

# OurFuture\_\_\_\_\_CityPlan

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*Shaping Our City Together*

Re imagining the Council House

# Agenda

- 1.Objectives
- 2.Current position
- 3.Future context
- 4.Constraints of the building
- 5.Creating a community asset (applied to all options)
- 6.Seeking Commercial value (design approach 1)
- 7.Seeking cultural value (design approach 2)
- 8.Maximising cultural value (design approach 3)



1890



1928

OFCP Council House

## Objectives

To create a long term sustainable, viable and innovative community jewel in the crown for the City by:

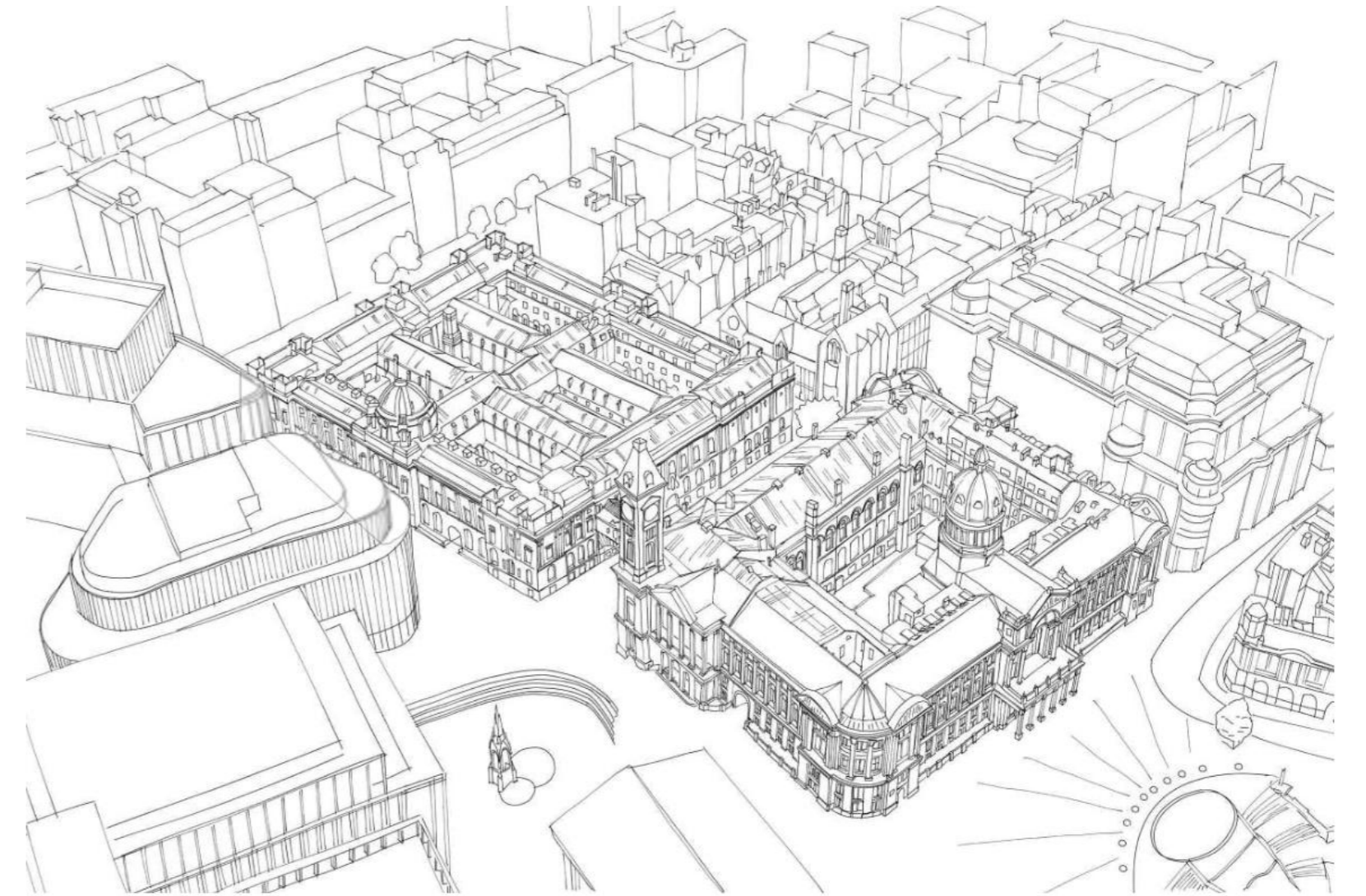
Re-imagining the **Council House Complex as a Community Asset**

Improving the **Birmingham Museum and Art Gallery offer** and activities.

Considering uses to **open up the building** to citizens, workers and visitors.

Maximising untapped **community and commercial potential of the building**, its location and its linkages to and improvement of surrounding public realm

Maintaining its use as the **Heart of Democracy for the City** plus other critical civic and functional activities.



## Objectives Core Values

To create a long term sustainable, **viable** and innovative community **jewel in the crown** for the City by:

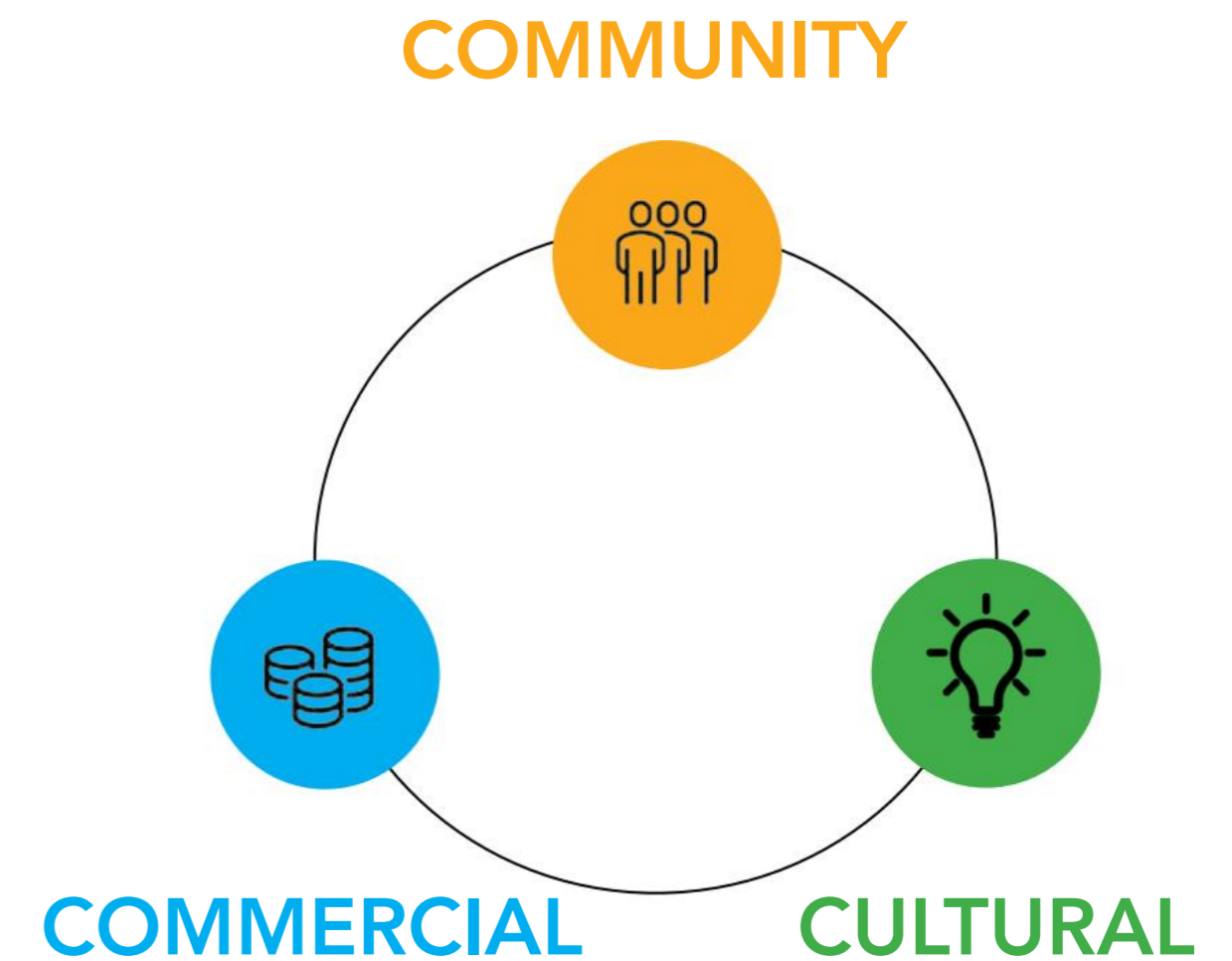
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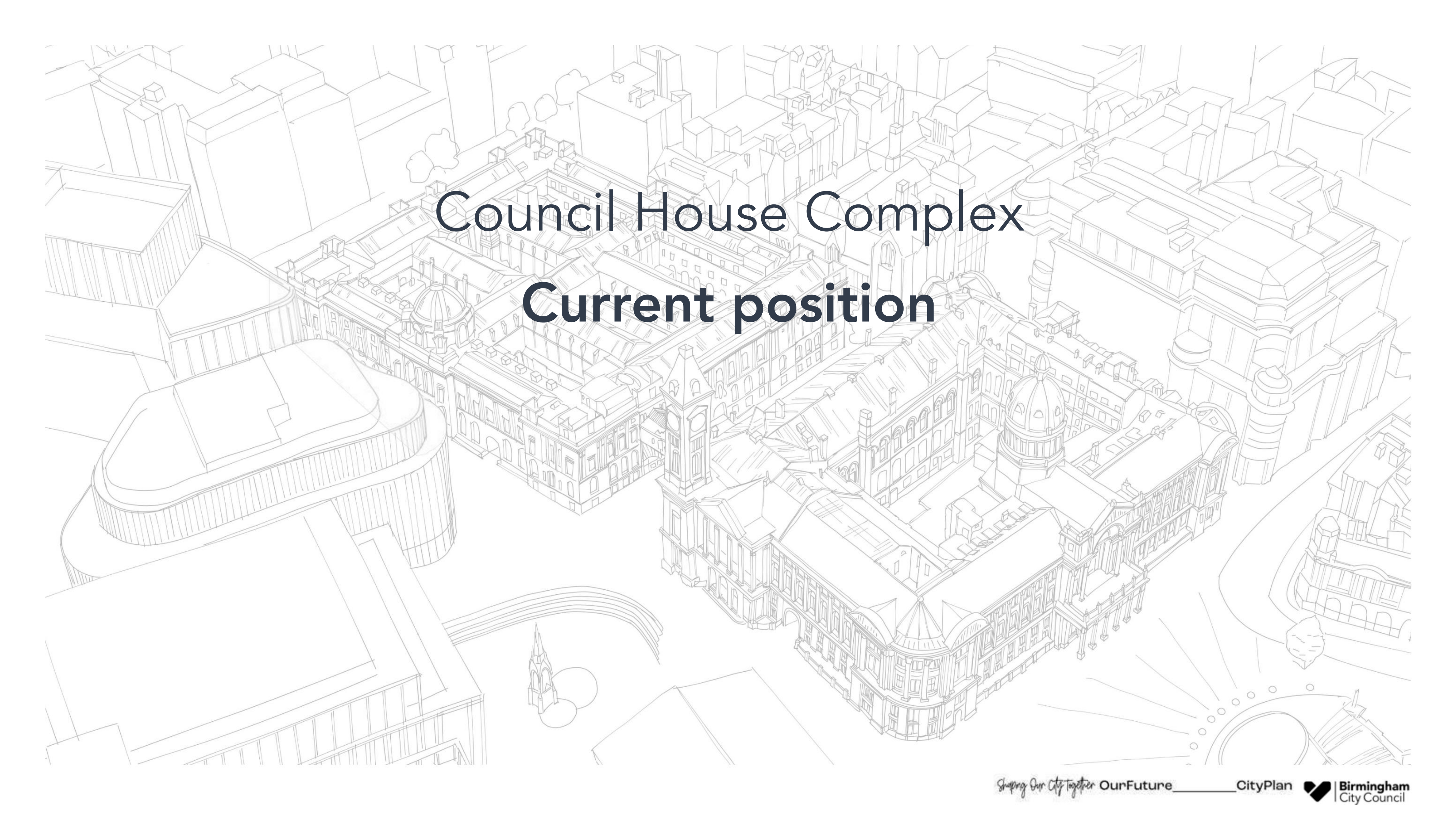
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# Council House Complex

