastside might become just another commercial/educational area of the city. With the library, it would have a distinctive and vibrant edge, which is what Birmingham needs if it is to fulfil its ambitions as a recognised European city.

- Others are better qualified than the Steering Group members to comment on the fundability of the various schemes, but past experience shows that one landmark building, in a regeneration area such as Eastside is much more likely to attract external funding. This cannot be said of a proposal

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which involves a split site and potentially, the expansion of an existing building and/or an existing city centre location.

- Eastside, as a potential Learning Quarter, remains an attractive site for a major new library. It is close to Millennium Point, which houses UCE's Technology Innovation Centre, as well as being adjacent to the Royal College of Organists, next door to Aston University and Matthew Boulton College. It is also close to South Birmingham College's Digbeth site and we understand that there is also the possibility of UCE relocating its Gosta Green site to Eastside.

It is the view of the Steering Group that in the light of the revised objectives for the Library of Birmingham and on the basis of over 2 years involvement in the project, that the Eastside location meets the objectives to a greater degree than the Westside site.

Other issues for consideration

- It is no coincidence that so many cities are planning large, landmark buildings to create their libraries of the future. The case for their impact, culturally, educationally, economically and in terms of civic pride cannot be ignored. In many cases, these cities would give a great deal to be able to build on the level of status, reputation, heritage, special collections, staff expertise and, above all, usage of the Central Library, which Birmingham City Council seems to take so much for granted and seems to value so little.

- The bid for Private Finance Initiative credits has been rejected, while cities such as Newcastle and Liverpool and towns such as Worcester and Wigan have been successful in bids to develop or rebuild their central libraries. Noticeably, the successful projects major on **integration, not disaggregation** of resources and services.

- The body which advises the government on PFI bids and major capital projects has already stated that clear senior management and elected member ownership, leadership and evaluation of proposals based on long term value for money rather than initial price are crucial to successful project development.

- At the time of writing, the Steering group is unaware of the feedback on the reasons for the Department for Culture Media and Sport's rejection of the Birmingham PFI bid. However, the Steering Group is firmly of the opinion that lack of some of the above requirements and a lack of financial commitment from the city will turn out to have been major issues.

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Conclusions of the Steering Group

The views of the Steering Group can be summarised as follows:

- **A decision to effectively downgrade the Central Library to a split site development would be a great disservice to the future of the city and its people.**

- **We are dealing with a precious legacy from far-sighted politicians, citizens and librarians from over the past 100 years. The current split site proposals seem to be based on short term, illogical and unsubstantiated arguments. If this proposal is enacted, then Birmingham will live to regret what is likely to be seen as a hasty and ill-conceived decision and will look back on this period as a huge opportunity, which was missed.**

- **The view of the Steering Group has always been that the Library of Birmingham is such a special and unique project that cannot be financed in the normal manner. It is a project of national importance, which just happens to be set in the West Midlands.**

- **The proposal for its future must reflect its status, size, complexity and the significance of its collections. If the wrong decision is taken now, the City Council will be letting down not just the people of Birmingham, now and in the future, but will be failing to engage properly with a national responsibility.**

Recommendations

- **We urge the Overview and Scrutiny Committee to pursue the concept of a single city centre library for Birmingham.**

- **We recommend to the City Council the option to locate the Library of Birmingham in Eastside, in one state of the art building, worthy of its contents and worthy of the city to which it belongs.**

- **If, however, the Eastside option for location is not chosen, then we would point out the necessity of a properly conducted feasibility study for a single site library in Westside.**

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- **We also request that the Steering Group is reconstituted with additional members to enhance its range of skills and expertise and that it is invited to participate fully in taking forward the City Council's plans for the new library.**

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Appendix 6 Central Library Facts and Figures

Central Library Facts and Figures

- The UK's biggest and busiest Library
- The Central Library is the city's busiest public building
- 5,000 visitors a day – 1.5 million a year. Anticipated increase in Library of Birmingham to 7,000 to 10,000 visitors a day
- 13,000 information enquiries a week
- 680,000 items issued a year
- 100 miles of shelving holding 5 million items (lending and reference)
- 172 public access pc's with 347,940 internet sessions
- Virtual access - 933,000 hits per year on the Library website and on-line catalogue
- The City Archive has over 6,000 archival collections dating from c1140 to the present day
- The Birmingham Collection comprises 50,830 unique items on Birmingham's history and its people
- The Early and Fine Printing Collection has 13,000 volumes of which 8,200 were printed before 1701 and 128 were printed before 1501
- The Shakespeare Collection is one of the world's largest collections of Shakespeare material
- The Photography Collection is one of 9 national collections and comprises 2 million items variety of formats.