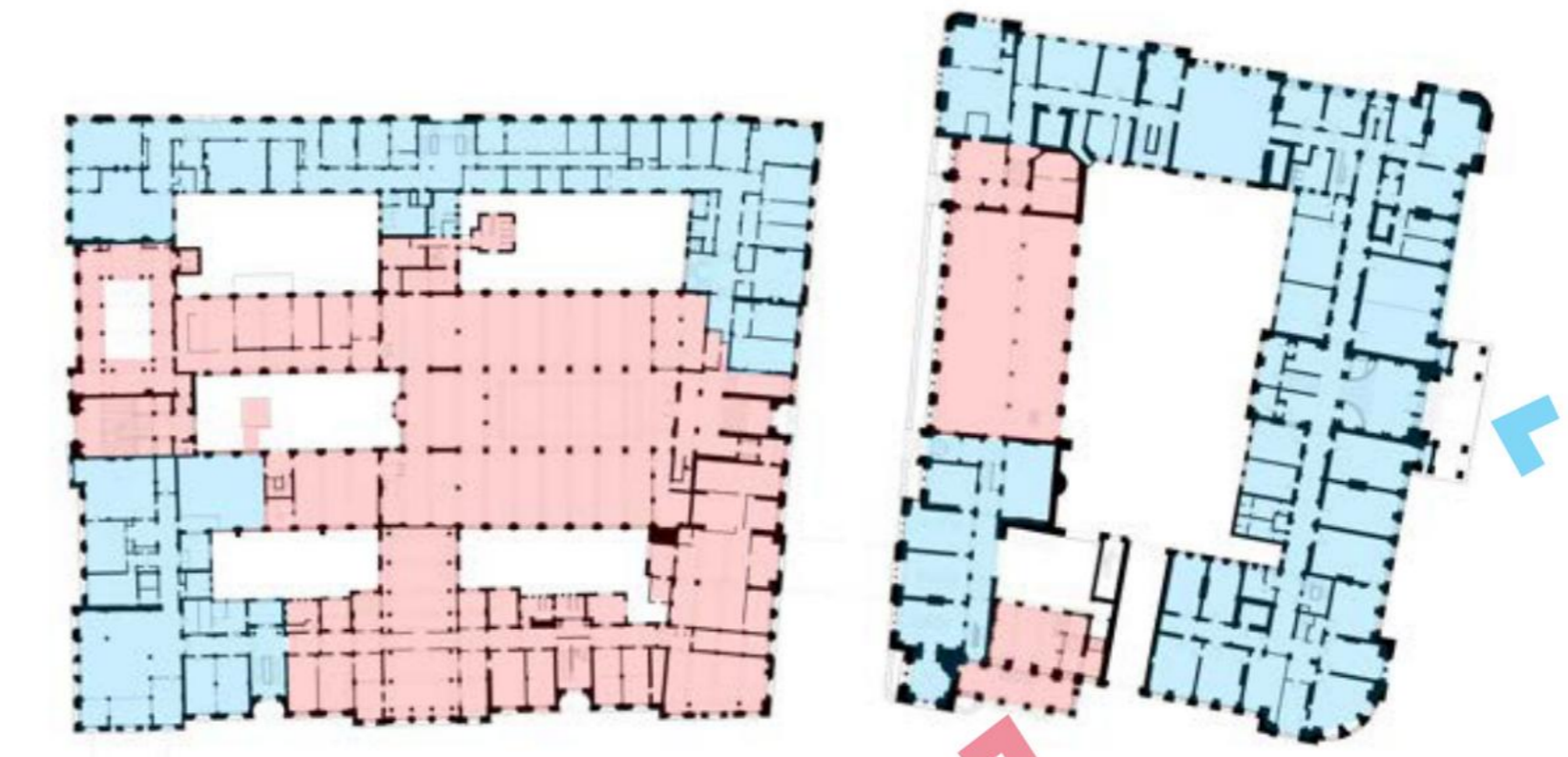
## Current position



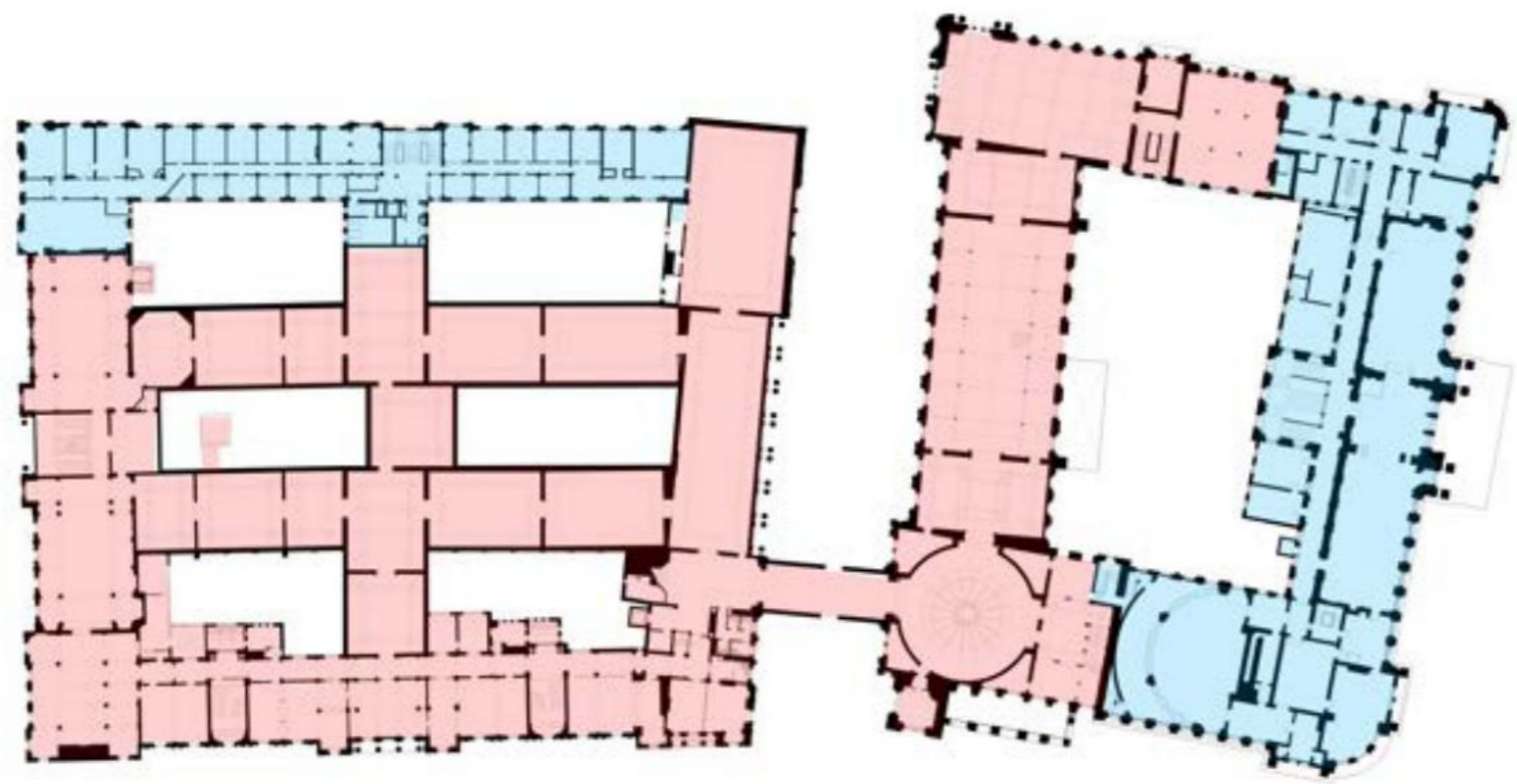
OFCP Council House Aerial



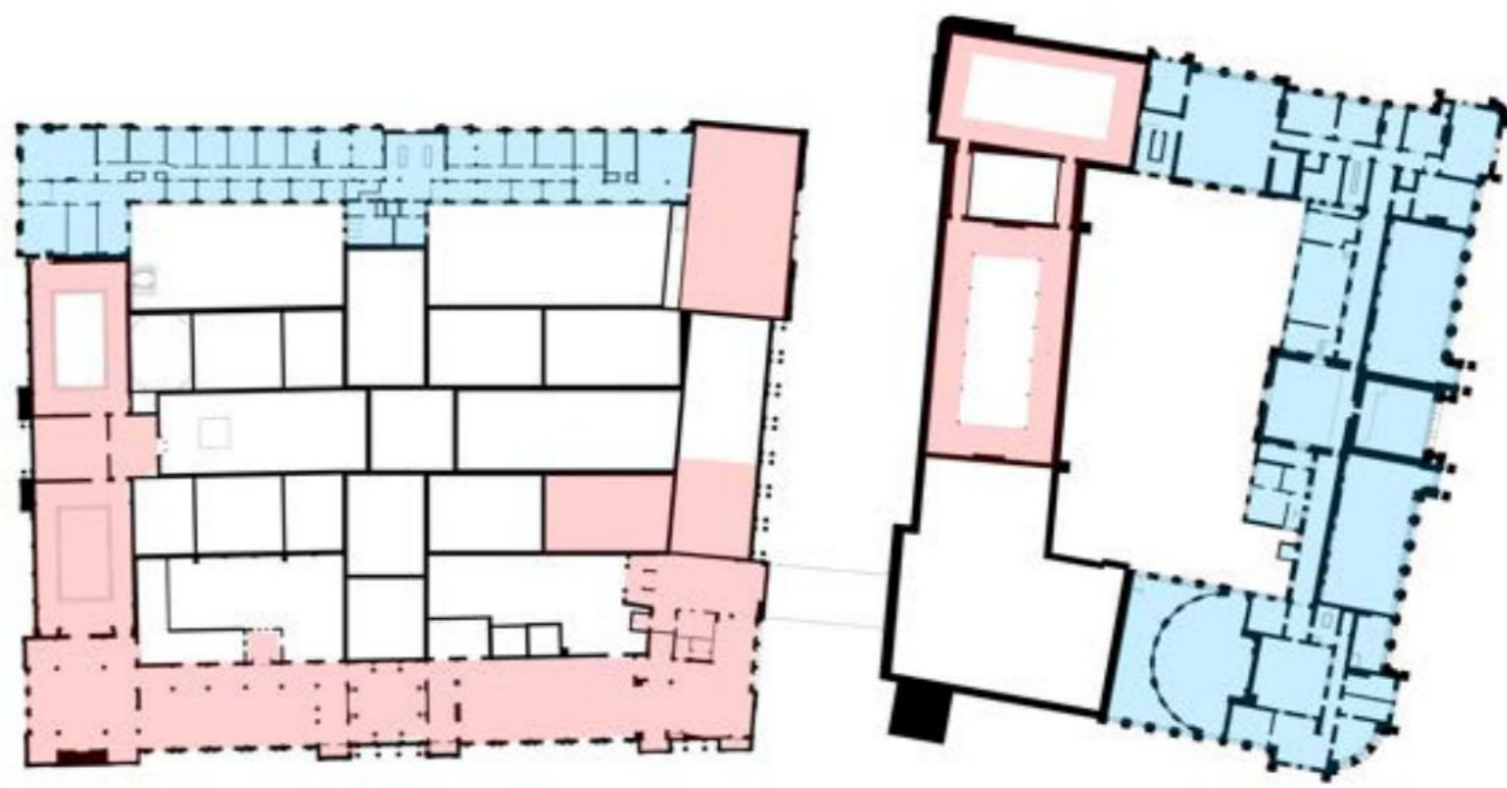
Ground Floor



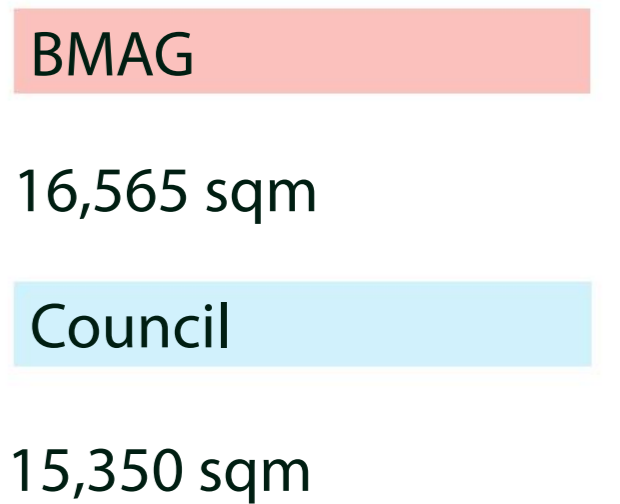
First Floor



Second Floor

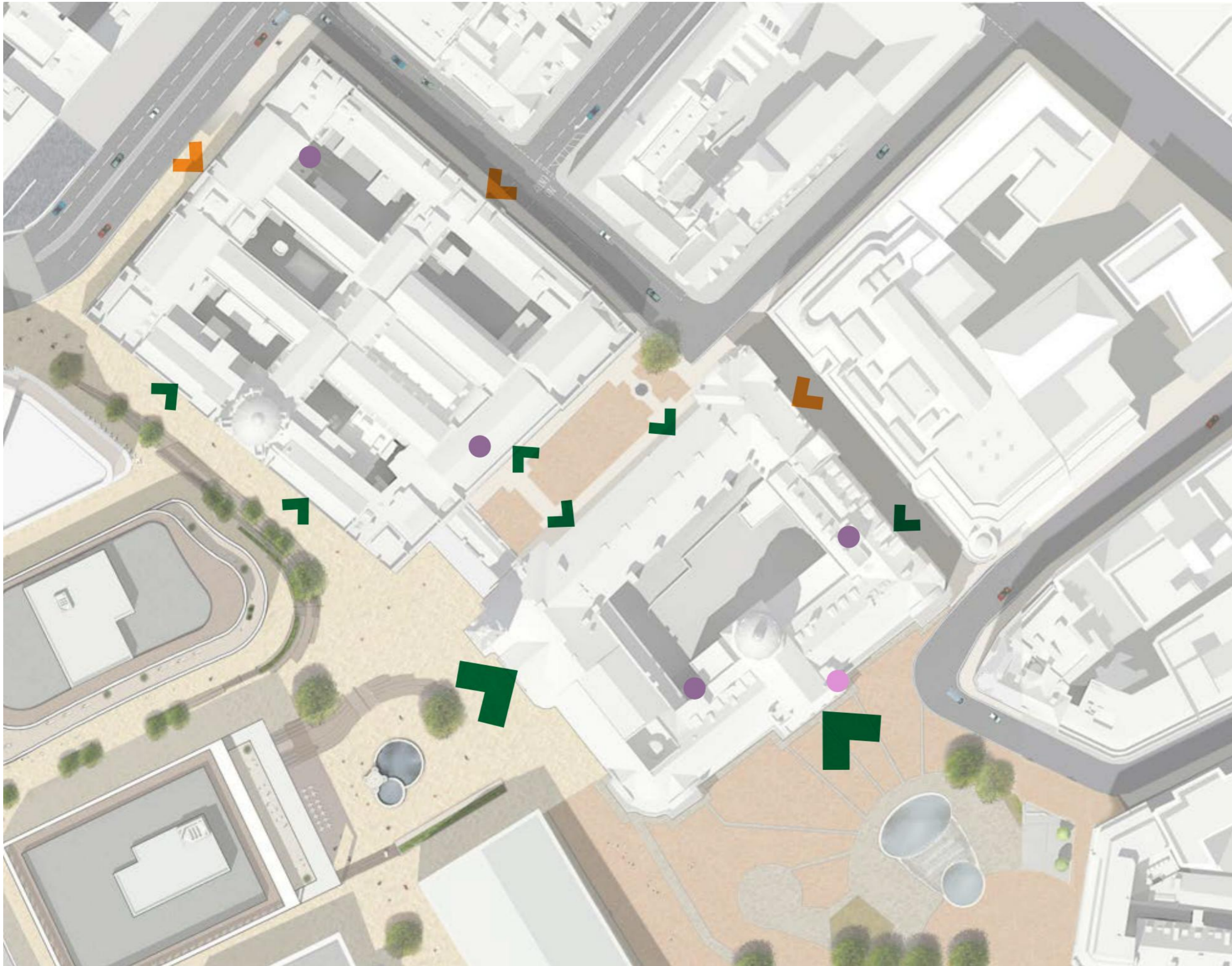





Third Floor



**OFCP Council House - Current Split**



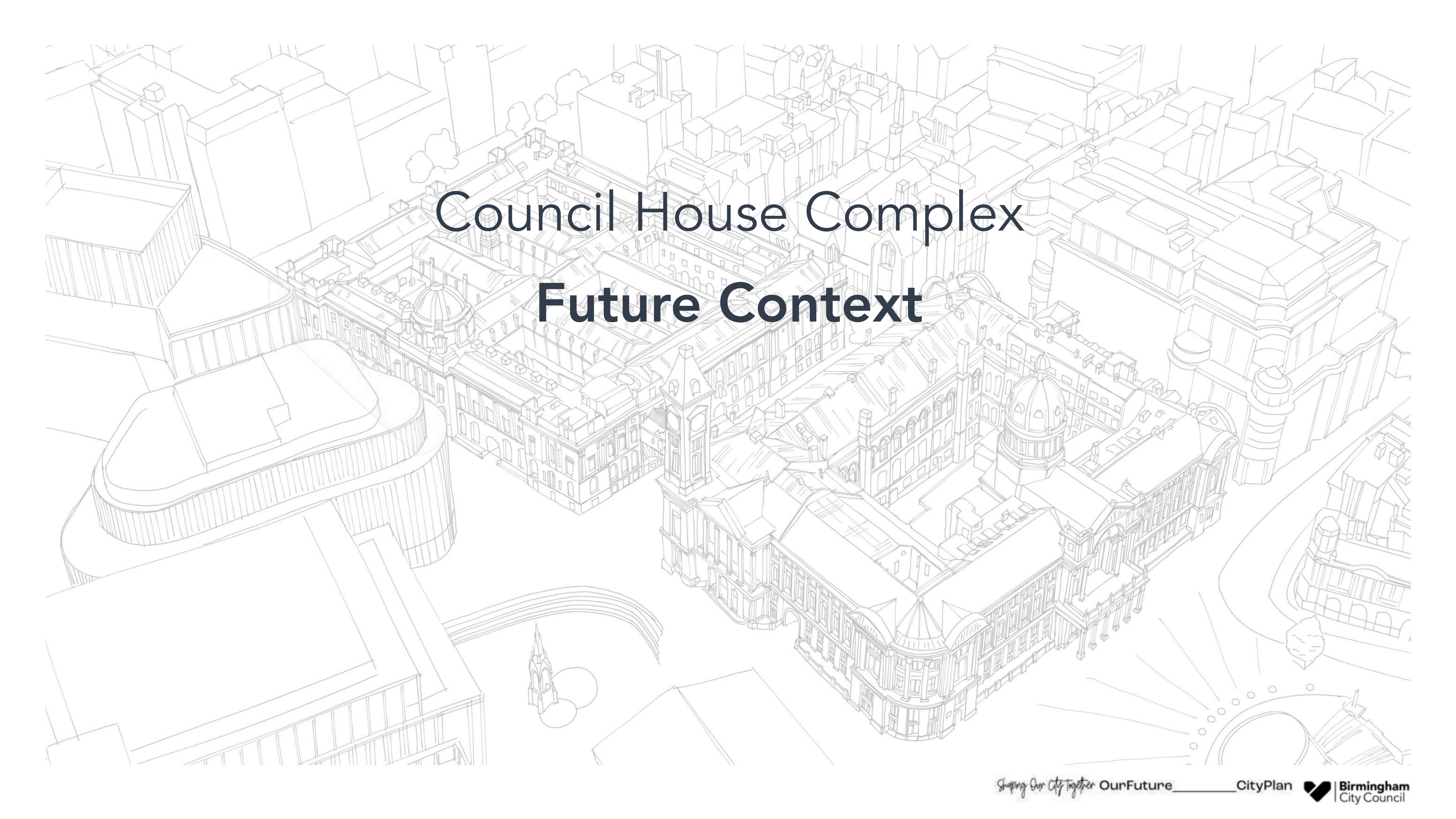


-  Entrance without level Access
-  Entrance with level Access
-  Lift

## OFCP Council House Complex Access Issues



## OFCP Council House Public Realm



# Council House Complex Future Context





Centenary Square



Victoria Square



Millennium Point



Saint Paul's Square



Cathedral Square



Martineau Galleries



Chamberlain Square



Smithfield Square



Curzon Station



Brindley Place



Smithfield Park



Saint Martin's Square

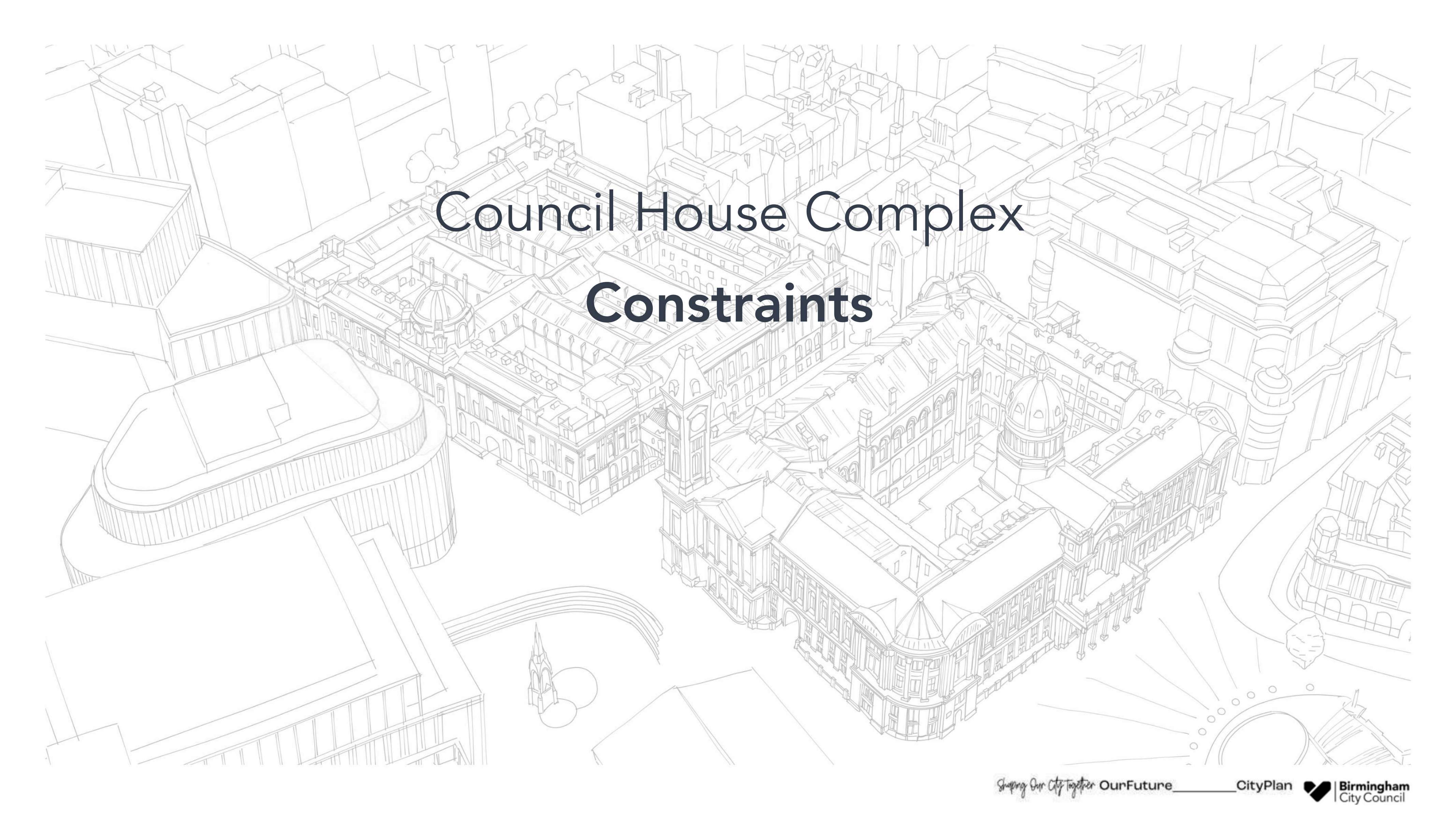


- Entrance
- Entrance with level Access
- Lift

# OFCP Council House Access Vision

# The new front door

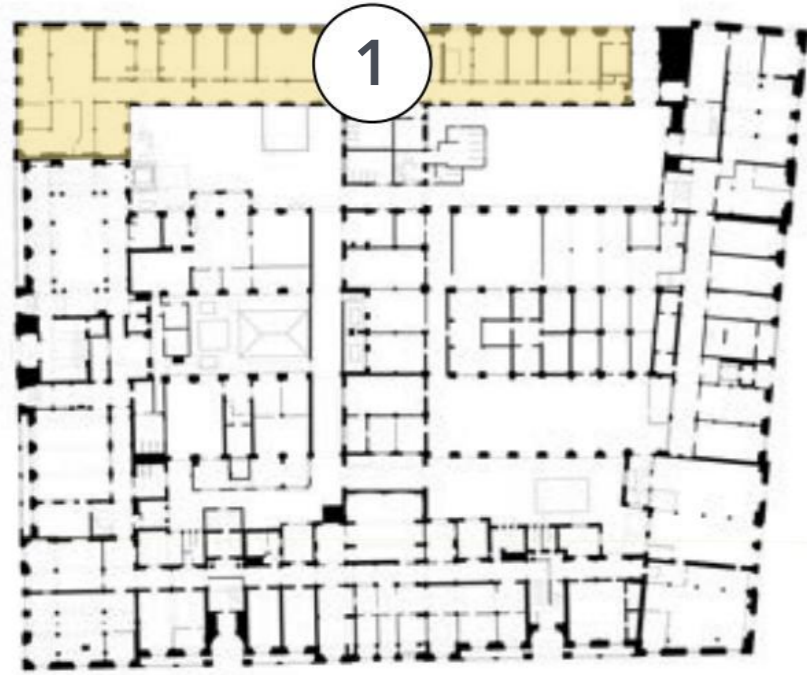




# Council House Complex Constraints



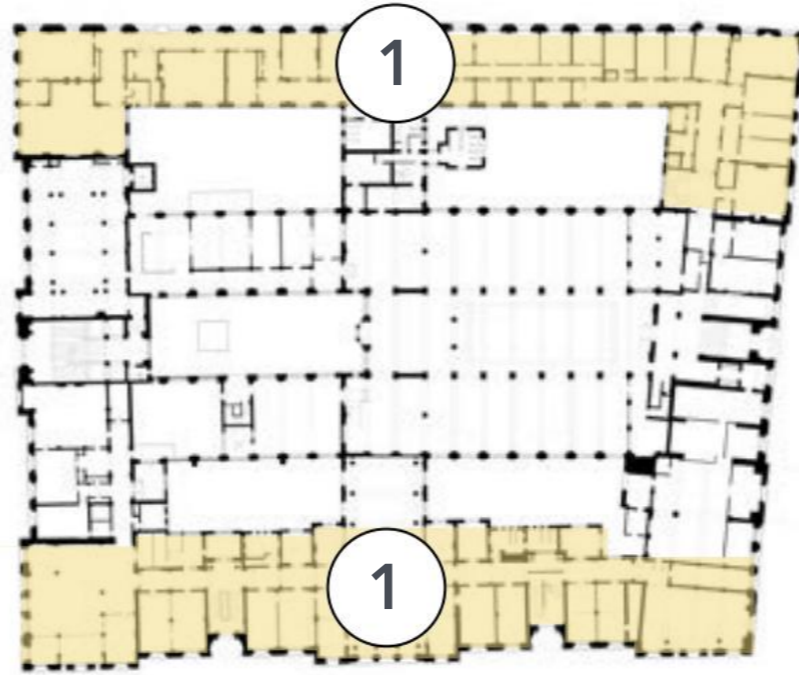
Margaret St



Congreve Passage



Margaret St



Congreve Passage

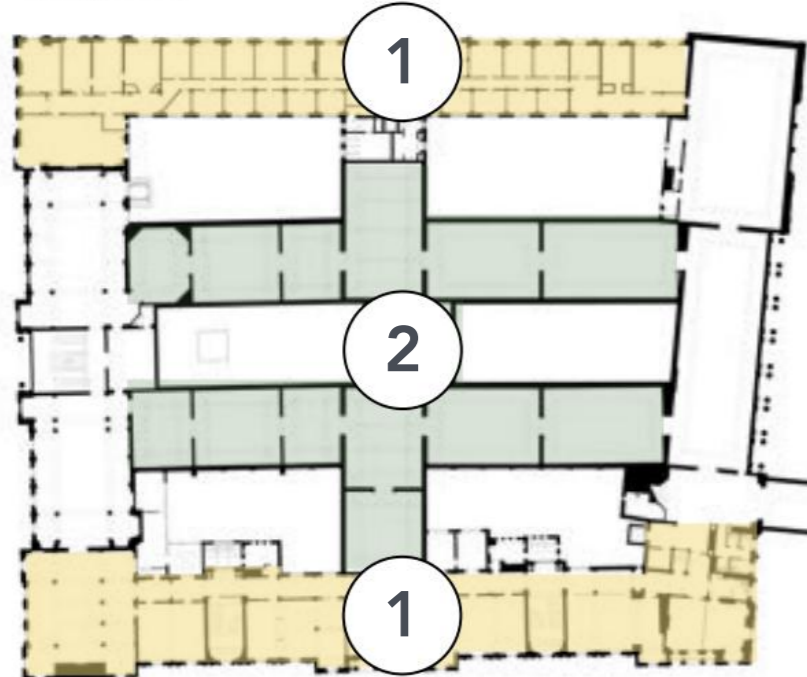


### Ground Floor

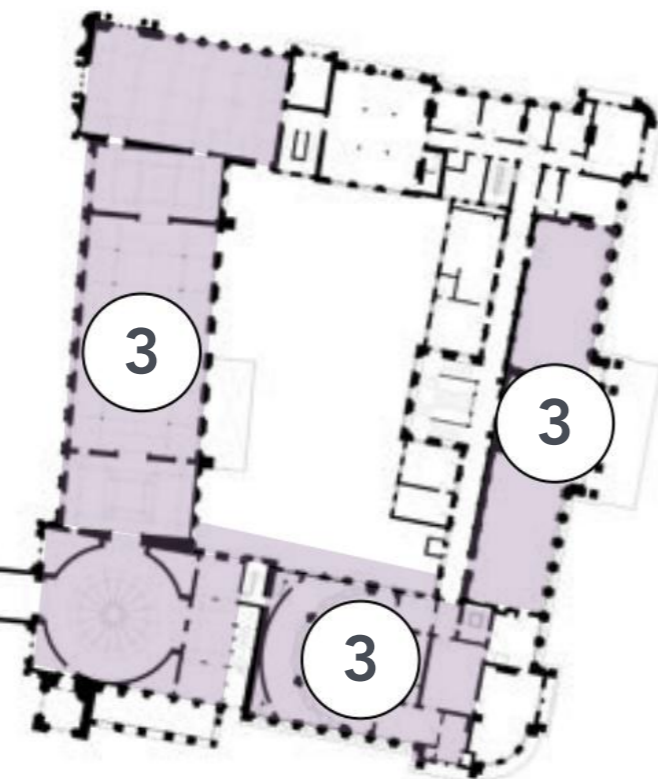
### First Floor

1 Council House Extension: Building grid on Margaret St and Level 01 & 02 of Congreve Passage lend themselves to accommodation uses.

Margaret St



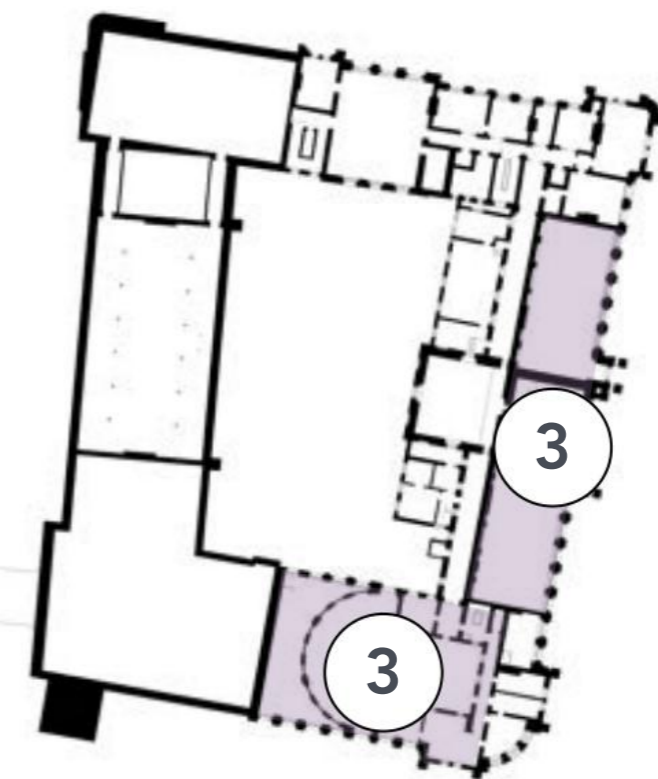
Congreve Passage



Margaret St



Congreve Passage



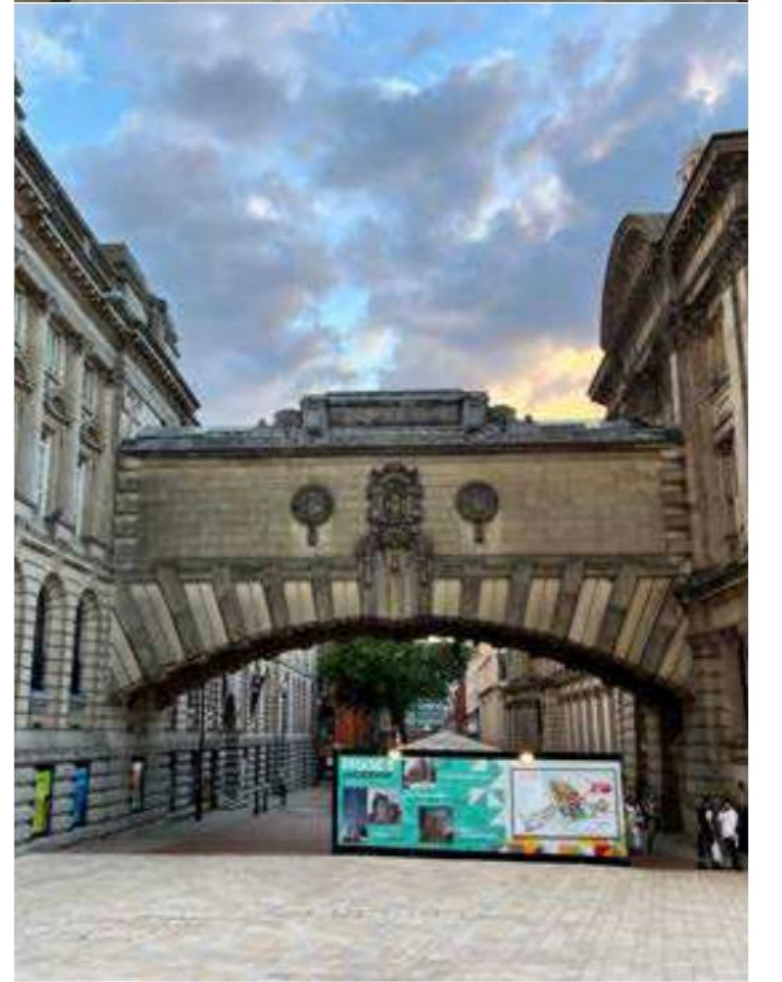
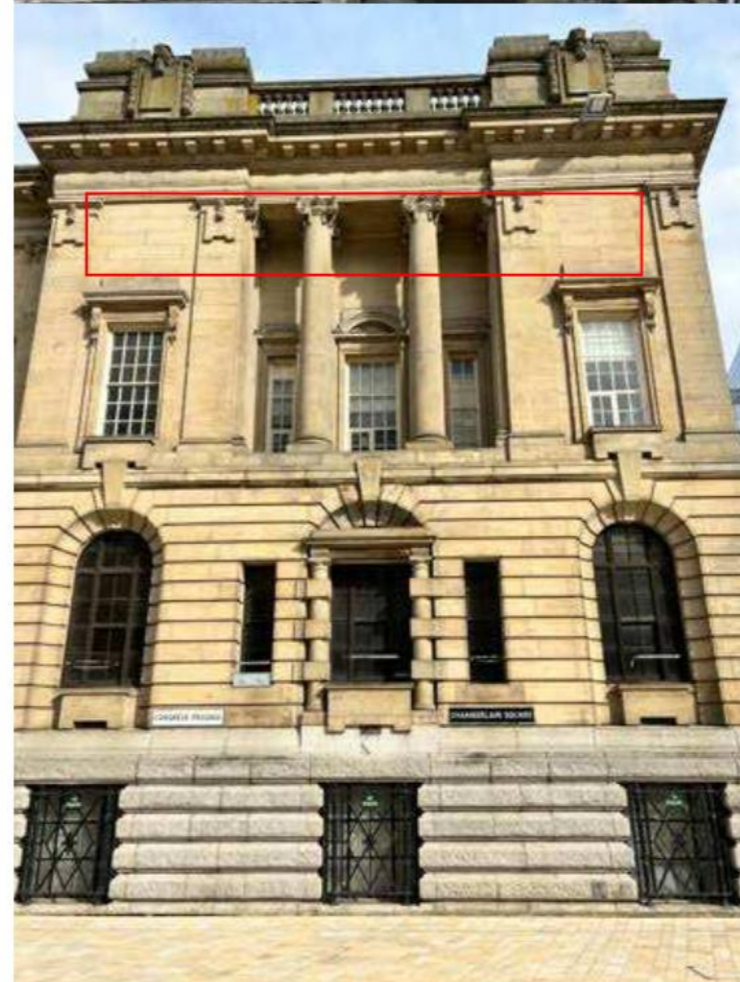
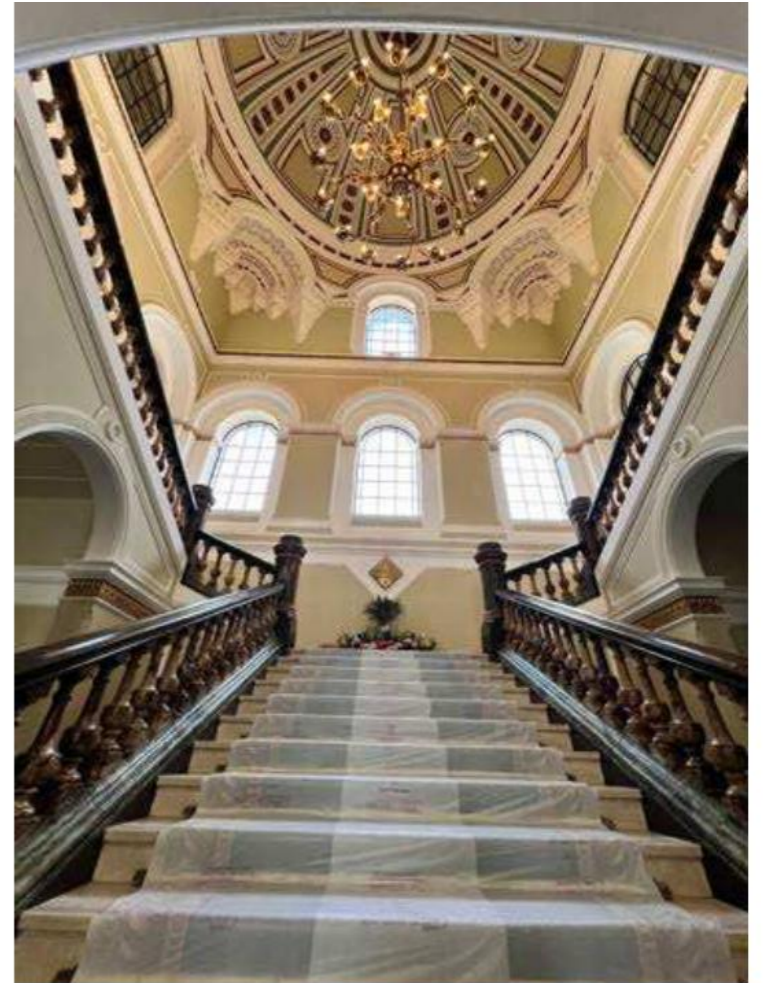
2 Second and Third floor double height spaces are without windows these are purpose built exhibition space.