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Appendix 7 Relevant Footfall Data

Relevant Footfall Figures

Footfall for Millennium Point and Thinktank

Date (2005)	Footfall for Millennium Point	Thinktank attendees
January	76,466	11,749
February	110,239	22,110
March	107,722	19,628
April	81,870	15,257
May	71,972	9,717
June	97,135	13,736
July	65,503	15,406
August	72,854	14, 196

Footfall for Archives and Family History Centre

Library staff have advised the Committee that it is impossible to provide completely accurate figures for the current usage of the Library solely for family history type research, as this could involve reference to a variety of different types of information in a number of different parts of the library (e.g. maps, Photography Collection etc).

Use of the Local Studies and History Service in the current library follows this pattern and therefore any user statistics will represent all visitors to that area and not just those researching family history. However, best estimates of the proportion of enquiries specifically related to family history/genealogy, is high at approximately **80%** of all enquiries in this section of the library. (These statistics represent adult enquiries only).

Approximately 250-500 visits a day are for the purpose of using local history resources, which may include using the Archives. Using the mean of these figures (375), approximately 2250 people visit this section every week, 7.5% of the 30,000 who visit the library.

Visitor statistics from the Archives Service for 2004 - 2005 show that:

- **41%** (the highest %) of all visitors were specifically researching family history;
- a further **17%** were specifically researching local history;
- of the total number of enquiries made to staff (these include by email, fax, phone, postal and visit), **39%** (the highest %), were for family history with **12%** of enquiries for local history.

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Appendix 8 Background Papers

1. Consultants' Report
2. February 2005 Cabinet Report
3. Leisure and Culture Consultation Papers on New Library
4. Library Prospectus
5. Written Submissions from Members of the Public

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Appendix 9 Financial Documents

Financial considerations were a key theme running through all our evidence-taking. Detailed below is some of the financial information we have used in compiling our report.

As with the rest of our report we want as much information as possible in the public realm but we recognize that some, for commercially sensitive reasons, will at this stage need to be kept private. Listed below is the information we have specifically used and how it needs to be treated:

Ref No.	Item	Public/Private
Financial Document 1	Update (31/08/05) by City Council officers on capital and revenue costs and maximum/minimum levels of external funding	Public
Financial Document 2	Revised annual revenue costs of Eastside and 2 centres	Public
Financial Document 3	• Estimated cost of building and running of community library • Breakdown of "extend and refurb" option	Public
Financial Document 4	Revised (07/09/05) breakdown of assumed levels of external funding	Private
Financial Document 5	Costs related to transition arrangements between "old" and "new" library	Private
Financial Document 6	Millennium Point/Thinktank BCC financial support	Private
Financial Document 7	• Value of land between Rep and Baskerville House • Sale of Baskerville House • Paradise Forum Lease	Private

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Financial Document 1

Update (31/08/05) by City Council officers on capital and revenue costs and maximum/minimum levels of external funding

BIRMINGHAM LIBRARY

Capital costs

Page 1 of the attached appendix sets out the broad capital costs of 4 options presented to Cabinet on 25 July. The estimated cost to the Council is shown after assumed level of external funding including PFI.

The level of external funding for Eastside and Paradise extend and refurbishment are based on Consultants Report.

The Knowledge Centre and Archives and Baskerville House and Archives options were not considered by Consultants. Therefore the assumed level of external funding is based on the best estimate set against known criteria at the time of the Cabinet Report.

The capital costs exclude transitional costs, which could be a minimum of £3.5million.

Revenue costs

Page 2 of the attached appendix sets out the broad revenue costs of 4 options presented to Cabinet 25 July, assuming the capital cost and level of external funding set out in Page 1 of the appendix. £20 million contribution is assumed from City Council general receipts for all options.

The estimated revenue costs are based on 2003/04 prices, with capital financing costs based on an average year. The revenue costs are based upon a large number of assumptions set out on Page 2.

The additional revenue costs compared to existing budget principally reflect additional lifecycle and maintenance costs and capital financing charges. The Knowledge Centre and Archives Option may enable lifecycle and maintenance costs to be reduced in early years.

The variation in revenue costs between different options principally reflect the differing assumed capital cost to the City Council of each option set out in Page 1 of appendix.

Potential additional capital receipts could reduce the costs further. For example, potential receipts from Paradise and Eastside could reduce additional costs compared to existing budget from £5.1 million to £3.8 million for Eastside, from £7.8 million to £7.2 million for Paradise, from £6.9 million to £4.9 million for Knowledge Centre and from £10.8 million to £8.8 million for Baskerville.

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Maximum and minimum levels of external funding

Pages 3 and 4 of the attached appendix set out the latest assumed maximum and minimum levels of external funding.
Since the Consultants Report, the assumptions regarding external funding have progressed. The maximum and minimum levels of external funding are based on the latest views of the City Council's Lead Officer for European Funding and Eastside Senior Project Officer.

- **If the maximum level of external funding is achieved, the cheapest option for the City Council is the Knowledge Centre and Archives, which is estimated to cost £27 million less than the next cheapest option at Eastside.**

- **If the minimum level of funding is achieved the cheapest option to the City Council is to extend and refurbish Paradise Circus, with Eastside as the most expensive option.**

- **The level of external funding is not particularly sensitive to the level of capital cost. Therefore, any variation in capital cost is likely to directly impact on the City Council**

Pages 5 and 6 of the attached appendix set out the broad revenue costs of each of the options based on the maximum and minimum levels of external funding assumed on pages 3 and 4. £20 million contribution is assumed from City Council general receipts for all options. The estimated revenue costs are based on 2003/04 prices with capital financing costs based on an average year. The revenue costs are based upon the same assumptions as the Cabinet Report. Potential additional capital receipts would reduce these costs further.

Sensitivities on level of external funding within Cabinet Report

The remaining pages of the attached appendix set out various sensitivities on the level of external funding within the Cabinet Report.

Pages 7 and 8 set out the estimated capital costs to the City Council of various sensitivities on external funding. It should be noted that since these sensitivities have been based upon the wide range of external funding assumed within the Cabinet Report, the 4 library options are likely to have different rather than the same levels of funding risk.

These sensitivities show that based on the level of external funding within the Cabinet Report:

- **unless external funding falls to very low levels, Baskerville House and Archives is the most expensive option**

- **Paradise extend and refurbishment has a low level of funding risk to the City Council**

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- **Because of the high level of external funding assumed for Eastside proposal, the level of funding risk is high. A small variation in the percentage of external funding available to Eastside Project has a significant impact on the cost to the City Council. A 33.3% reduction in level of external funding (excluding PFI) for Eastside Option increases the cost to the City Council by £25 million. A similar 33.3% reduction in the level of external funding for Knowledge Centre and Archives Option (excluding PFI) increases the cost to the City Council by £6 million.**

Pages 9 and 10 set out the estimated additional revenue costs compared to 2003/04 outturn figures for each scenario, assuming £20 million contribution for all options from City Council general receipts and based on 2003/04 prices, with capital financing costs based on an average year. The revenue costs are based upon the same assumptions as Cabinet Report. Potential additional capital receipts would reduce these costs further.

Sensitivity analysis on external funding

Capital Costs within Cabinet Report

Capital costs and potential levels of external funding were as follows within 25 July Cabinet report:

	Estimated capital cost £m	Estimated level of funding excluding PFI £m	Estimated level of PFI funding £m	Estimated cost to City Council £m
Eastside	179.5	75.0	55.0	49.5
Paradise extend and refurb	124.5	9.5	10.0	105.0
Knowledge Centre and Archives	147.4	17.0	55.0	75.4
Baskerville and Archives	152.4	7.0	0	145.4

The capital costs exclude transitional costs, which cover the mobilisation budget costs, temporary staff prior to relocation , archival packing and project management costs. Estimates of £3.5 million have been produced for all options apart from the Central Library which would be higher due to the relocation of much of the stock during refurbishment**.**

Revenue costs within Cabinet Report

Assuming the capital cost and level of external funding set out above, and £20 million contribution to all options from City Counc general receipts, the estimated revenue costs based on 2003/04 prices with capital financing costs based on an average year would be as follows:

	Staff £m	Lifecycle and Maintenance Costs £m	Premises £m	Transport, Supplies and services, Third party Expenses and computing £m	Capital Financing £m	Income Including Lost income from car park £m	Net cost £m	Additional cost compared to existing budget £m
Eastside	4.9	3.0	1.9	2.5	1.9	-1.8	**12.4**	**5.1**
Paradise refurb and extend	4.9	2.1	1.8	2.5	5.6	-1.8	**15.1**	**7.8**
Knowledge Centre and Archives	4.9	2.8	1.9	2.5	3.7	-1.6	**14.2**	**6.9**
Baskerville and Archives	4.9	2.3	1.9	2.5	8.3	-1.8	**18.1**	**10.8**

Notes:

All options exclude notional interest and depreciation charges for consistency
All costs are based on 2003/04 outturn figures, apart from capital financing costs which are based on an average year.
Staff costs are assumed to be in line with existing budgets
Maintenance costs reflect an average annual cost over the life of the project. Costs will need to be higher if no expenditure in incurred in this area in early years.
Capital financing costs include principal and 5% interest on capital deficit of scheme after taking account of all potential external funding including PFI, and assuming that the loan is repaid after 25 years
It is assumed that £20 million City Council general capital receipts are available to fund all options
No additional costs are assumed in relation to PFI elements of the scheme at this stage due to the uncertainty about the level of costs. There are likely to be additional costs related to PFI contract
Income levels are assumed to be in line with existing budget
Centenary Square new build would result in loss of income of £230k per annum from car park

Maximum and minimum levels of external funding

Since the Consultants Report which generated the assumed level of external funding for options at Eastside and Paradise Circus set out above, the assumptions regarding external funding have progressed. The City Council's Lead Officer for European Fundi and Eastside Senior Project Officer believe that the maximum and minimum level of external funding achievable for each of the options are as follows:

Maximum level of external funding

	Estimated capital cost £m	Estimated maximum level of funding excluding PFI £m	Estimated maximum level of PFI funding £m	Estimated cost to City Council Based on maximum level of external funding £m
Eastside	179.5	55.0	55.0	69.5
Paradise extend and refurb	124.5	11.0	10.0	103.5
Knowledge Centre and Archives	147.4	50.0	55.0	42.4
Baskerville and Archives	152.4	50.0	0	102.4

Minimum level of external funding

	Estimated capital cost £m	Estimated minimum level of funding excluding PFI £m	Estimated minimum level of PFI funding £m	Estimated cost to City Council Based on minimum level of external funding £m
Eastside	179.5	20.0	0	159.5
Paradise extend and refurb	124.5	8.0	0	116.5
Knowledge Centre and Archives	147.4	10.0	0	137.4
Baskerville and Archives	152.4	10.0	0	142.4

If the maximum level of external funding is achieved, the cheapest option for the City Council is the Knowledge Centre and Archives, which is estimated to cost £27 million less than the next cheapest option at Eastside.

If the minimum level of funding is achieved the cheapest option to the City Council is to extend and refurbish Paradise Circus, with Eastside as the most expensive option.

The level of external funding is not particularly sensitive to the level of capital cost. Therefore, any variation in capital cost is likely to directly impact on the City Council

Revenue costs based on maximum level of external funding

Assuming the maximum level of external funding set out above, and £20 million contribution to all options from City Council general receipts, the estimated revenue costs based on 2003/04 prices with capital financing costs based on an average year would be as follows:

	Staff £m	**Lifecycle and Maintenance Costs** £m	**Premises** £m	**Transport, Supplies and services, Third party Expenses and computing** £m	**Capital Financing** £m	**Income Including Lost income from car park** £m	**Net cost** £m	**Additional cost compared to existing budget** £m
Eastside	4.9	3.0	1.9	2.5	3.3	-1.8	**13.8**	**6.5**
Paradise refurb and extend	4.9	2.1	1.8	2.5	5.5	-1.8	**15.0**	**7.7**
Knowledge Centre and Archives	4.9	2.8	1.9	2.5	1.5	-1.6	**12.0**	**4.7**
Baskerville and Archives	4.9	2.3	1.9	2.5	5.4	-1.8	**15.2**	**7.9**