3 Prime historic feature spaces are not contiguous and generally on upper floors without level access.

### Second Floor

### Third Floor

# OFCP Council House Constraints



4 Accessibility

5 Underground Rooms

6 Civic uses need to remain in certain areas.

7 No Window Provision

8 Grade II\* listed Building - Historic England

# OFCP Council House Constraints

# Re-imagining the Council House Complex as a **Community Asset**

Main Objective for the Council House applicable to all Options

## If we focus on... Community Value

COMMUNITY



To create a long term sustainable, **viable** and innovative community **jewel in the crown** for the City by:

Re-imagining the **Council House Complex as a Community Asset**

Improving the **Birmingham Museum and Art Gallery offer** and activities.

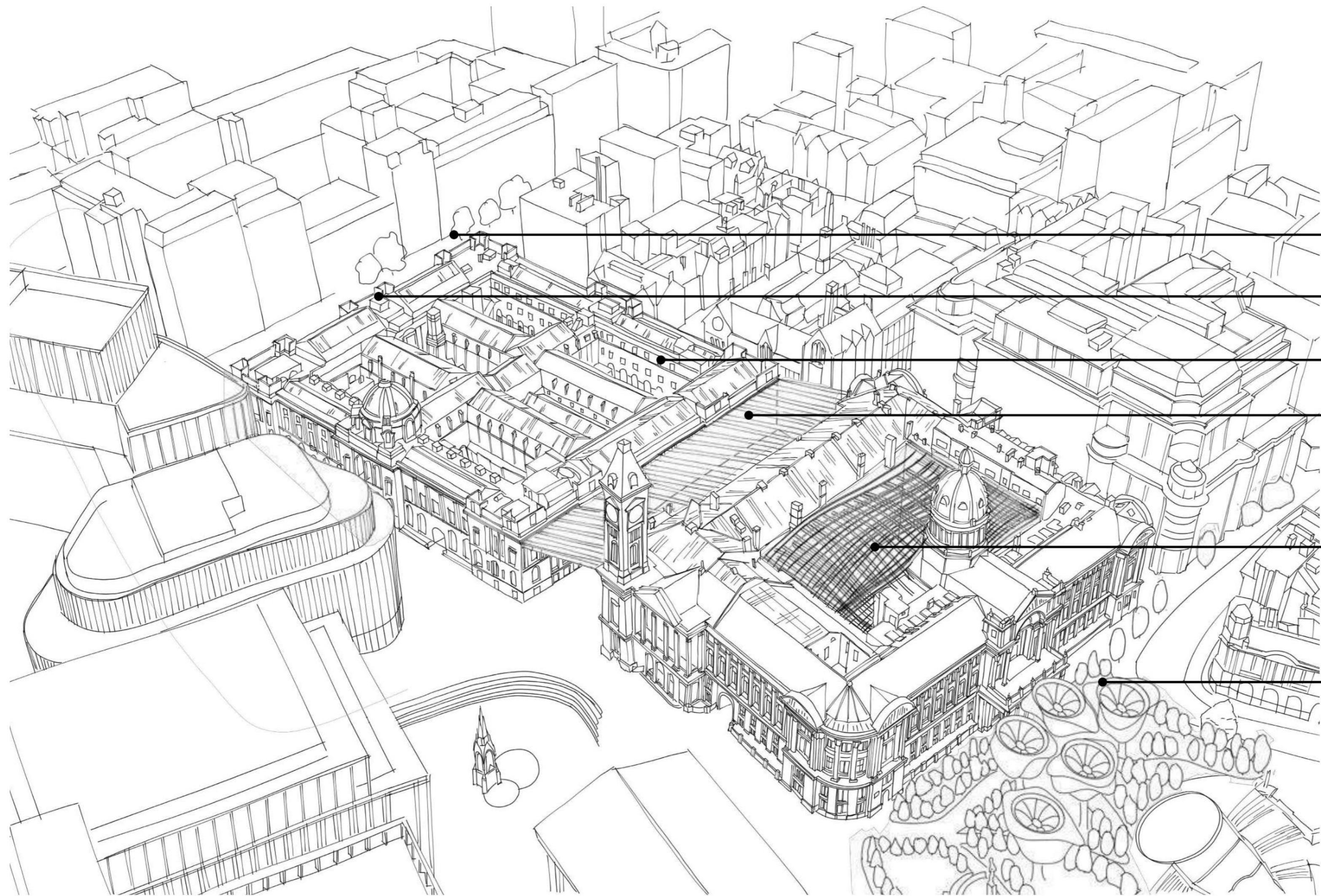
Considering uses to **open up the building to citizens**, workers and visitors.

Maximising untapped **community** and **commercial potential of the building**, its location and its linkages to and improvement of surrounding public realm

Maintaining its use as the **Heart of Democracy for the City** plus other critical civic and functional activities.



## OFCP Council House Complex Spaces



Greenway

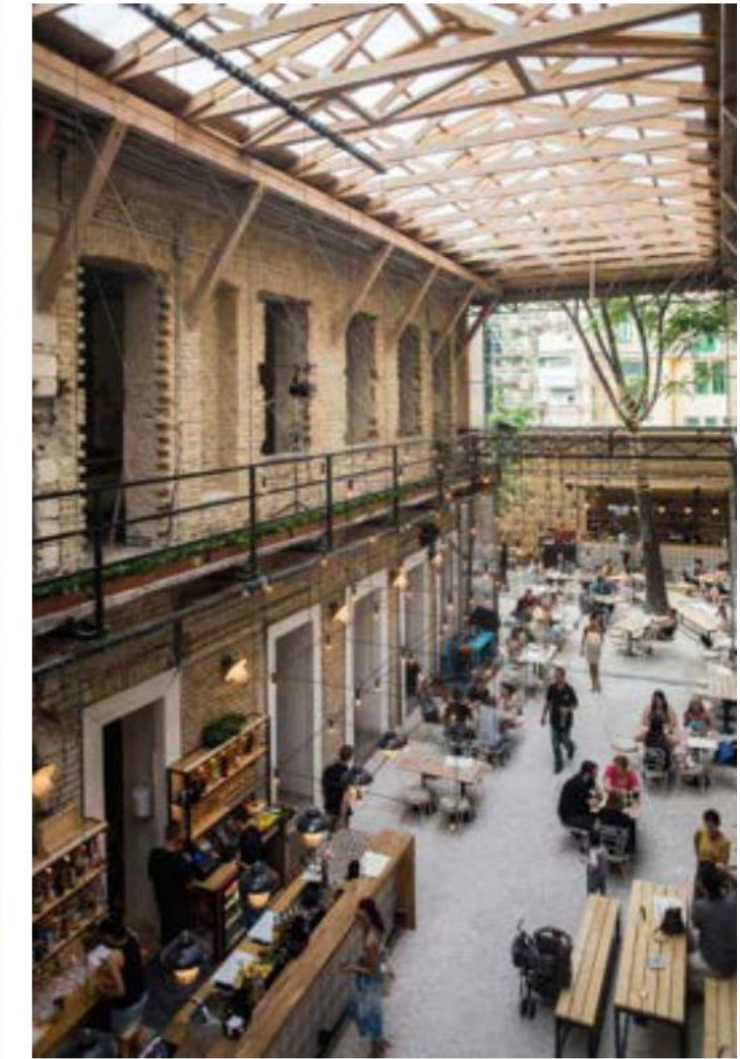
New Front Door  
Opportunity

Courtyard Potential

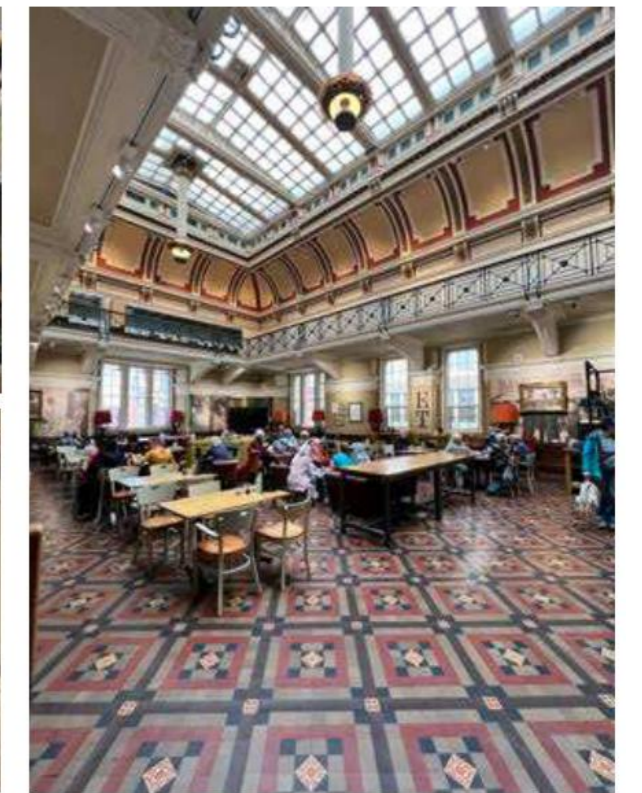
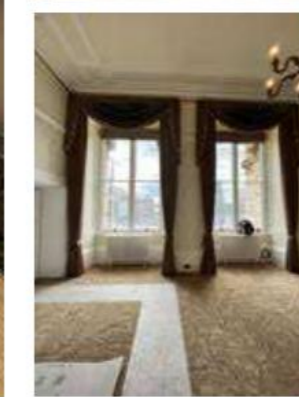
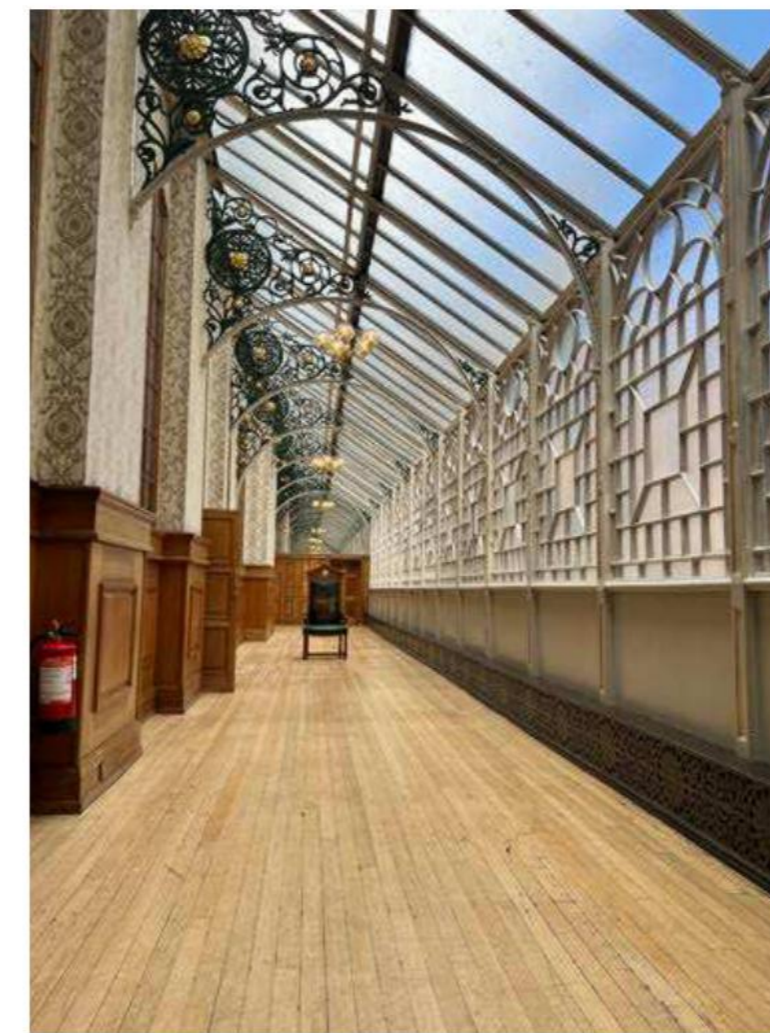
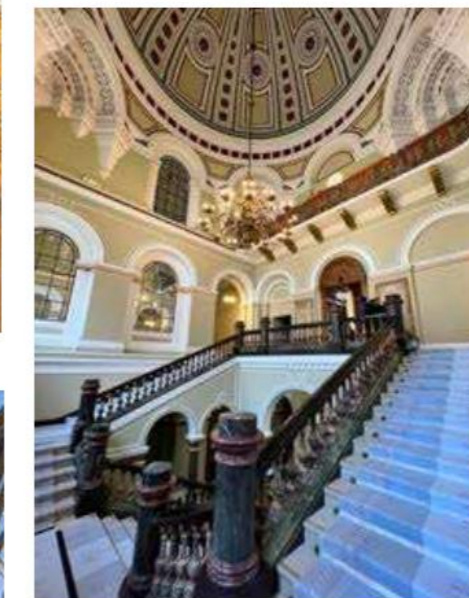
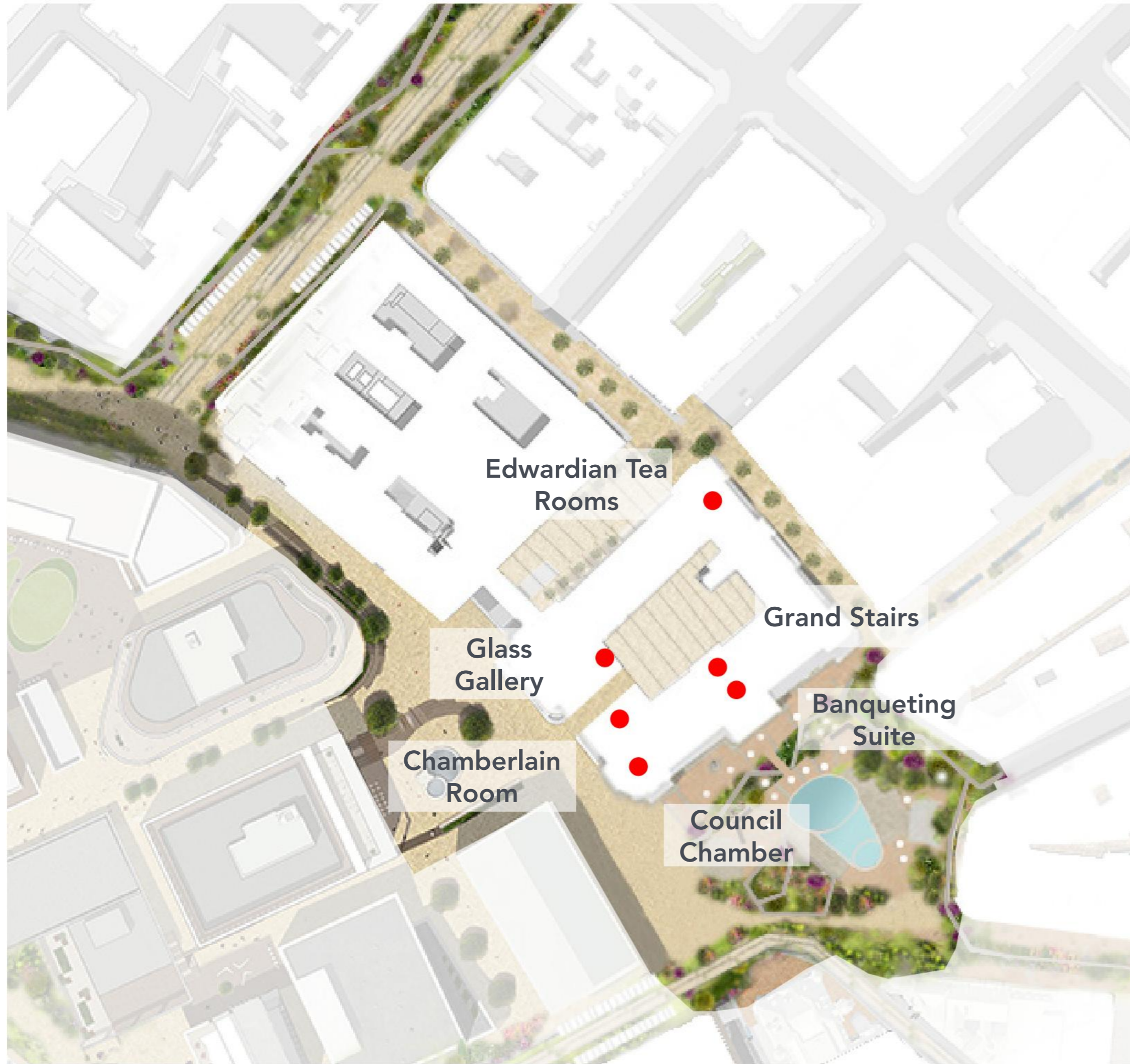
New Covered Exhibition  
Space

New Central Atrium /  
Outdoor Hall to provide full  
accessibility

Green Square

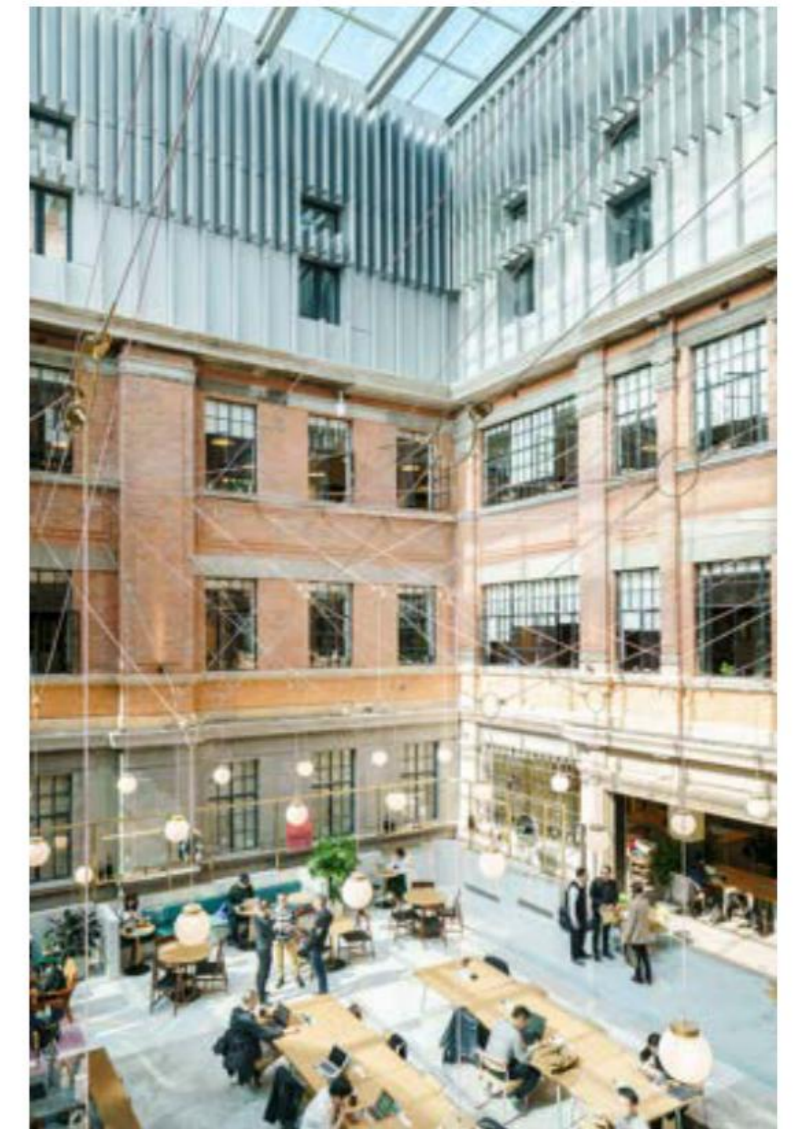
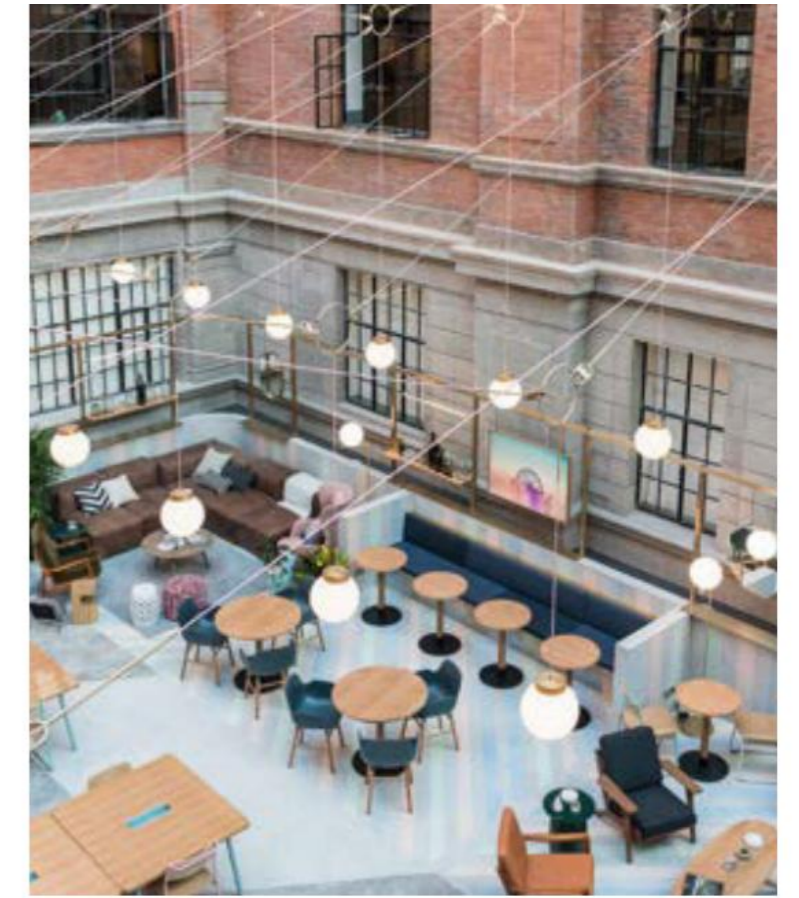