Notes:
All options exclude notional interest and depreciation charges for consistency
All costs are based on 2003/04 outturn figures, apart from capital financing costs which are based on an average year.
Staff costs are assumed to be in line with existing budgets
Maintenance costs reflect an average annual cost over the life of the project. Costs will need to be higher if no expenditure in incurred in this area in early years
Capital financing costs include principal and 5% interest on capital deficit of scheme after taking account of all potential external funding including PFI, and assuming that the loan is repaid after 25 years
It is assumed that £20 million City Council general capital receipts are available to fund all options
No additional costs are assumed in relation to PFI elements of the scheme at this stage due to the uncertainty about the level of costs. There are likely to be additional costs related to PFI contract
Income levels are assumed to be in line with existing budget
Centenary Square new build would result in loss of income of £230k per annum from car park

Revenue costs based on minimum level of external funding

Assuming the minimum level of external funding set out above, and £20 million contribution to all options from Cit Council general receipts, the estimated revenue costs based on 2003/04 prices with capital financing costs based on an average year would be as follows:

	Staff £m	**Lifecycle and Maintenance Costs** £m	**Premises** £m	**Transport,** Supplies and services, **Third party Expenses and computing** £m	**Capital Financing** £m	**Income Including Lost income from car park** £m	**Net cost** £m	**Additional cost compared to existing budget** £m
Eastside	4.9	3.0	1.9	2.5	9.2	-1.8	**19.7**	**12.4**
Paradise refurb and extend	4.9	2.1	1.8	2.5	6.4	-1.8	**15.9**	**8.6**
Knowledge Centre and Archives	4.9	2.8	1.9	2.5	7.7	-1.6	**18.2**	**10.9**
Baskerville and Archives	4.9	2.3	1.9	2.5	8.1	-1.8	**17.9**	**10.6**

Notes:

All options exclude notional interest and depreciation charges for consistency
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Maintenance costs reflect an average annual cost over the life of the project. Costs will need to be higher if no expenditure in incurred in this area in early years.
Capital financing costs include principal and 5% interest on capital deficit of scheme after taking account of all potential external funding including PFI, and assuming that the loan is repaid after 25 years
It is assumed that £20 million City Council general capital receipts are available to fund all options
No additional costs are assumed in relation to PFI elements of the scheme at this stage due to the uncertainty about the level of costs. There are likely to be additional costs related to PFI contract
Income levels are assumed to be in line with existing budget
Centenary Square new build would result in loss of income of £230k per annum from car park

Sensitivity on level of external funding within Cabinet Report

Various sensitivities on the level of external funding within the Cabinet Report are set out below. It should be not that since these sensitivities have been based upon the wide range of external funding assumed within the Cabine Report, the four library options are likely to have different rather than the same levels of funding risk.

Estimated capital cost to City Council of various sensitivities on external funding

	100%	assumed	other	Funding	66.7%	assumed	other	funding
£m	Eastside	Paradise	Knowledge	Baskerville	Eastside	Paradise	Knowledge	Baskerville
100% of assumed PFI funding	**49.5**	**105.0**	**75.4**	**145.4**	**74.5**	**108.2**	**81.1**	**147.7**
75% of assumed PFI funding	**63.3**	**107.5.**	**89.2**	**145.4**	**88.2**	**110.7**	**94.8**	**147.7**
50% of assumed PFI funding	**77.0**	**110.0**	**102.9**	**145.4**	**102.0**	**113.2**	**108.6**	**147.7**
25% of assumed PFI funding	**90.8**	**112.5**	**116.7**	**145.4**	**115.7**	**115.7**	**122.3**	**147.7**
0% of assumed PFI funding	**104.5**	**115.0**	**130.4**	**145.4**	**129.5**	**118.2**	**136.1**	**147.7**

	33.3%	assumed	other	funding	0%	assumed	Other	funding
£m	Eastside	Paradise	Knowledge	Baskerville	Eastside	Paradise	Knowledge	Baskerville
100% of assumed PFI funding	**99.5**	**111.3**	**86.7**	**150.1**	**124.5**	**114.5**	**92.4**	**152.4**
75% of assumed PFI funding	**113.3**	**113.8**	**100.5**	**150.1**	**138.3**	**117.0**	**106.2**	**152.4**
50% of assumed PFI funding	**127.0**	**116.3**	**114.2**	**150.1**	**152.0**	**119.5**	**119.9**	**152.4**
25% of assumed PFI funding	**140.8**	**118.8**	**128.0**	**150.1**	**165.8**	**122.0**	**133.7**	**152.4**
0% of assumed PFI funding	**154.5**	**121.3**	**141.7**	**150.1**	**179.5**	**124.5**	**147.4**	**152.4**