**'The Peoples Building' External**



**'The Peoples Building' Internal**



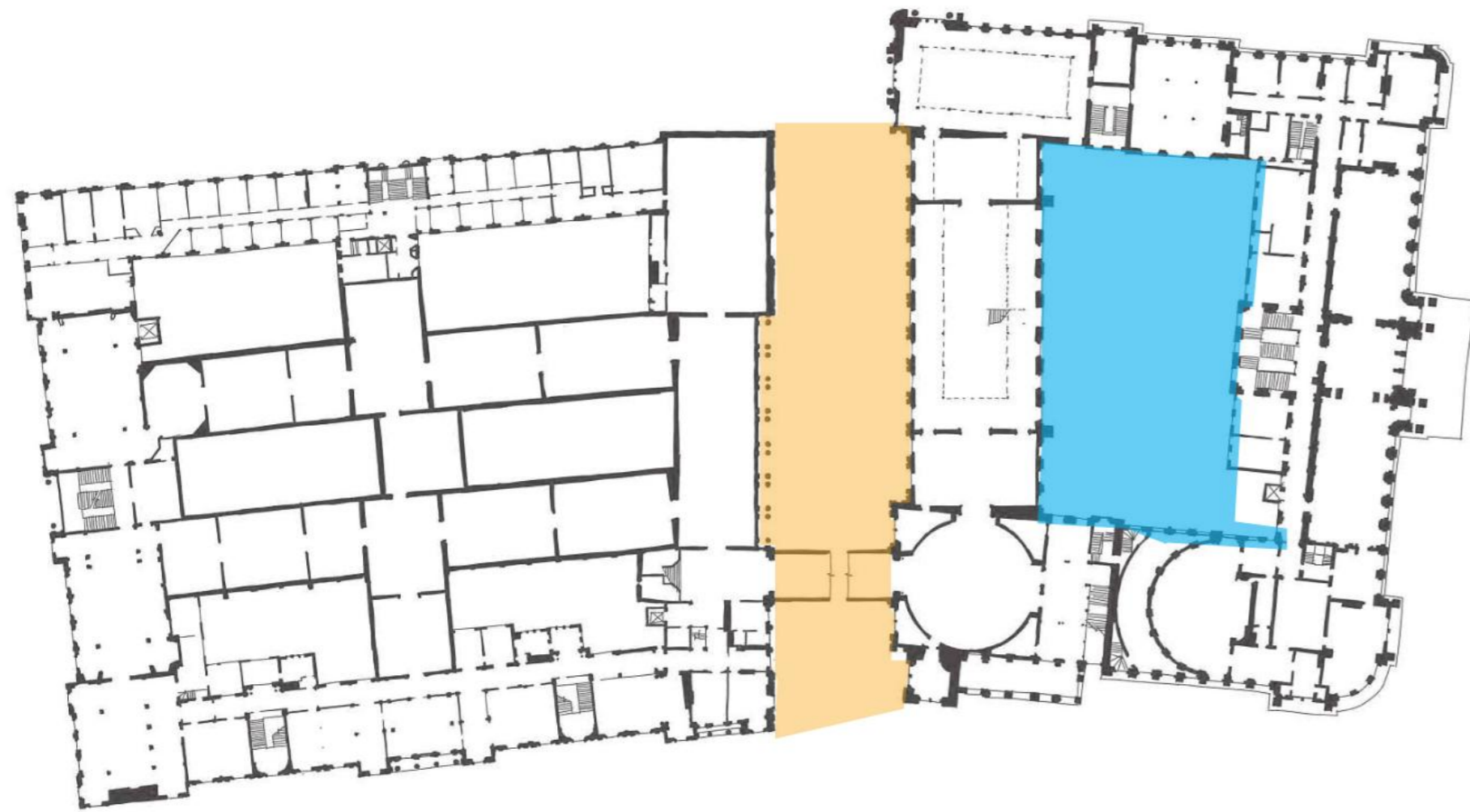


OFCP Council House Atrium As Co Working / Leisure / Cafe





OFCP Council House Edmund Street



1,070m<sup>2</sup>  
 1,050m<sup>2</sup>



# OFCP Council House Courtyard & Edmund Street

# Re-imagining the Council House Complex as a **Community Asset Seeking Commercial Value**

Design Approach 01

## If we focus on... Commercial Value

COMMERCIAL



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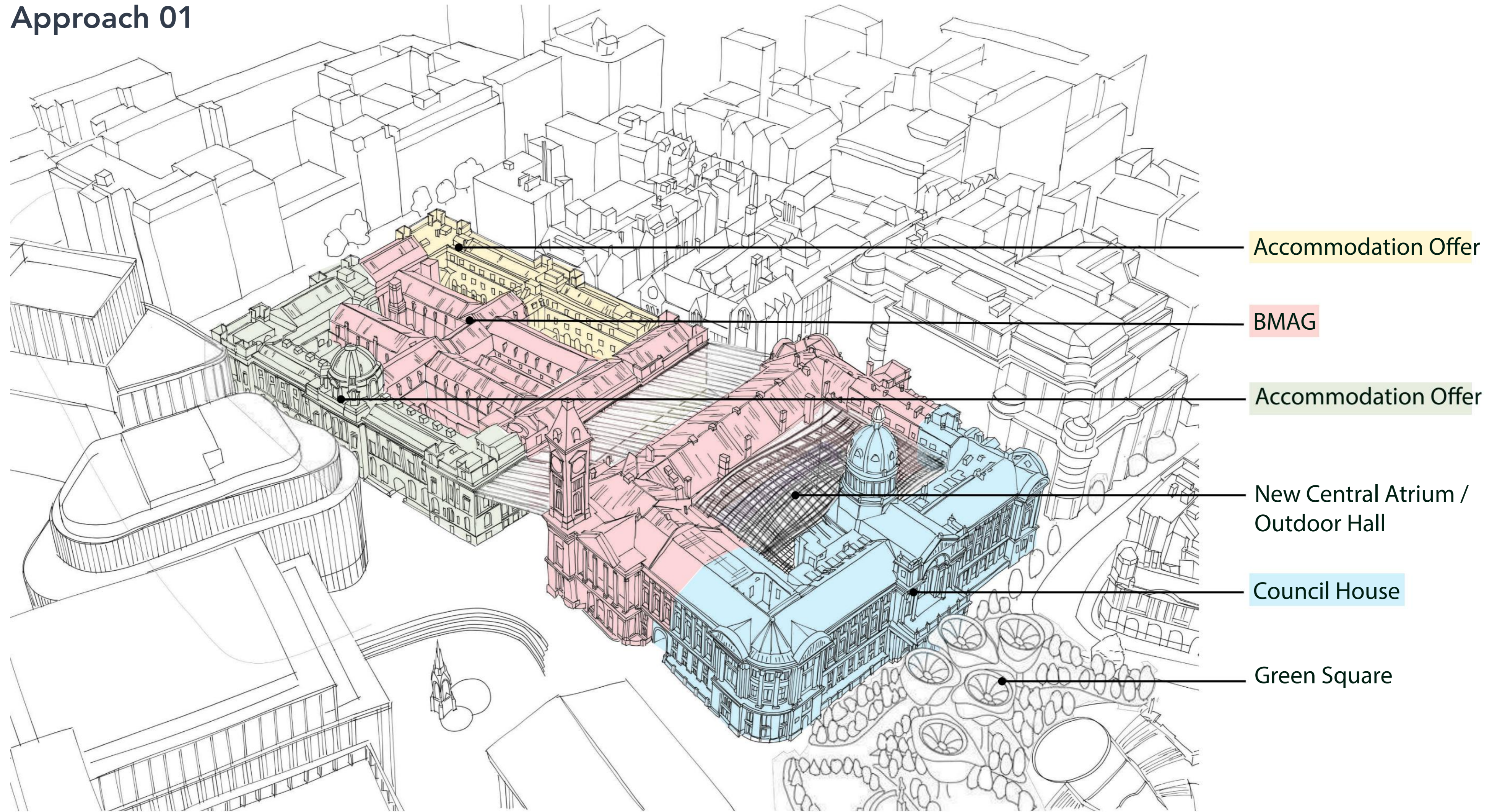
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# Approach 01



Accommodation Offer

BMAG

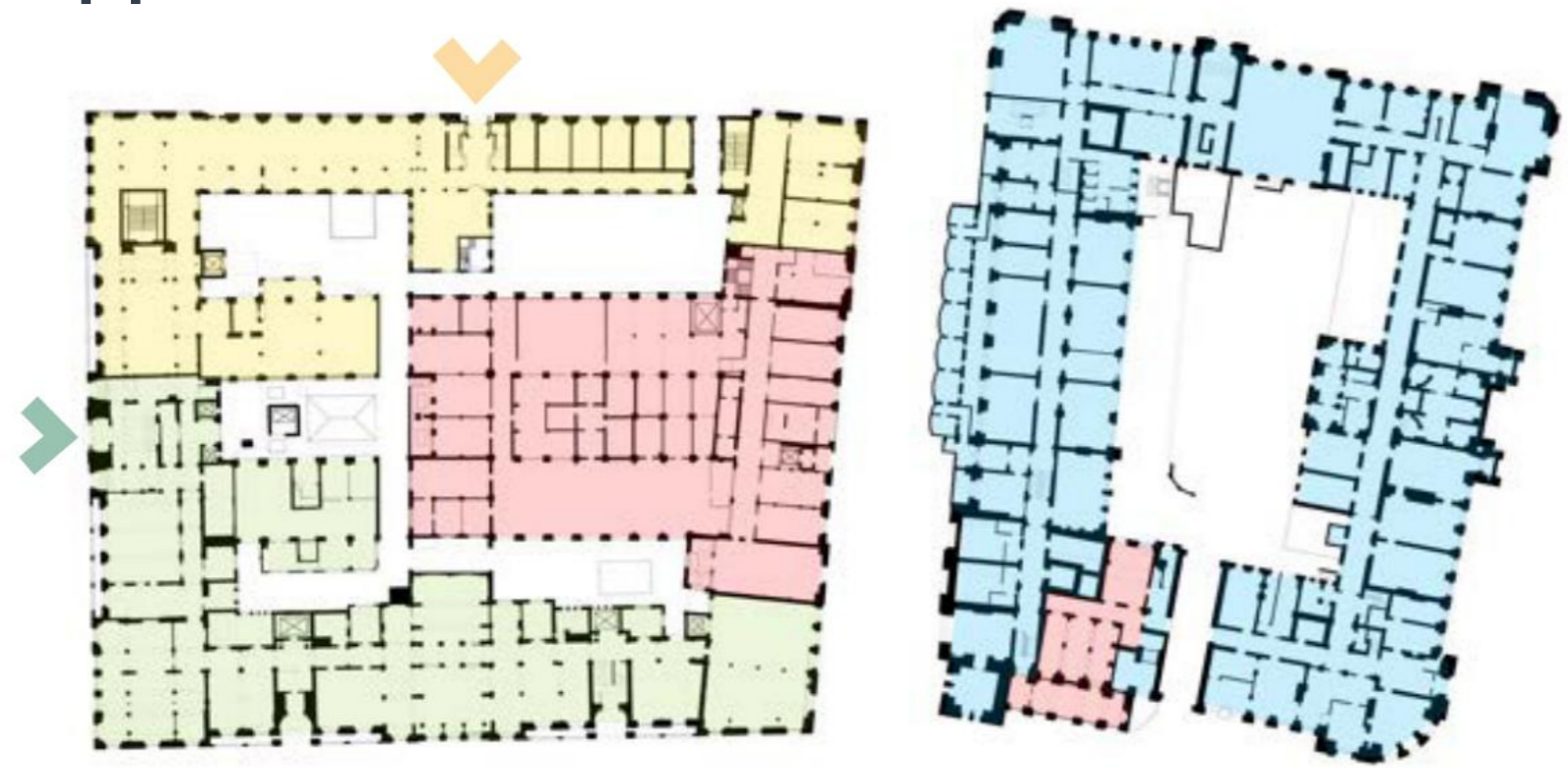
Accommodation Offer

New Central Atrium /  
Outdoor Hall

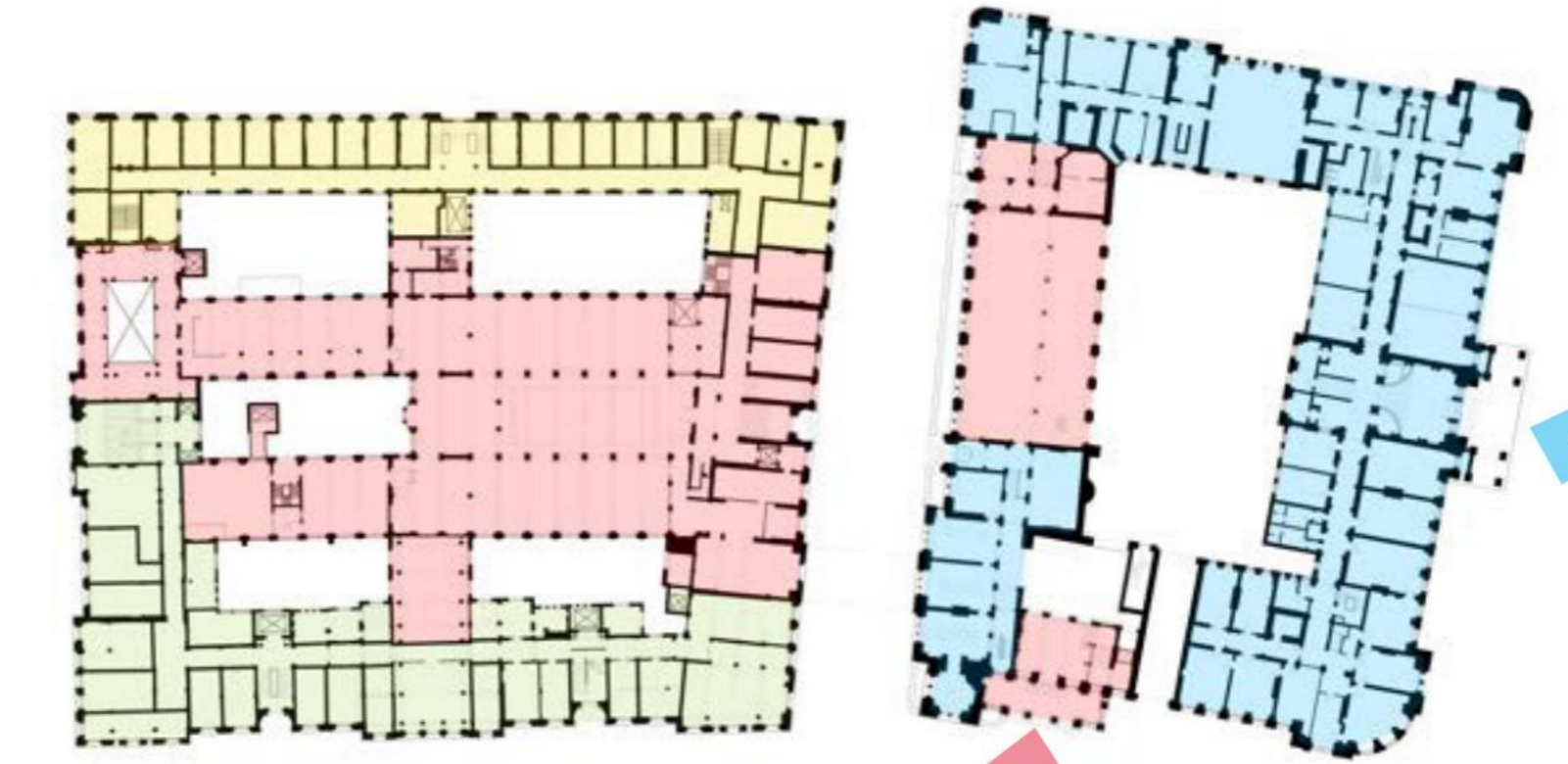
Council House

Green Square

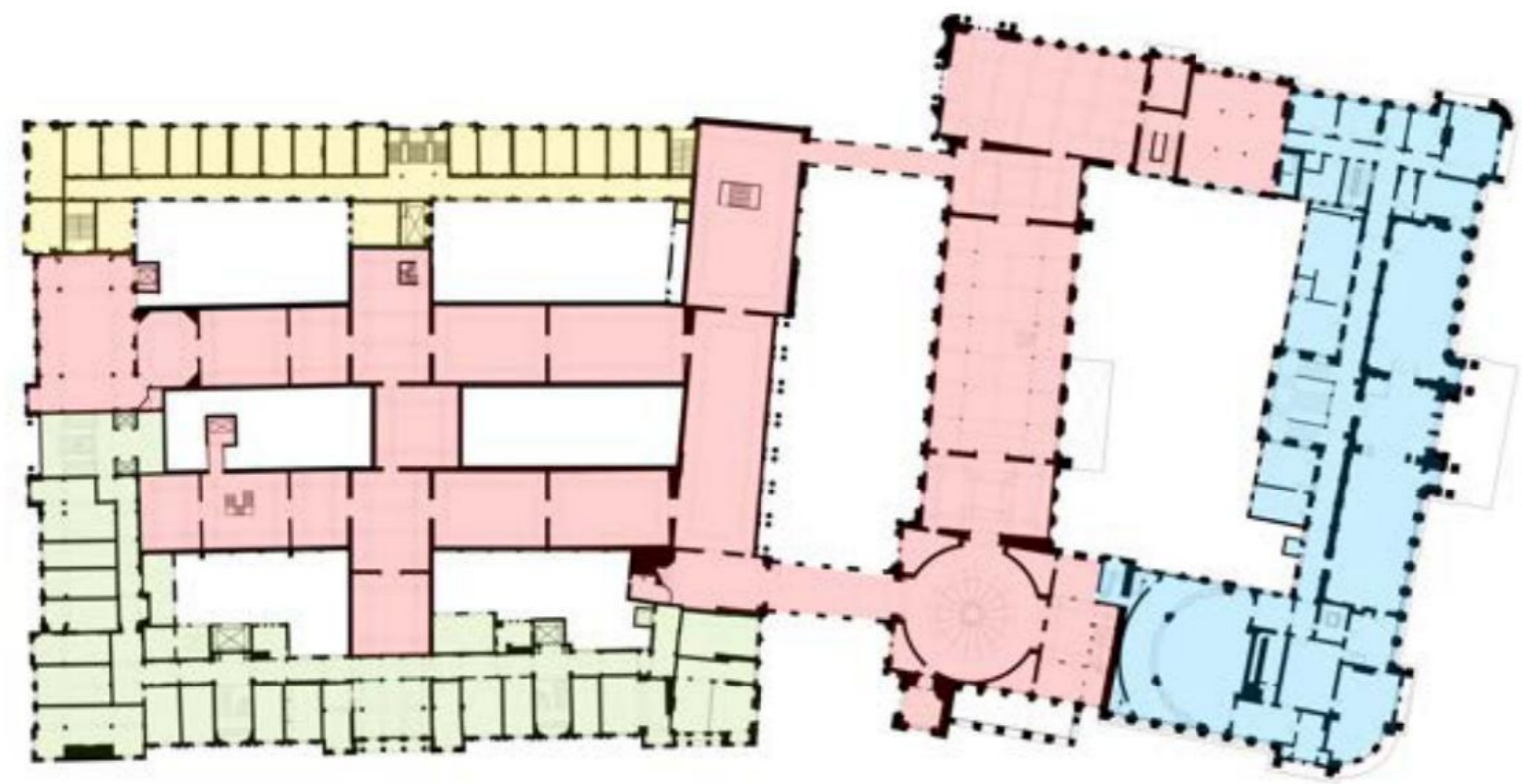
# Approach 01 - Hotel Led



Ground Floor



First Floor



Second Floor



Third Floor

Hotel Offer

70 Rooms (4,500sqm)

BMAG

11,440 + 1,050 sqm

Hotel Offer

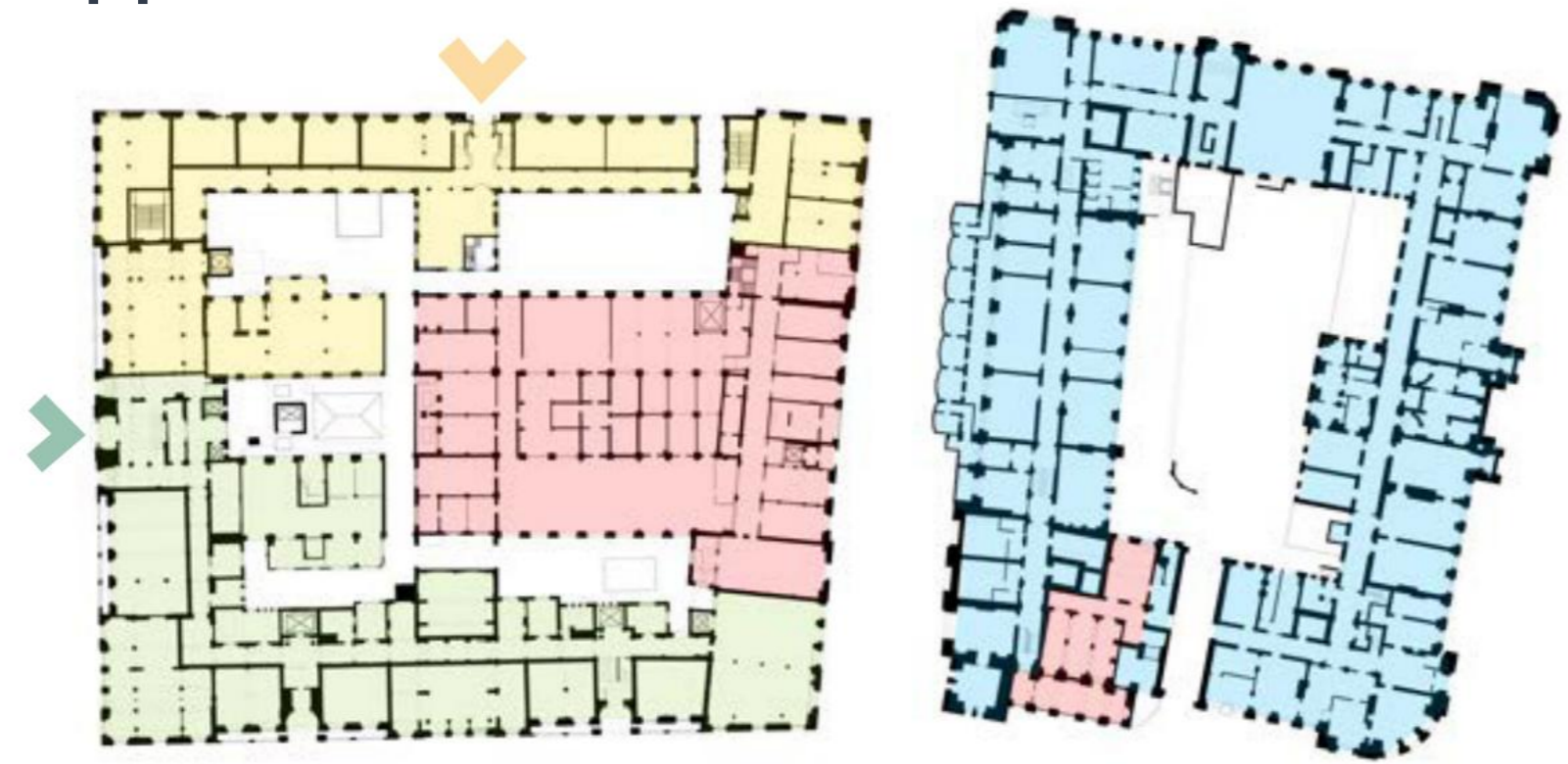
55 Rooms (6,375 sqm)