These sensitivities show that based on the level of external funding within the Cabinet Report:

- unless external funding falls to very low levels, Baskerville House and Archives is the most expensive option
- Paradise extend and refurbishment has a low level of funding risk to the City Council.
- Because of the high level of external funding assumed for Eastside proposal, the level of funding risk is high. A small variation in the percentage of external funding available to Eastside Project has a significant impact on the cost to the City Council. A 33.3% reduction in level of external funding (excluding PFI) for Eastside Option increases the cost to the City Council by £25 million. A similar 33.3% reduction in the level of external funding for Knowledge Centre and Archives Option (excluding PFI) increases the cost to the City Council by £6 million.

Estimated additional revenue cost to City Council of various sensitivities on external funding

The estimated additional revenue costs compared to the 2003/04 outturn figures for each scenario, assuming £20 million contribution for all options from City Council general receipts and based on 2003/04 prices with capital financing costs based on an average year would be as follows:

	100%	assumed	other	Funding	66.7%	assumed	other	funding
£m	Eastside	Paradise	Knowledge	Baskerville	Eastside	Paradise	Knowledge	Baskerville
100% of assumed PFI funding	**5.1**	**7.8**	**6.9**	**10.8**	**6.8**	**8.0**	**7.2**	**10.9**
75% of assumed PFI funding	**6.1**	**8.0**	**7.8**	**10.8**	**7.7**	**8.2**	**8.1**	**10.9**
50% of assumed PFI funding	**7.0**	**8.1**	**8.7**	**10.8**	**8.6**	**8.3**	**9.0**	**10.9**
25% of assumed PFI funding	**7.9**	**8.3**	**9.6**	**10.8**	**9.5**	**8.5**	**10.0**	**10.9**
0% of assumed PFI funding	**8.8**	**8.5**	**10.5**	**10.8**	**10.4**	**8.7**	**10.9**	**10.9**

	33.3%	assumed	other	funding	0%	assumed	Other	funding
£m	Eastside	Paradise	Knowledge	Baskerville	Eastside	Paradise	Knowledge	Baskerville
100% of assumed PFI funding	**8.4**	**8.2**	**7.6**	**11.1**	**10.1**	**8.4**	**8.0**	**11.2**
75% of assumed PFI funding	**9.4**	**8.4**	**8.5**	**11.1**	**11.0**	**8.6**	**8.9**	**11.2**
50% of assumed PFI funding	**10.3**	**8.6**	**9.4**	**11.1**	**11.9**	**8.8**	**9.8**	**11.2**
25% of assumed PFI funding	**11.2**	**8.7**	**10.3**	**11.1**	**12.8**	**8.9**	**10.7**	**11.2**
0% of assumed PFI funding	**12.1**	**8.9**	**11.2**	**11.1**	**13.7**	**9.1**	**11.6**	**11.2**

Notes:

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Library of Birmingham : Options

Financial Document 2

Revised annual revenue costs of Eastside and 2 centres

£m

	Eastside	Two Centres	Budget
Life Cycle Costs	£3.1	£2.8	£0.0
Staff Costs	£6.0	£6.3	£4.9
Net Other Costs	£2.0	£2.0	£2.4
Capital Costs	£3.3	£1.5	£0.0
	£14.4	£12.6	£7.3
Revenue Increase per annum	£7.1	£5.3	

Library of Birmingham : Options

Financial Document 3

Estimated cost of building and running a community library

If a library were to be built as part of a **mixed-use** development in the next few years, the capital costs of the library portion would be **in the region of** £2m (based on current costs of the Birchfield Library project).

Annual revenue costs would be **in the region of** £250-500k at the present time (including staffing, book fund, rent, utilities, service development activities; assumes a small to medium library only).

Breakdown of "extend and refurb" option

The breakdown of the reported costs for option 1d prepared by Gleeds in the sum of £124,498,920 are made up from

1	£74,942000	refurb/partial remodel
2	£49,556,920	new extension in Paradise Circus location

These costs have been adjusted marginally to arrive at the quoted overall figure of £124,498,920.