Council

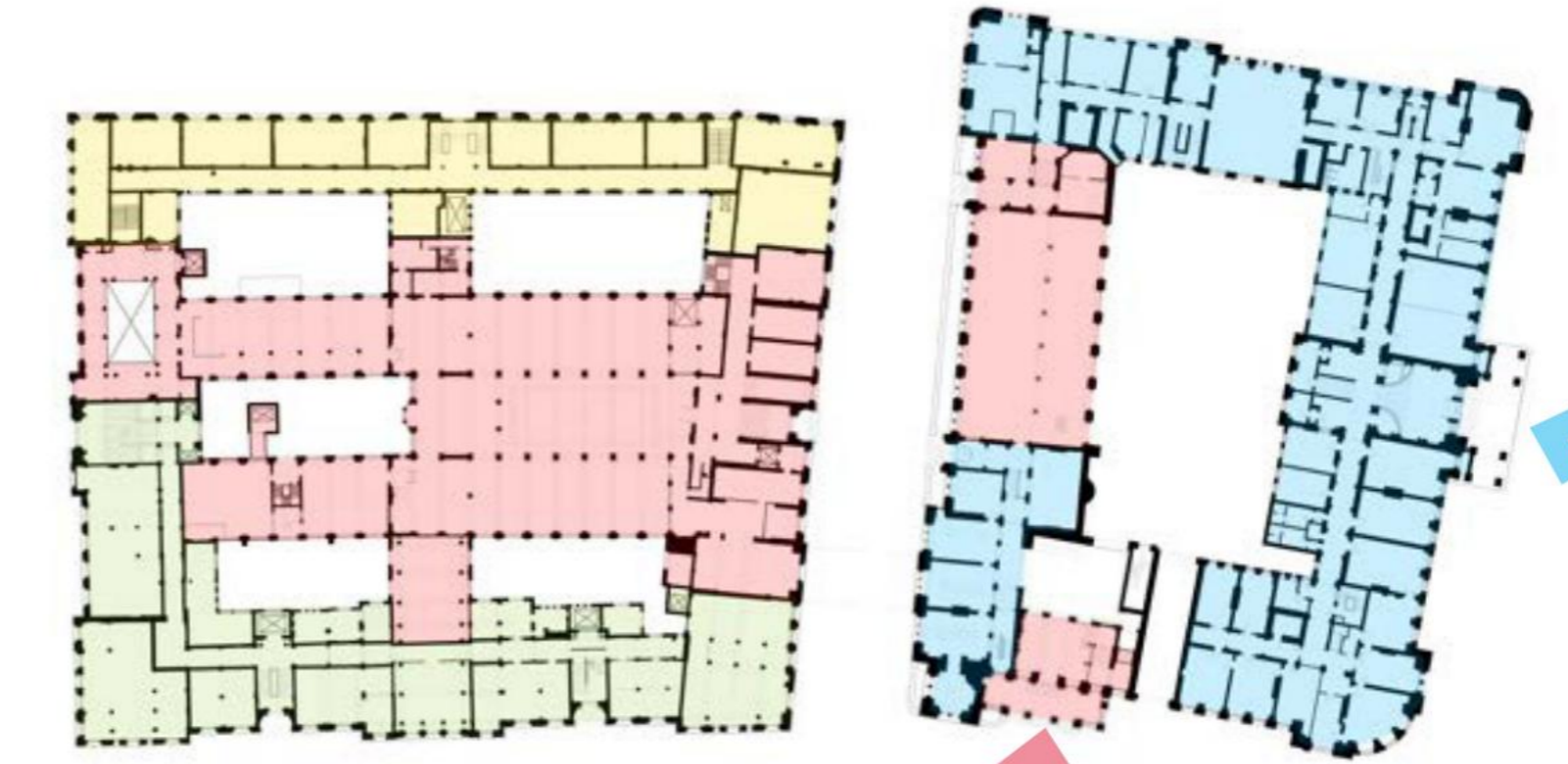
9,600 + 1,070 sqm



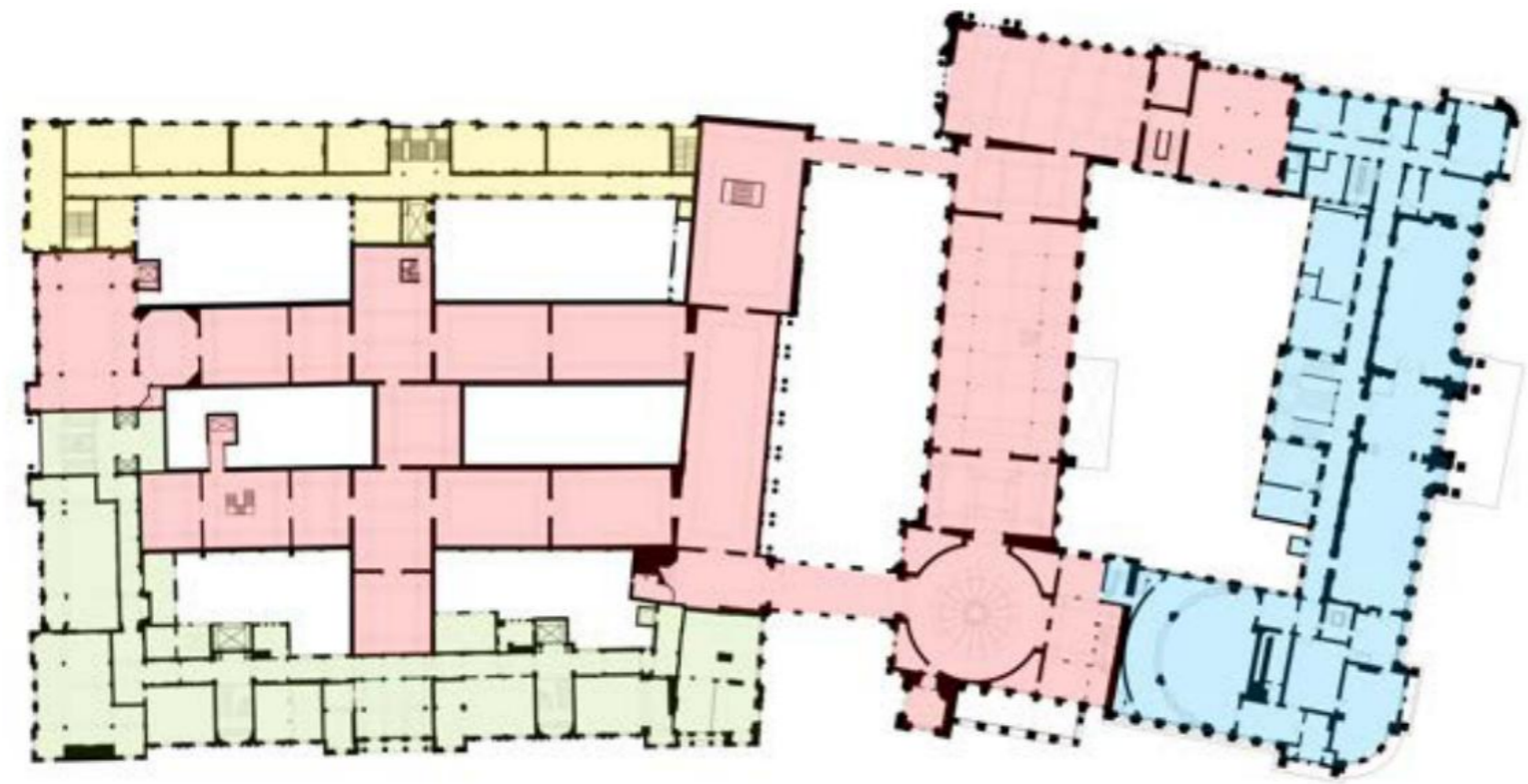
# Approach 01 - Residential Led



Ground Floor



First Floor



Second Floor



Third Floor

Residential Offer

38 Units (4,500sqm)

BMAG

11,440 + 1,050 sqm

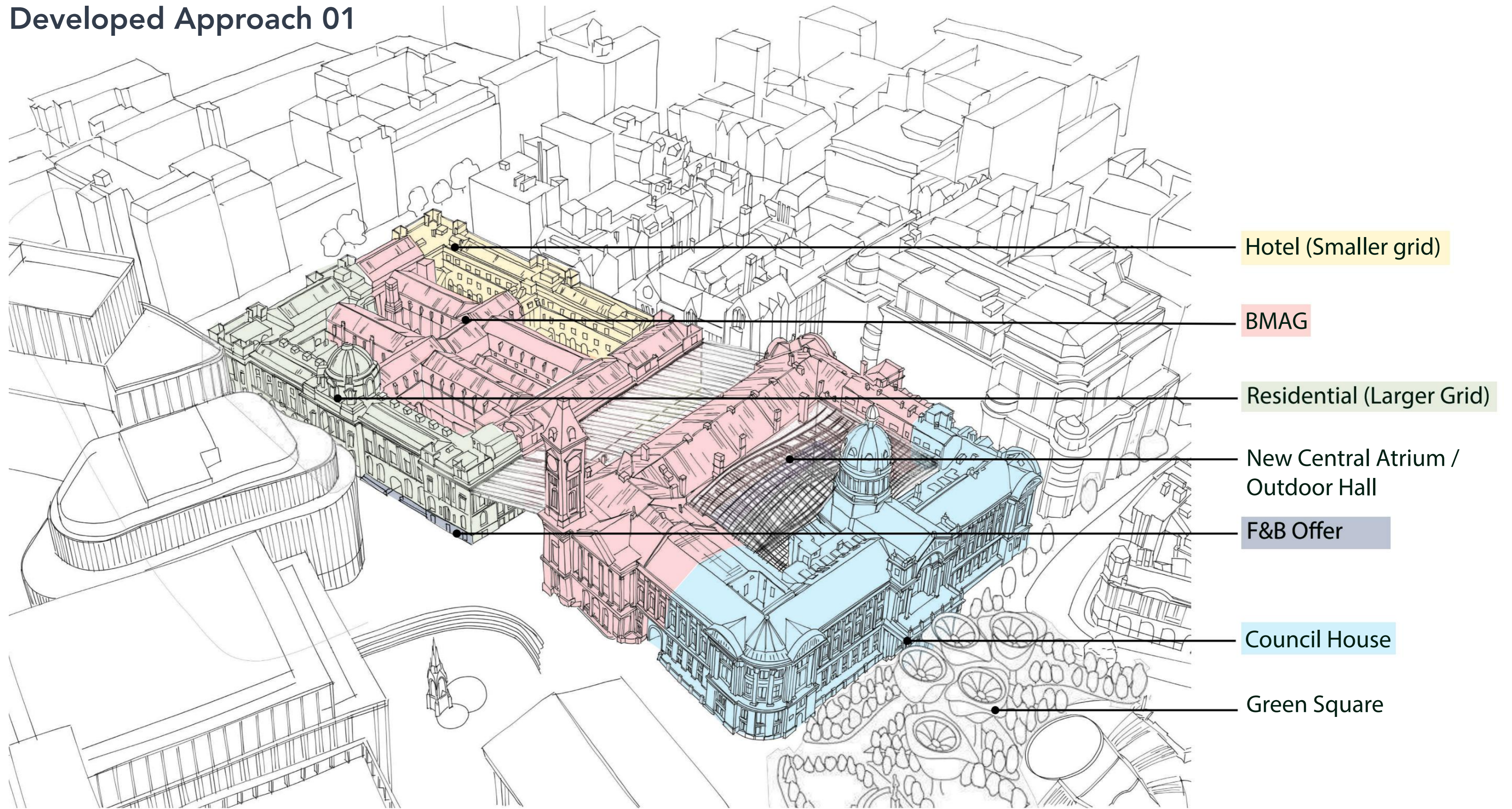
Residential Offer

30 Units (6,375 sqm)

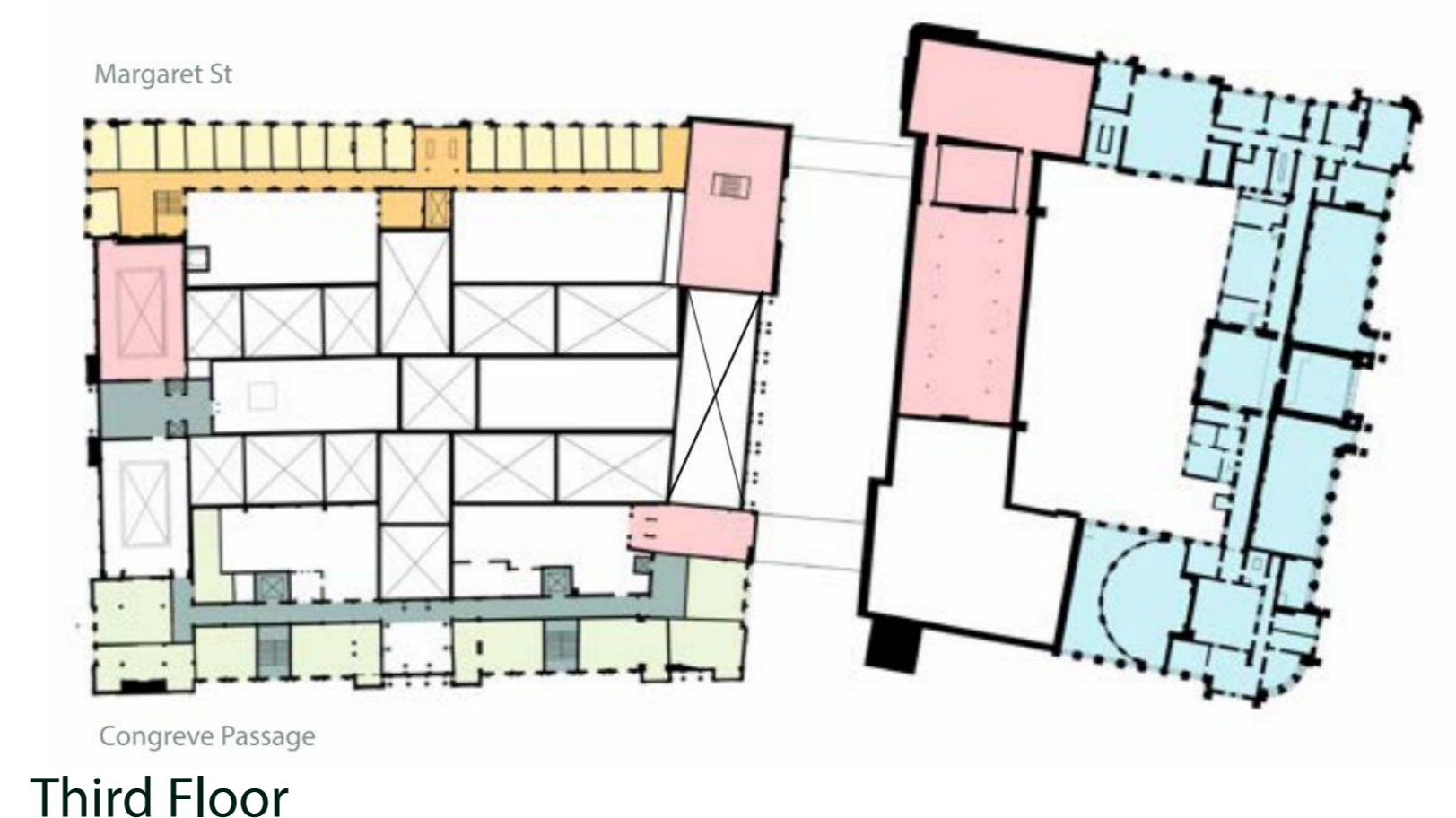
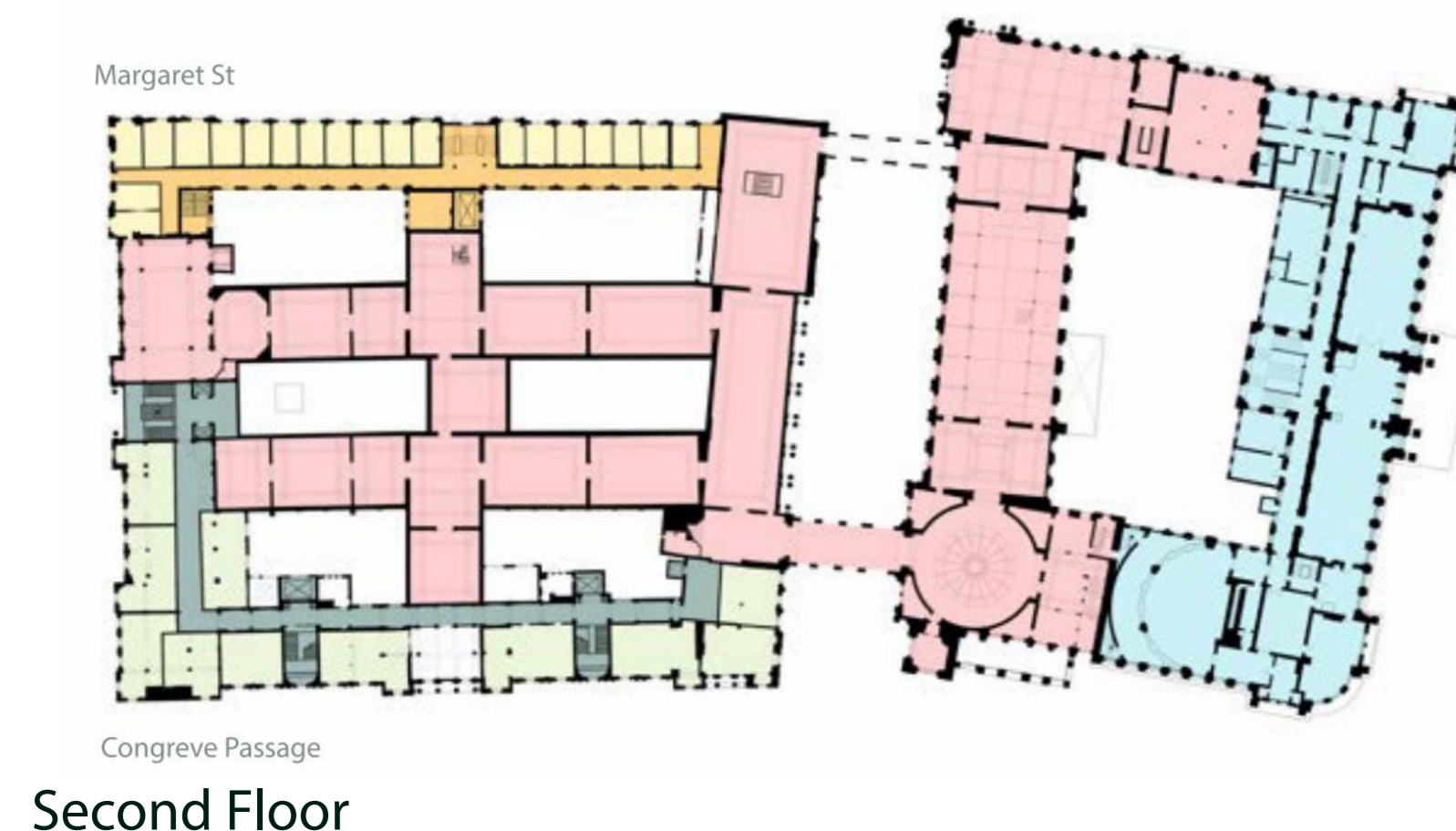
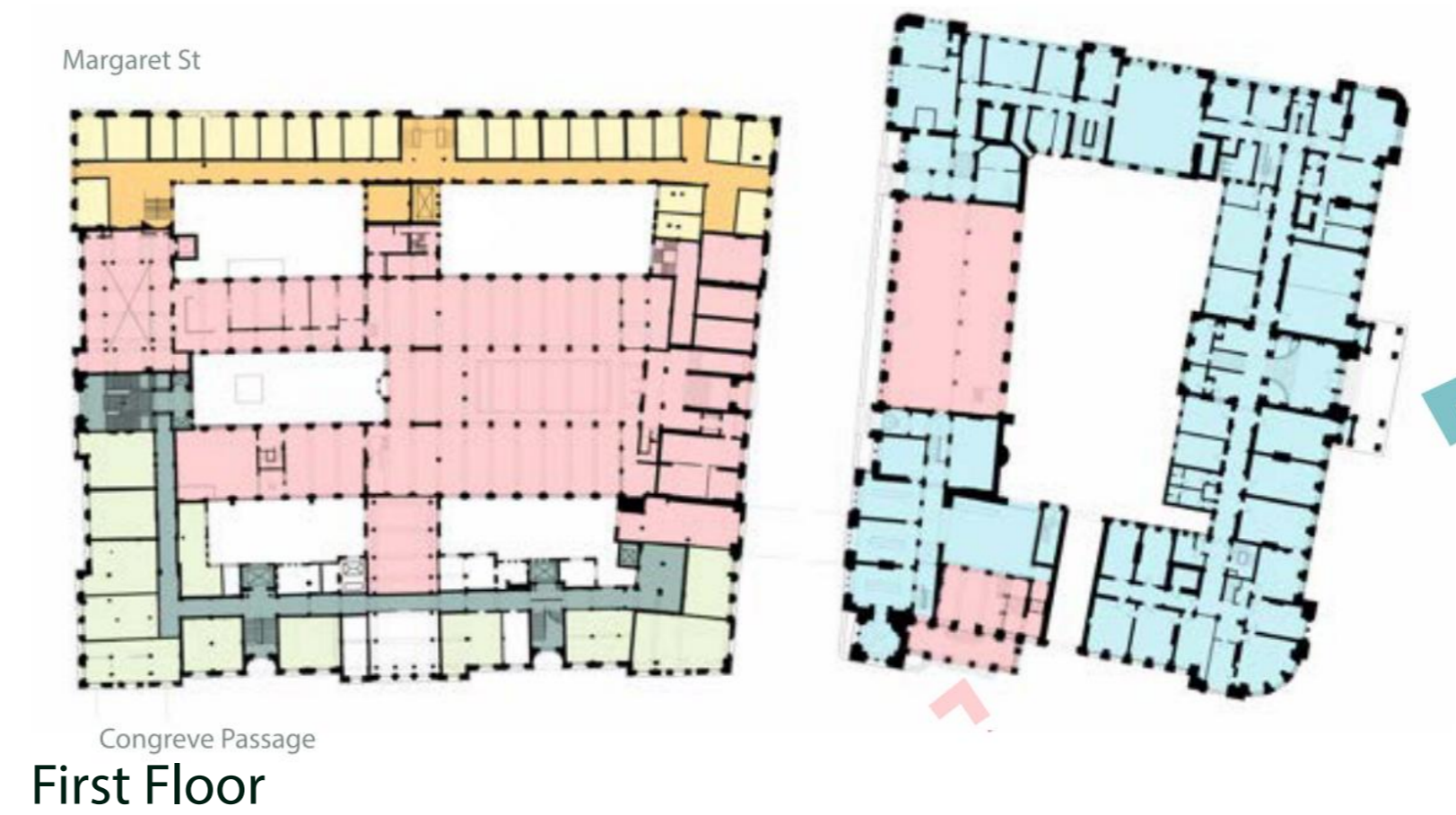
Council

9,600 + 1,070 sqm

# Developed Approach 01



# Hotel & Residential



Hotel Offer	86 (1,738 sqm)
Hotel Circulation	1,551 sqm
Residential Offer	33 Units (2,203 sqm)
Residential Circulation	2,085 sqm
BMAG	11,440 + 1,050 sqm
Council	9,600 + 1,070 sqm
Unit 01	667 sqm
Unit 02	594 sqm
Unit 03	368sqm

## OFCP Council House Partial Accommodation Redevelopment

Re-imagining the Council House Complex as a  
**Community Asset Seeking Cultural &  
Community Value**

Design Approach 02

## If we focus on... Cultural value

CULTURAL



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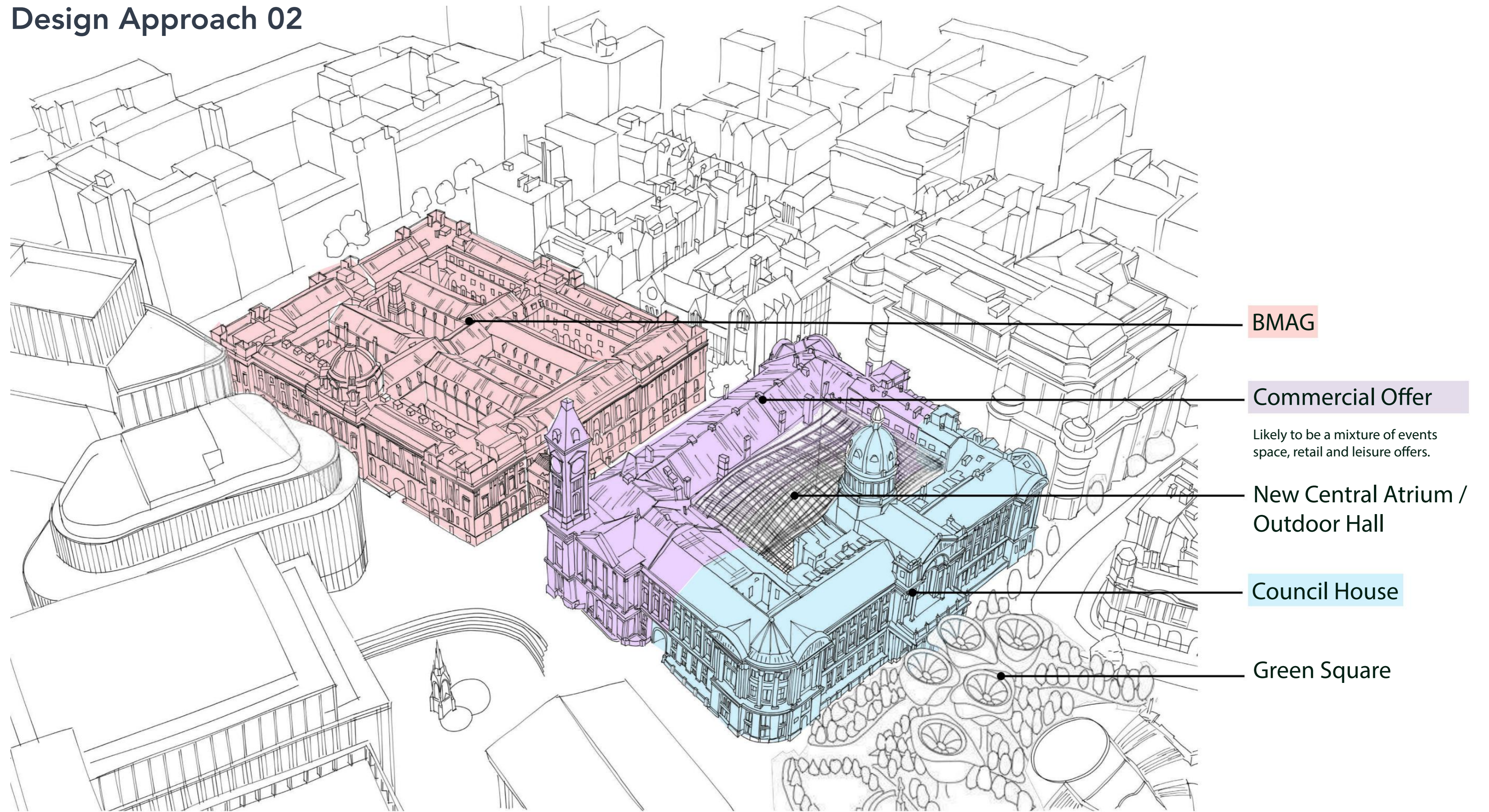
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# Design Approach 02



BMAG

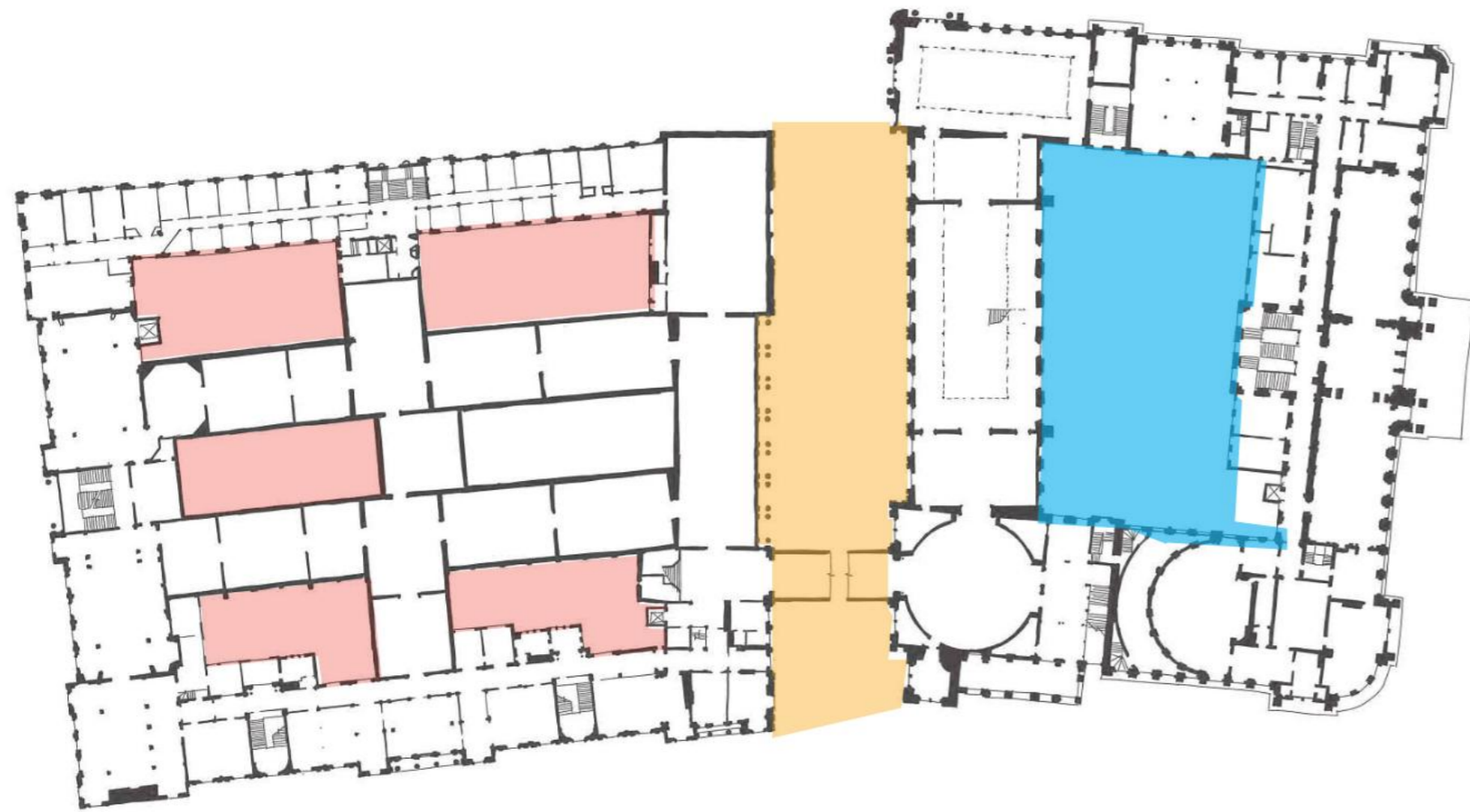
Commercial Offer

Likely to be a mixture of events space, retail and leisure offers.

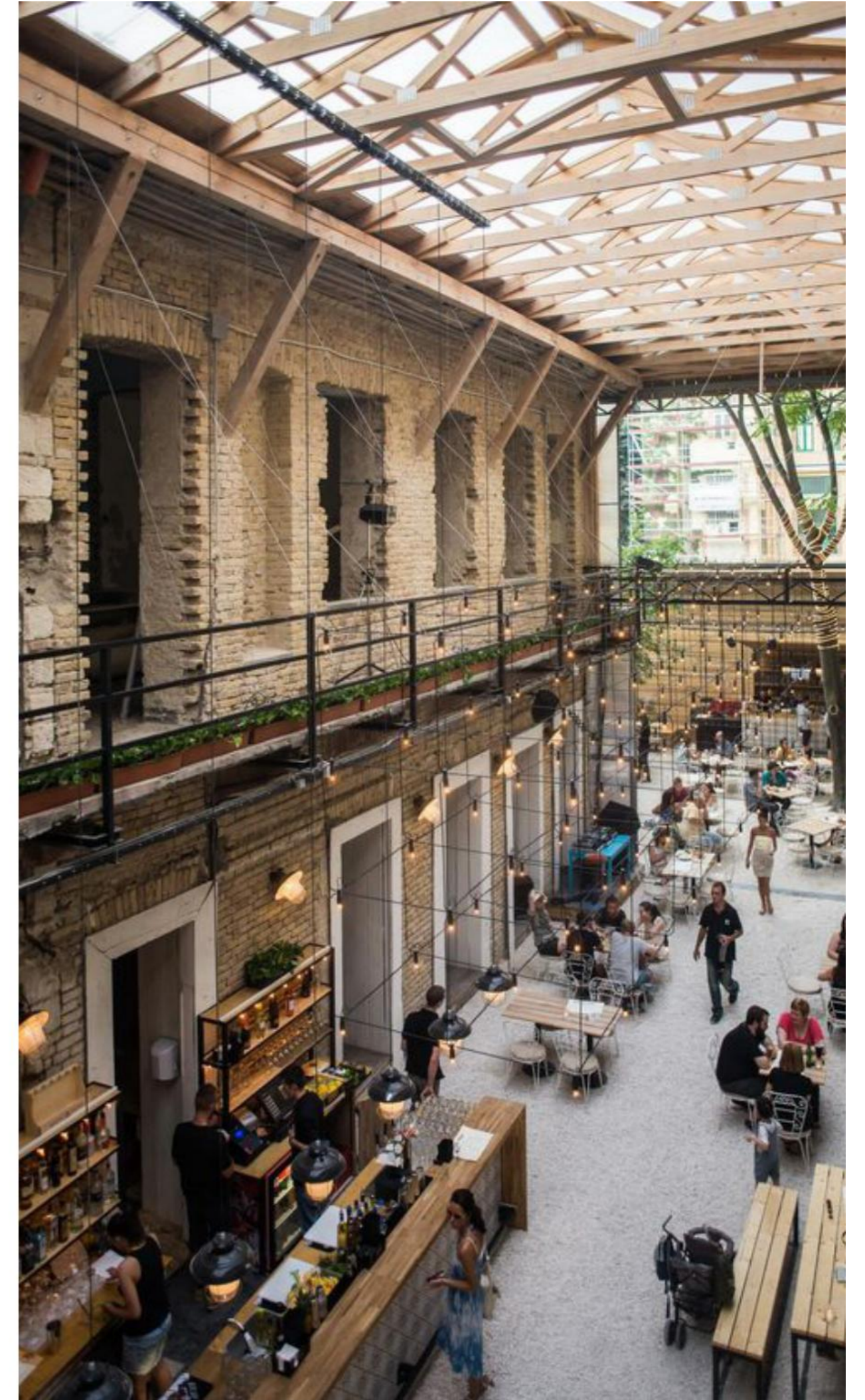
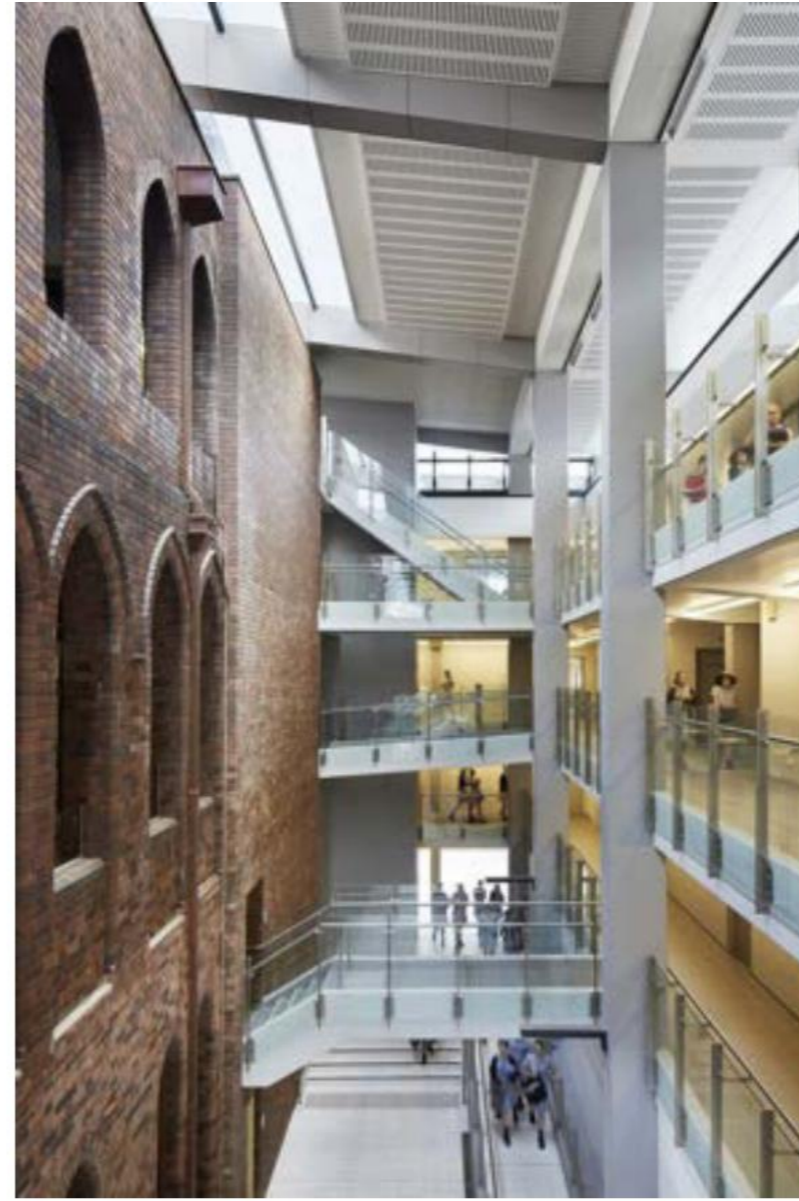
New Central Atrium / Outdoor Hall

Council House

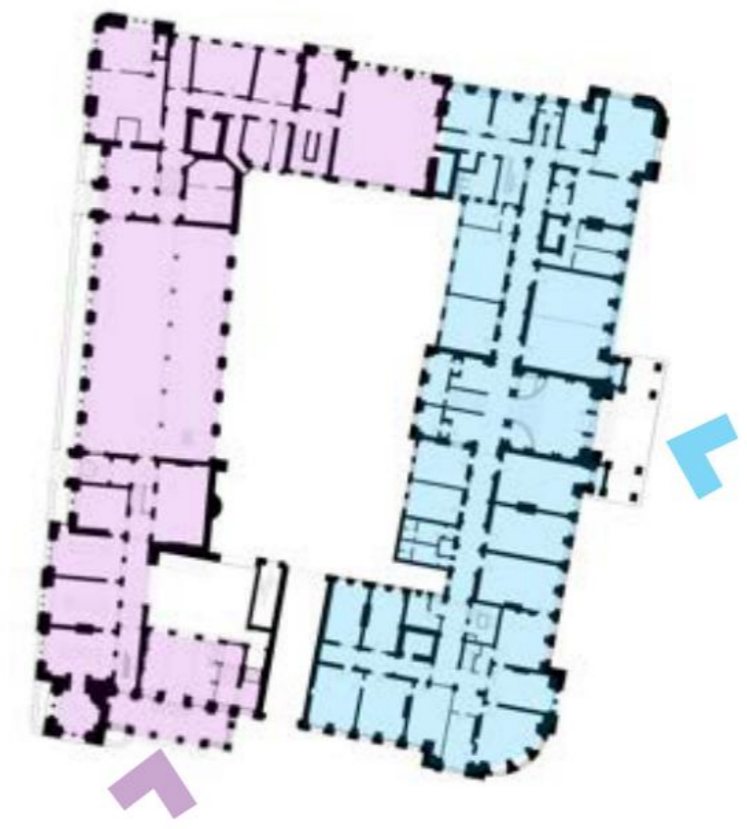
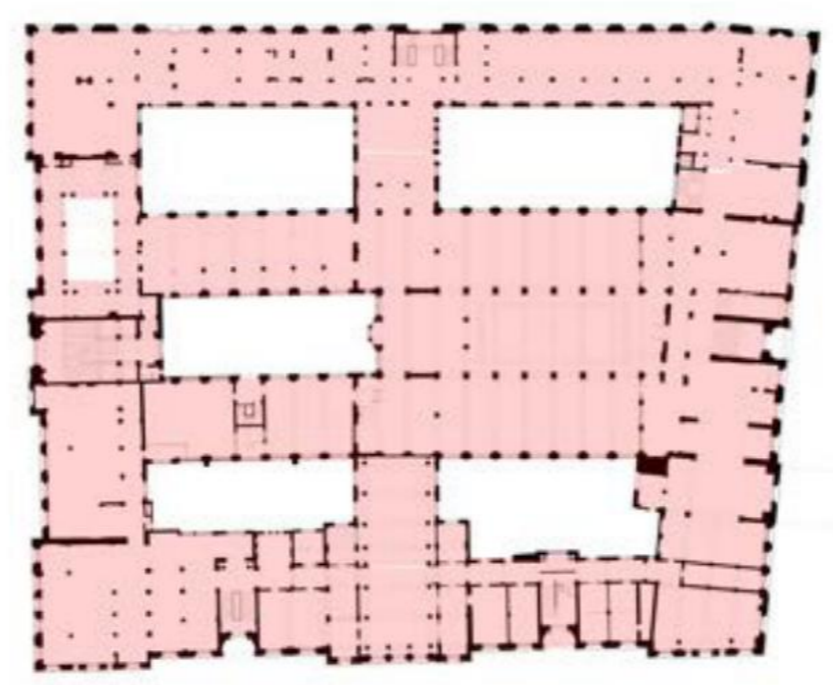
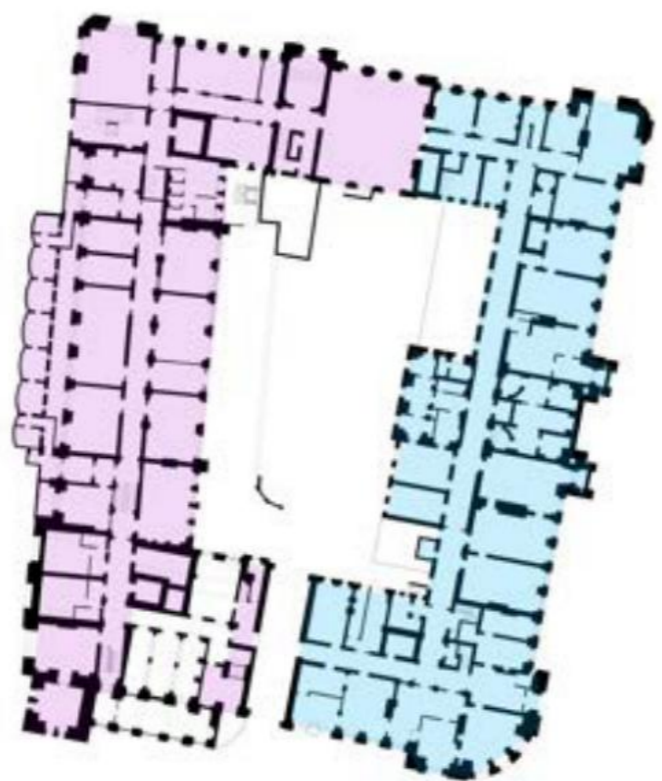
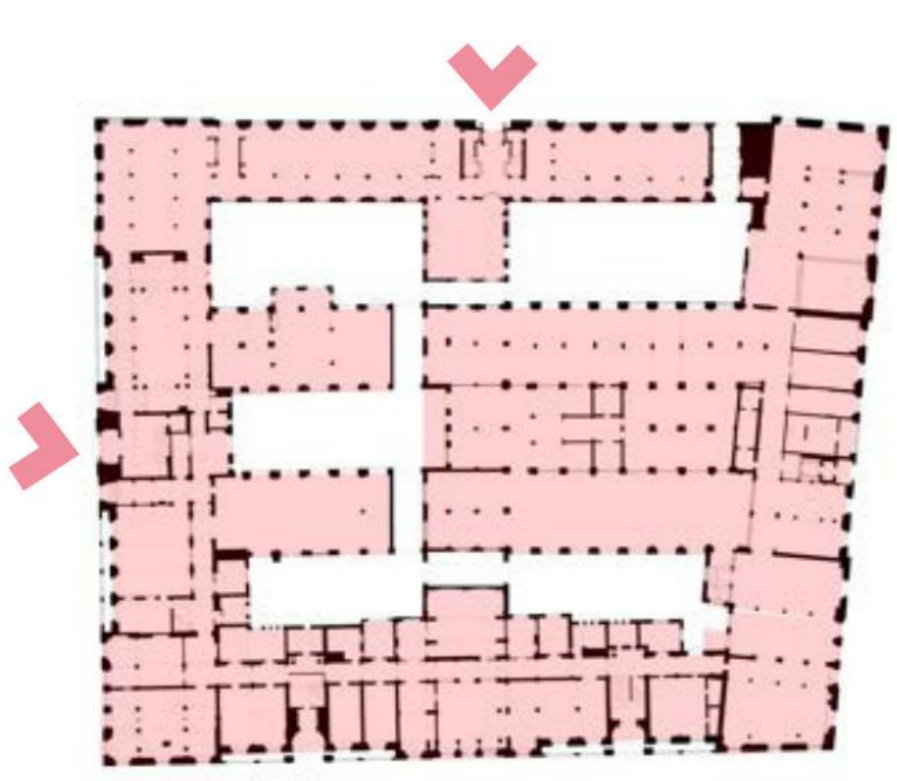
Green Square



- 1,314m<sup>2</sup>
- 1,070m<sup>2</sup>
- 1,050m<sup>2</sup>

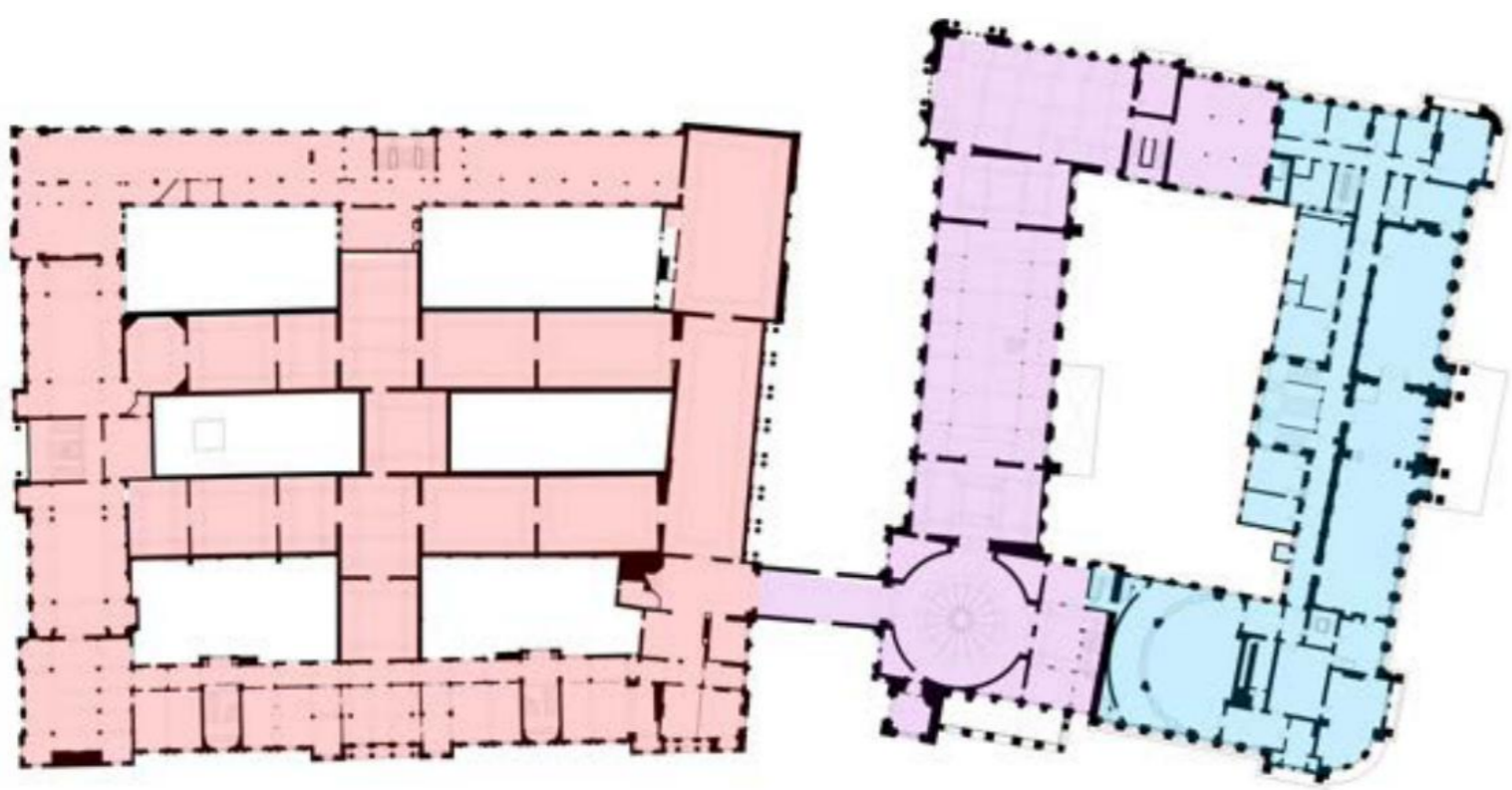


# OFCP Council House Council House Extension Courtyard



Ground Floor

First Floor



Second Floor

Third Floor

BMAG

20,224 + 1,050 sqm

Commercial Offer

4,600 sqm

Council

8,400 + 1,070 sqm

# OFCP Council House Partial Commercial Redevelopment



Re-imagining the Council House Complex as a  
**Community Asset Maximising cultural &  
Community Value**

Design Approach 03

## If we focus on... Maximising Cultural value

CULTURAL



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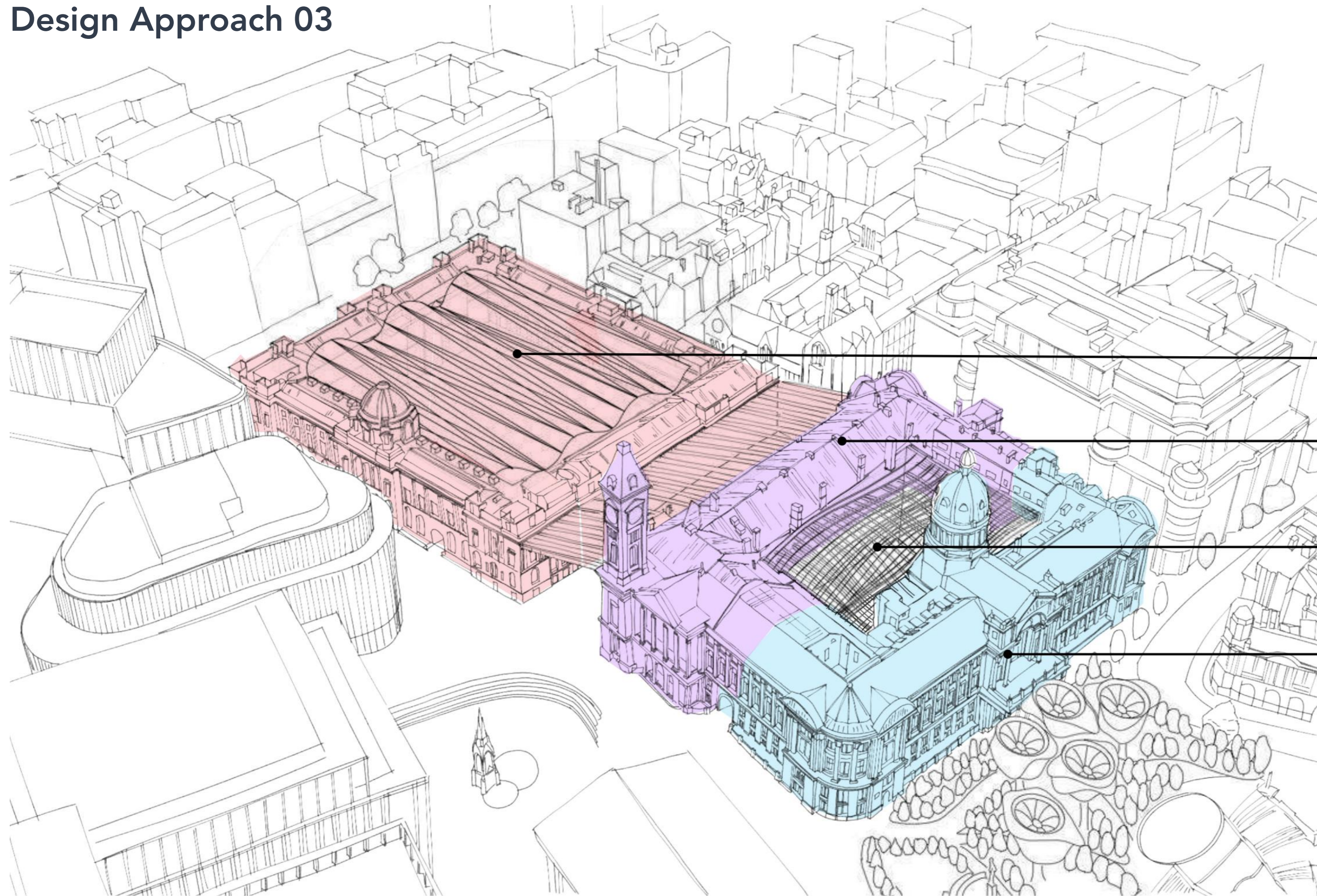
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# Design Approach 03



**BMAG + BMoSI**

**Commercial Offer**

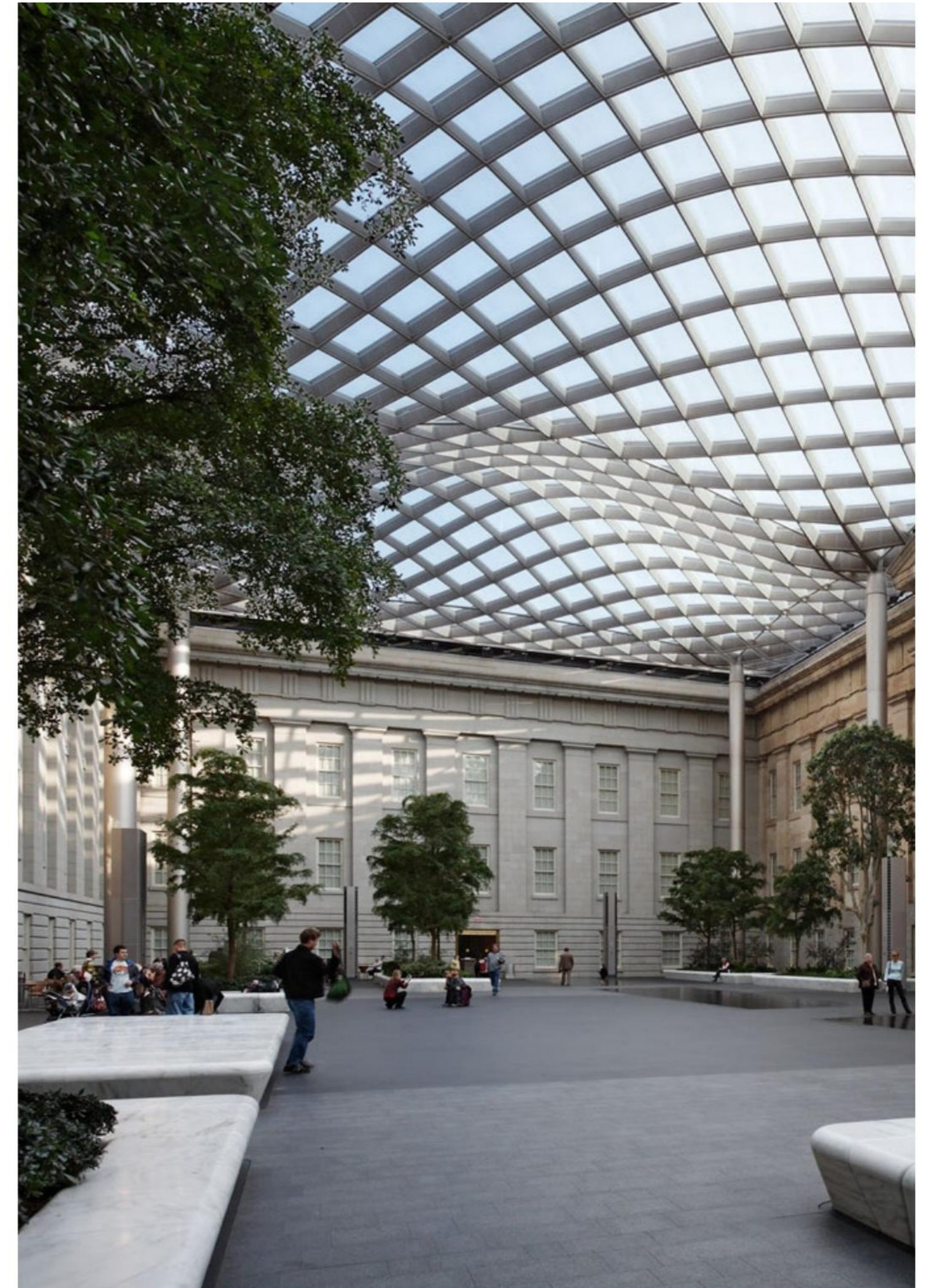
Likely to be a mixture of events space, retail and leisure offers

**New Central Atrium / Outdoor Hall**

**Council House**

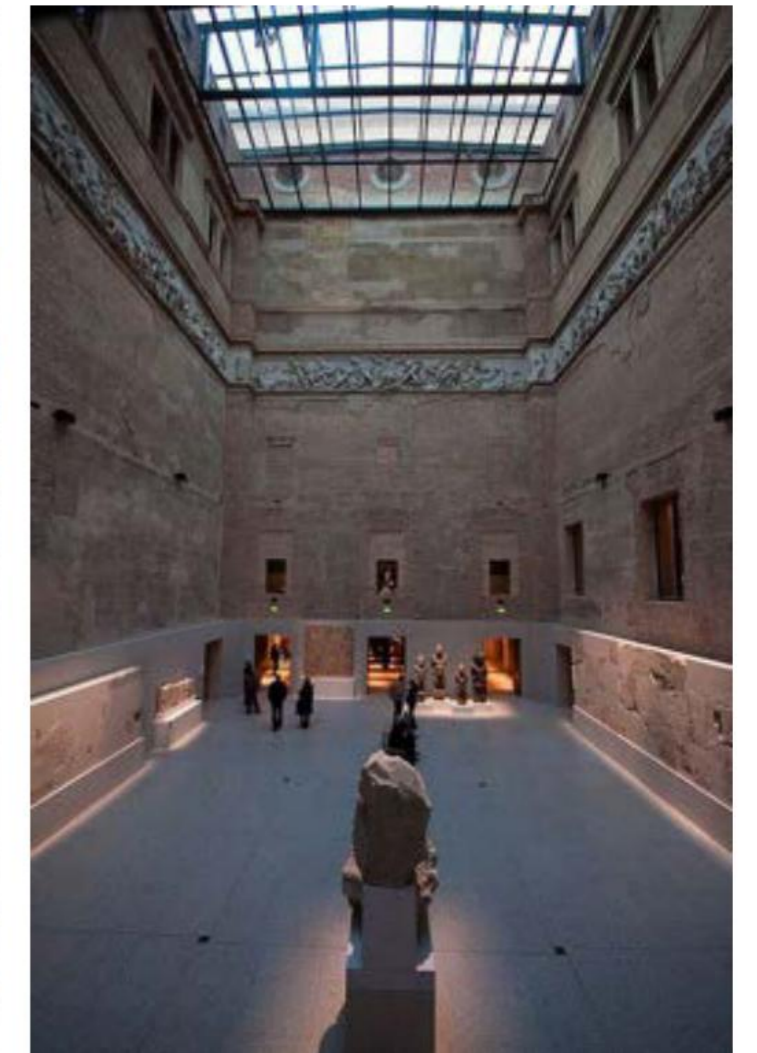
Option to link to Commercial Offer space, and agree with events operator use for key Civic Uses

Opportunity for exhibition, retail, food and beverage in courtyards

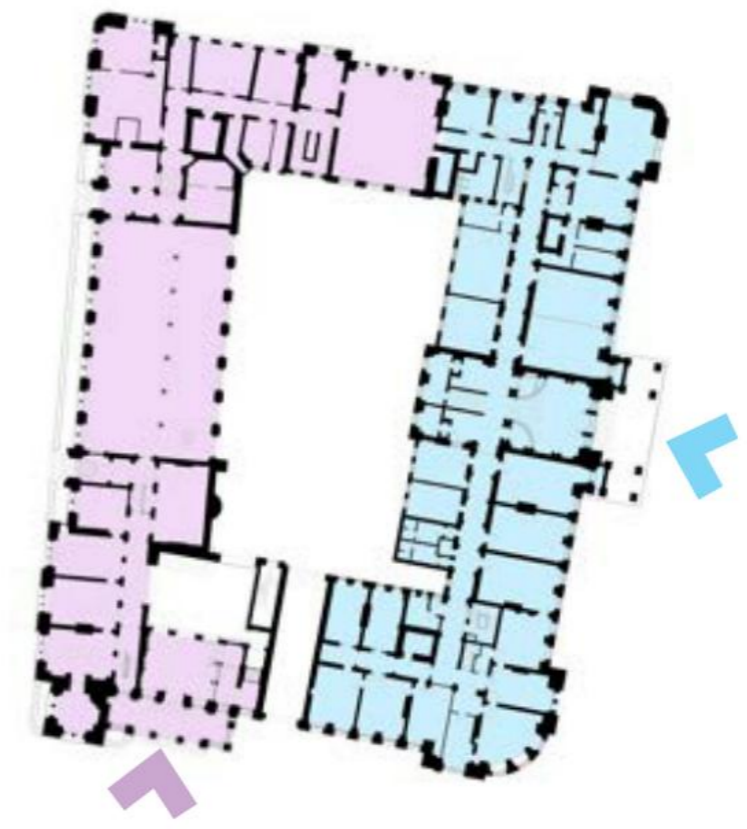
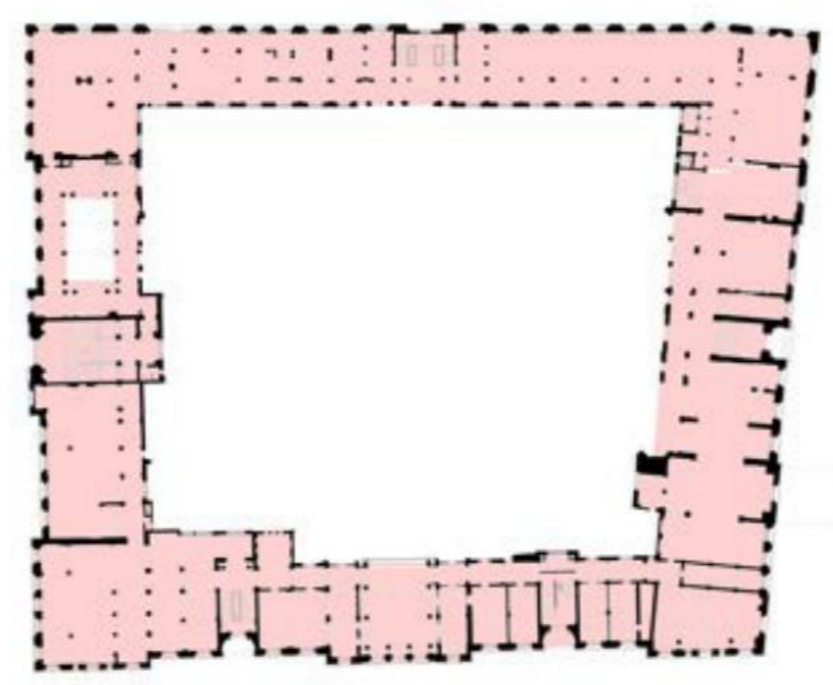
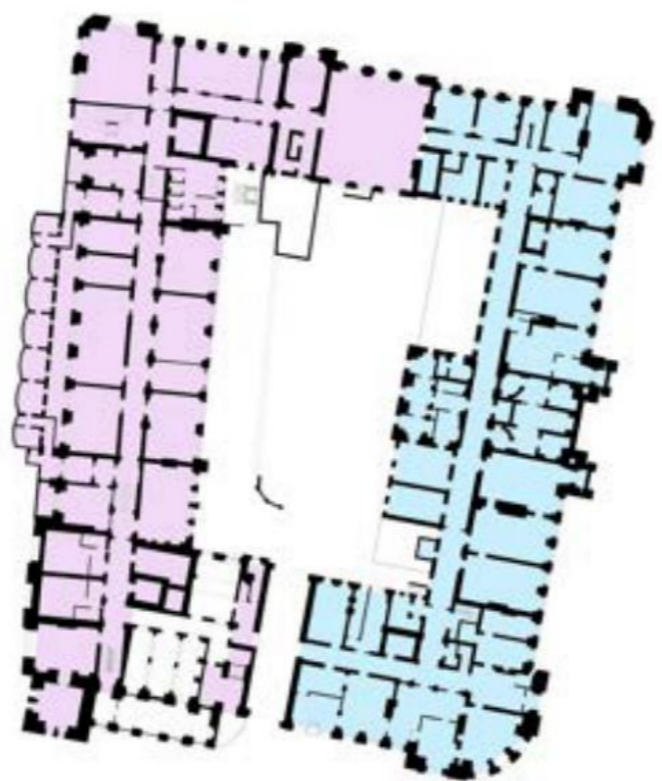
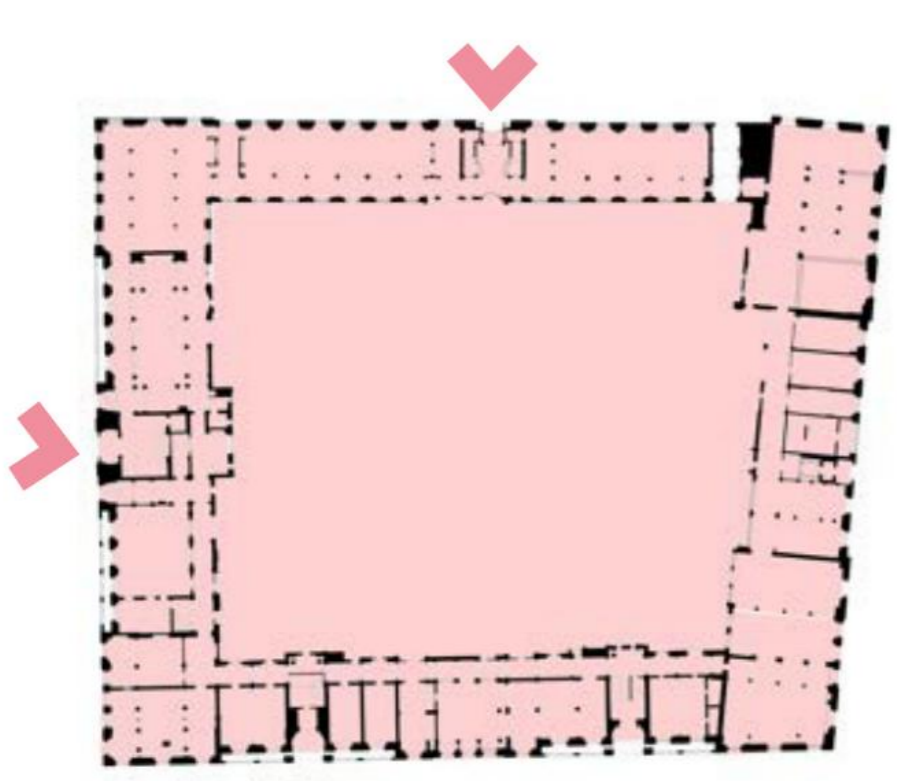


# OFCP Council House Extension Full Redevelopment

Opportunity for exhibition, retail, food and beverage in courtyards

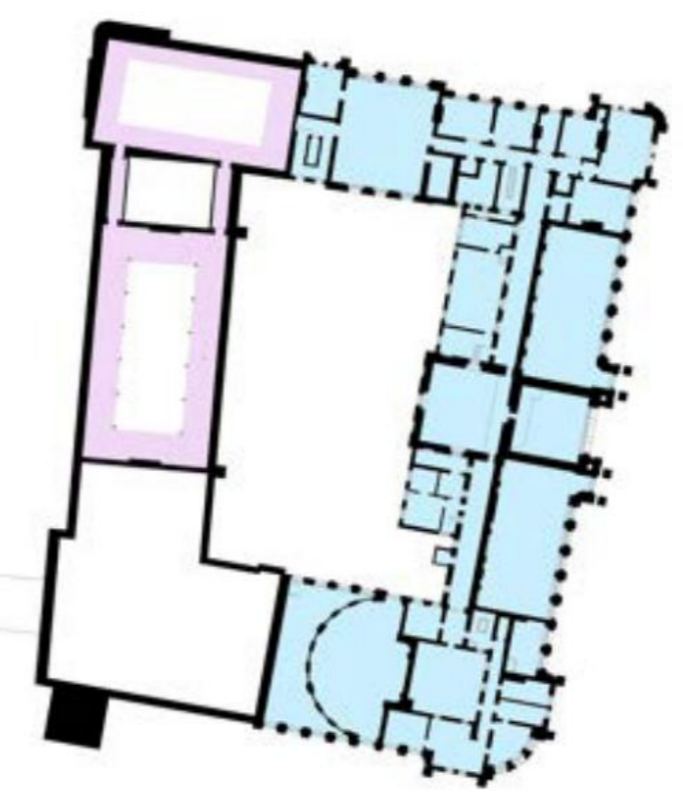
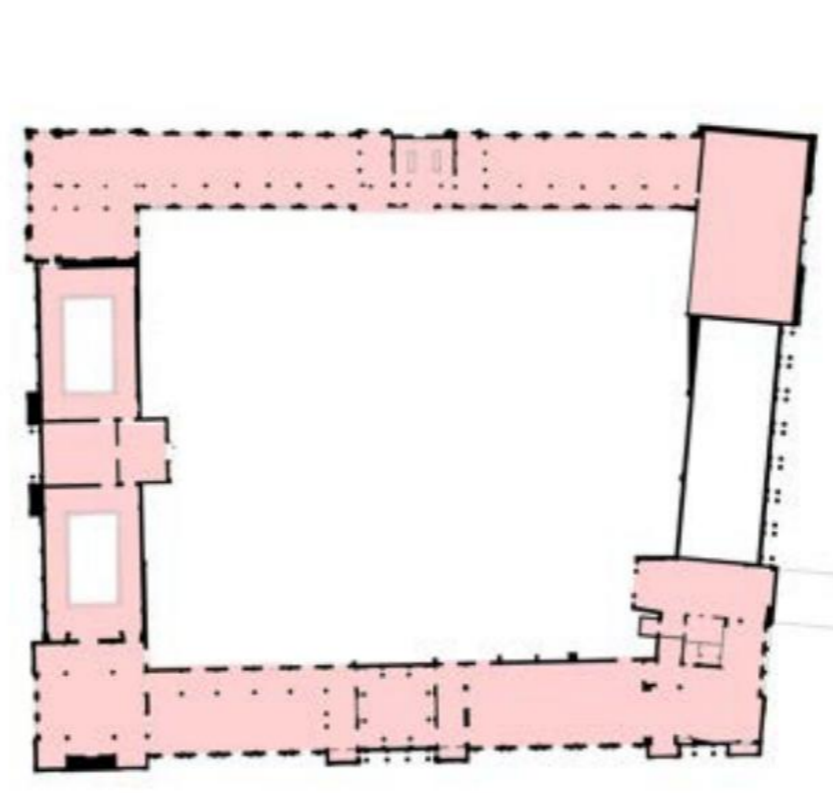
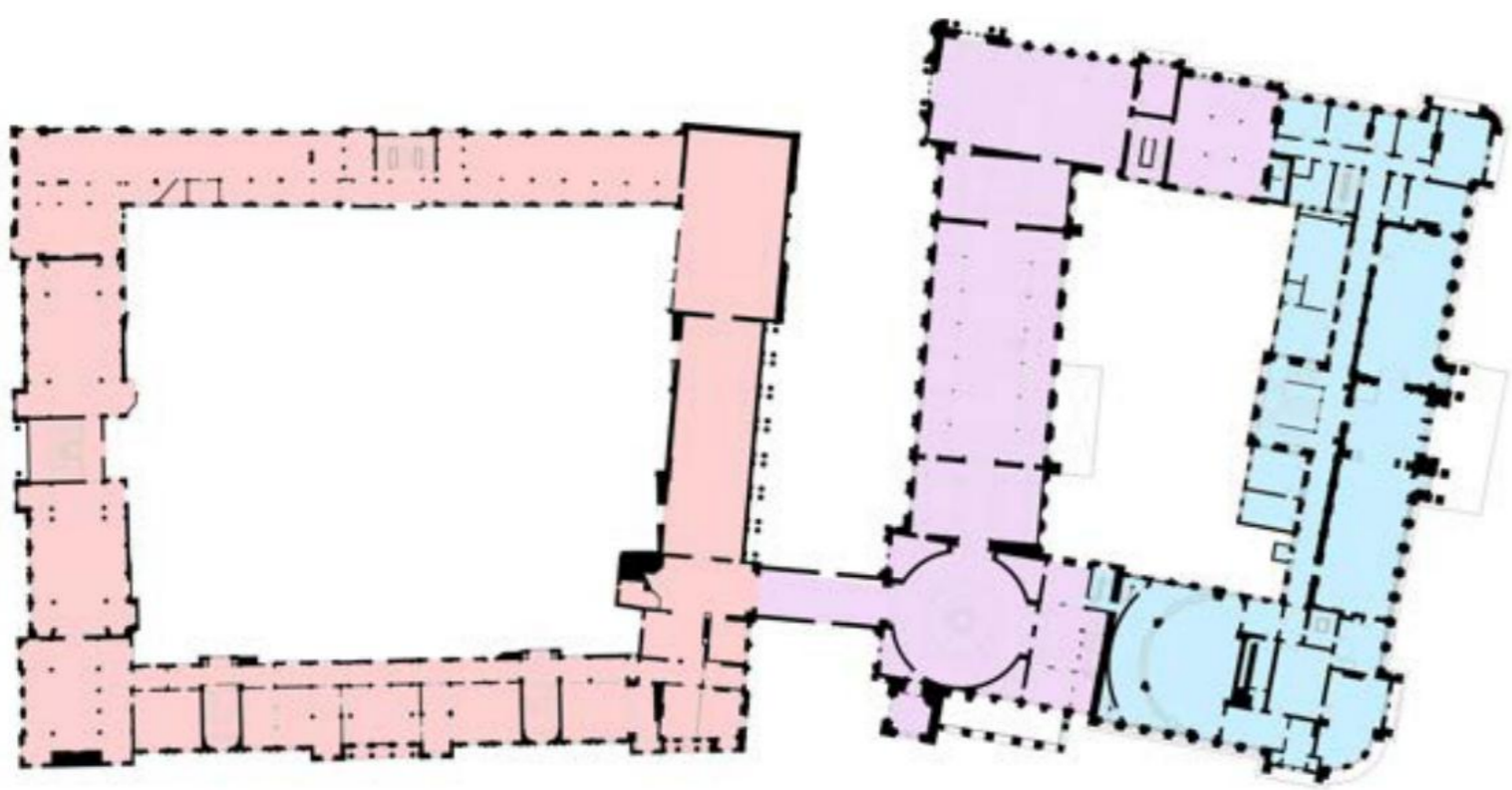


OFCP Council House As Events Space



Ground Floor

First Floor



Third Floor

Second Floor

**BMAG + BMoSI**

19,360 + 1,050 sqm

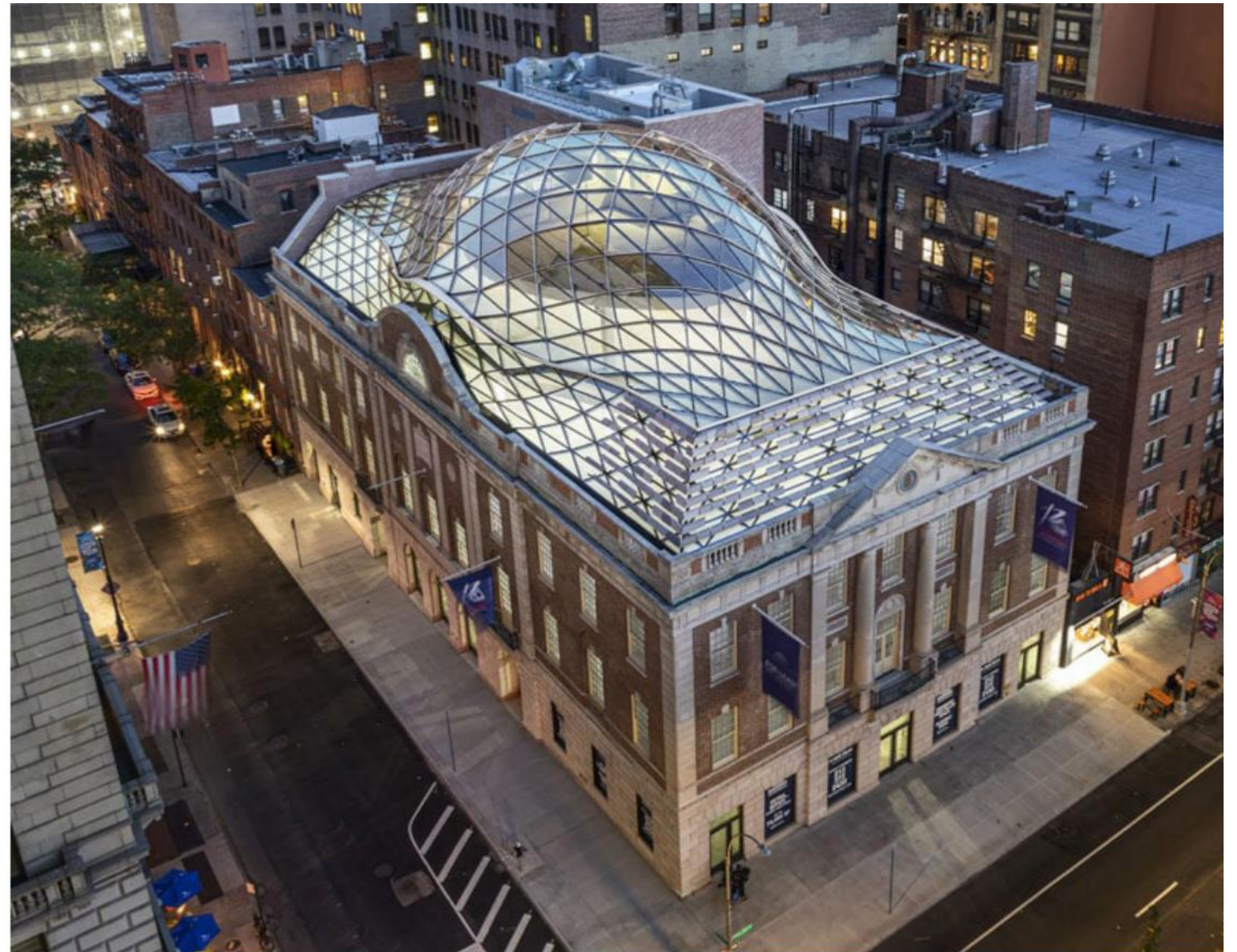
**Commercial Offer**

4,600 sqm

**Council**

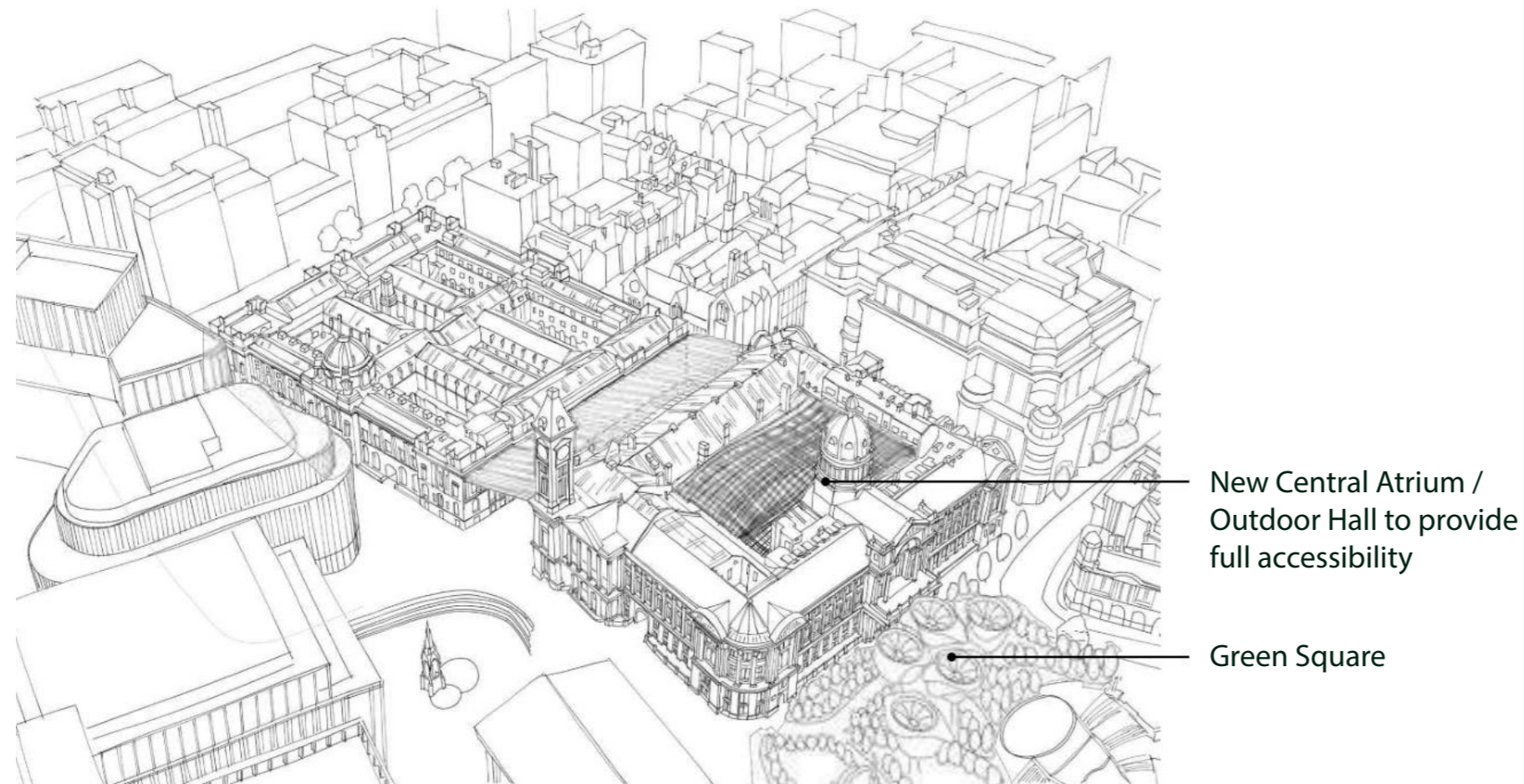
8,400 + 1,070 sqm

# OFCP Council House Extension Full Redevelopment



# OFCP Council House Extension Full Redevelopment

# Baseline - Creating a Community Asset

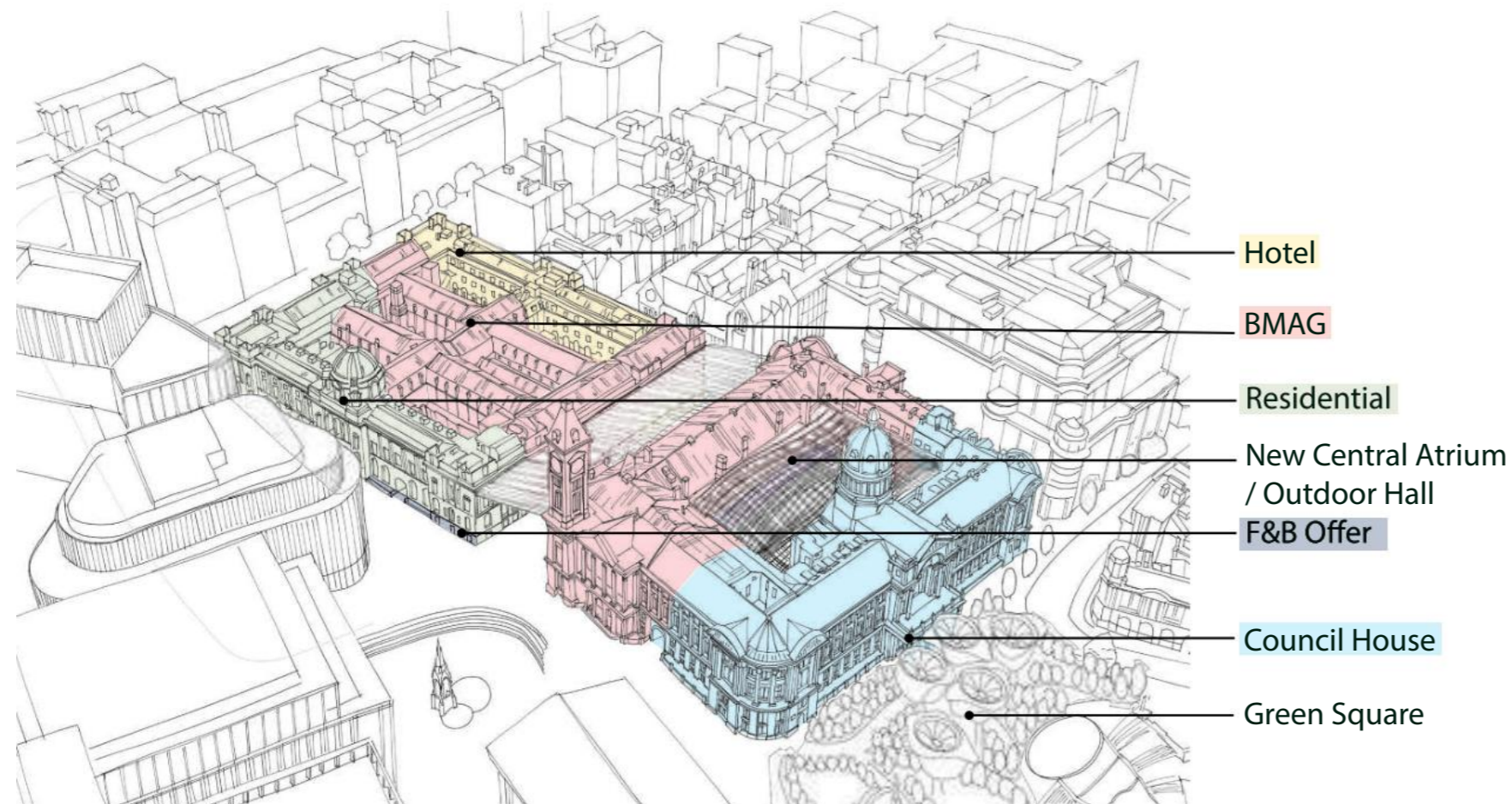


## Key Interventions

- Create a **covered courtyard over for the Council House** creating a space where lifts and stairs can be located to open up access and where co-working, leisure and cafe uses could be provided. This will **facilitate citizens of Birmingham** and visitors to the city to **access the Civic heart**.
- Create an outdoor flexible space by constructing a **roof over Edmund Street**, to facilitate exhibition space and potential café space.
- Add a **second Bridge link** between Council House and the Extension to facilitate improved user experience.

Note: The following indicative costs are provided to give a broad indication of cost based on no design or survey work, they are intended to set a direction not a budget.

# Design Approach 1 - Seeking Commercial Value



## Key Interventions

Creating Community Asset (baseline works), PLUS the following:

- New **Boutique Hotel** on Margaret Street
- New **Residential offer** on Congreve Passage
- New **Food and Beverage offer** on Lower floors of Congreve passage

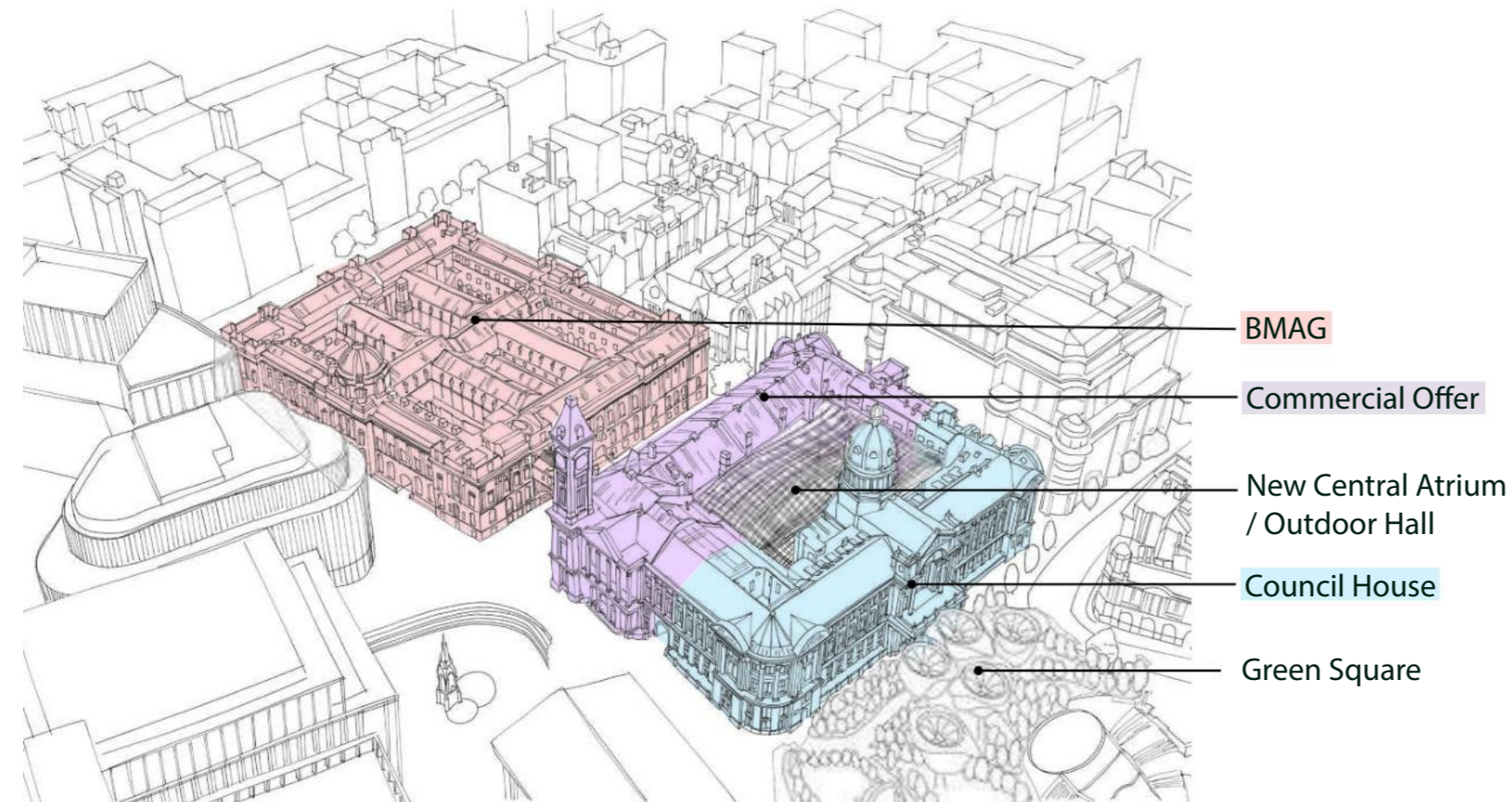
This approach seeks to drive commercial value where the space allows **without major intervention or disruption to the historic fabric**. Consequently BMAG and the Council to remain largely in their current demises.

## Indicative Construction Cost

£75m - £125m



## Design Approach 2 - Creating a Cultural Asset



### Key Interventions

Creating Community Asset (baseline works -without second bridge link and no covering of Edmund street)

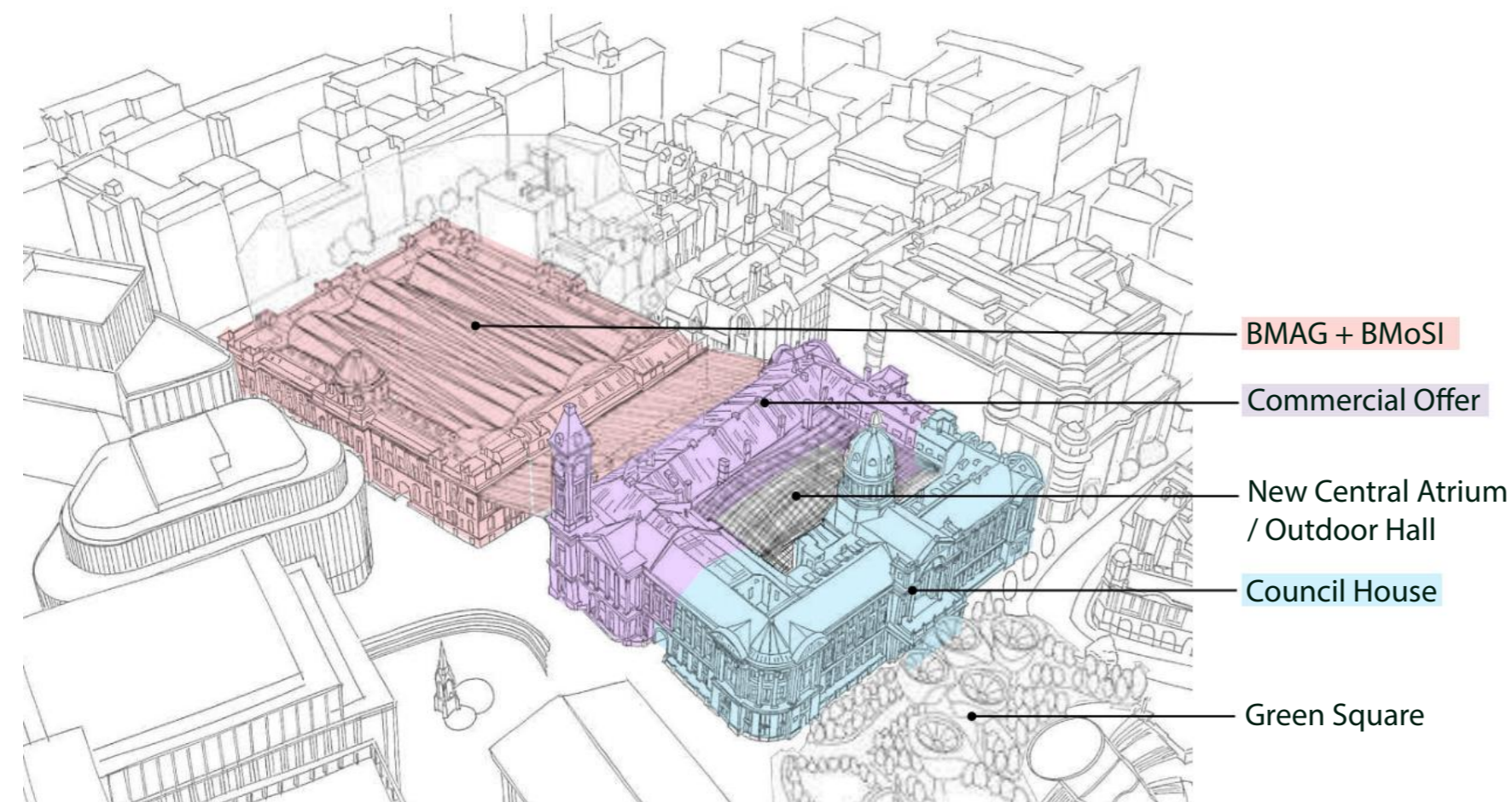
PLUS the following:

- **BMAG take sole occupation of the Extension**
- The Council also reduce their footprint leaving a **remaining area for a commercialised alternative use.**

### Indicative Construction Cost

£100 - £150m

## Design Approach 3 - Maximising Cultural Value



### Key Interventions

Creating Community Asset (baseline works - without second bridge link)

PLUS the following:

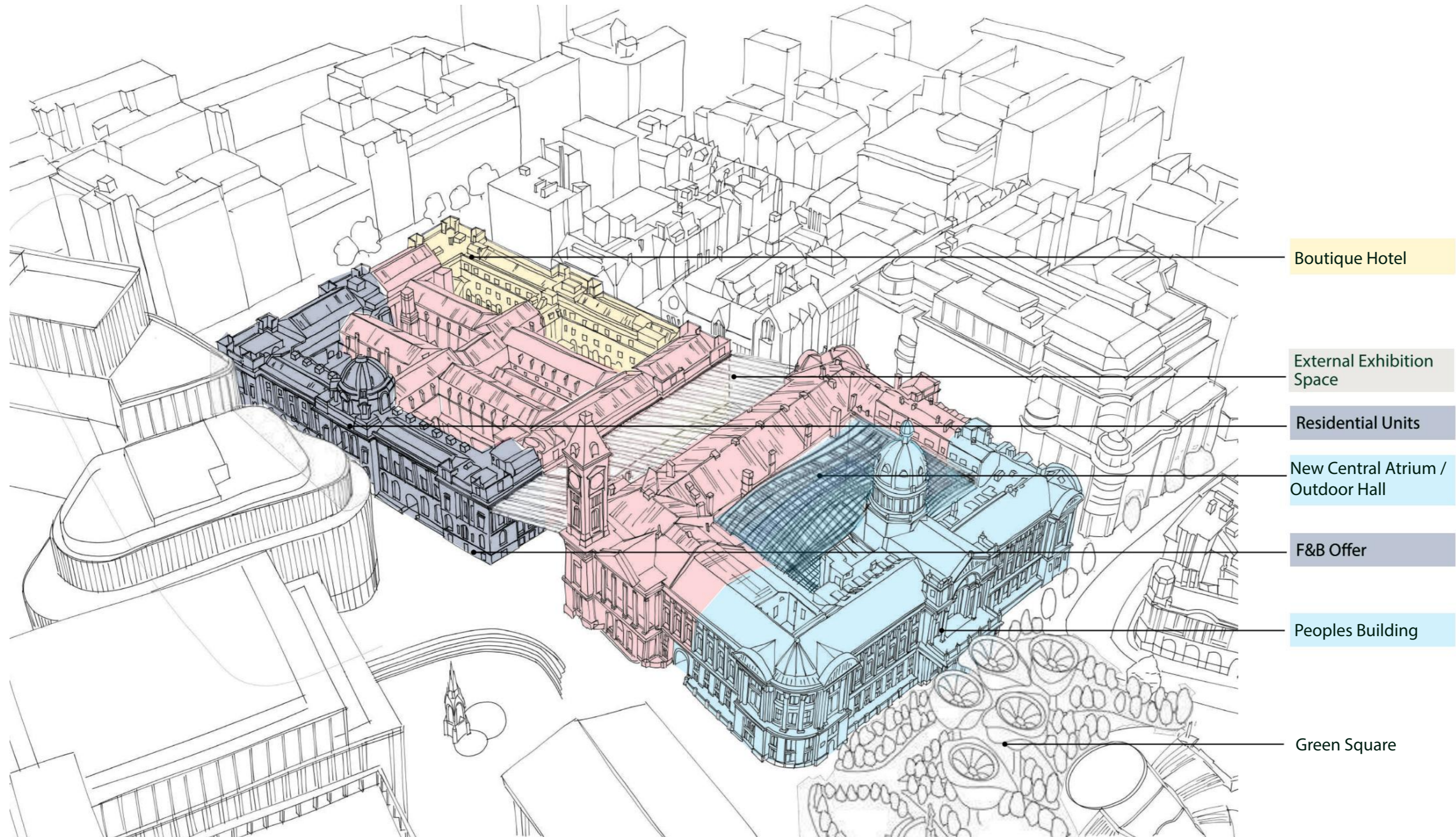
- The **link blocks** that create the 6 small courtyards within the extension **are removed and one large single storey exhibition space created.**
- With the use of covered Edmund Street this allows potentially for **BMAG and BMOsI to combine** here.
- The **Council also reduce their footprint** in the main Council House building leaving a **remaining area for a commercialised** alternative use.

### Indicative Construction Cost

£150 - £225m

# Finding the Best Option Flexibility of Phasing

One or more of the following individual items could form the first intervention and facilitate a phased approach.



Boutique Hotel

## **Boutique Hotel (Margaret Street)**

*Indicative Construction Cost: £10m to £20m*  
*Benefit: Transforming existing asset, creating activity and removing financial liability*

External Exhibition Space

## **Create External Exhibition space (roof over Edmund St)**

*Indicative Construction Cost: £5m to 10m*  
*Benefit: Activates public realm and facilitates public to engage with building and Museum(s)*

Residential Units

New Central Atrium / Outdoor Hall

F&B Offer

## **Residential Units and F&B offer (Congreve Passage)**

*Indicative Construction Cost: £10m to £20m*  
*Benefit: Transforming existing asset, creating activity and removing financial liability*

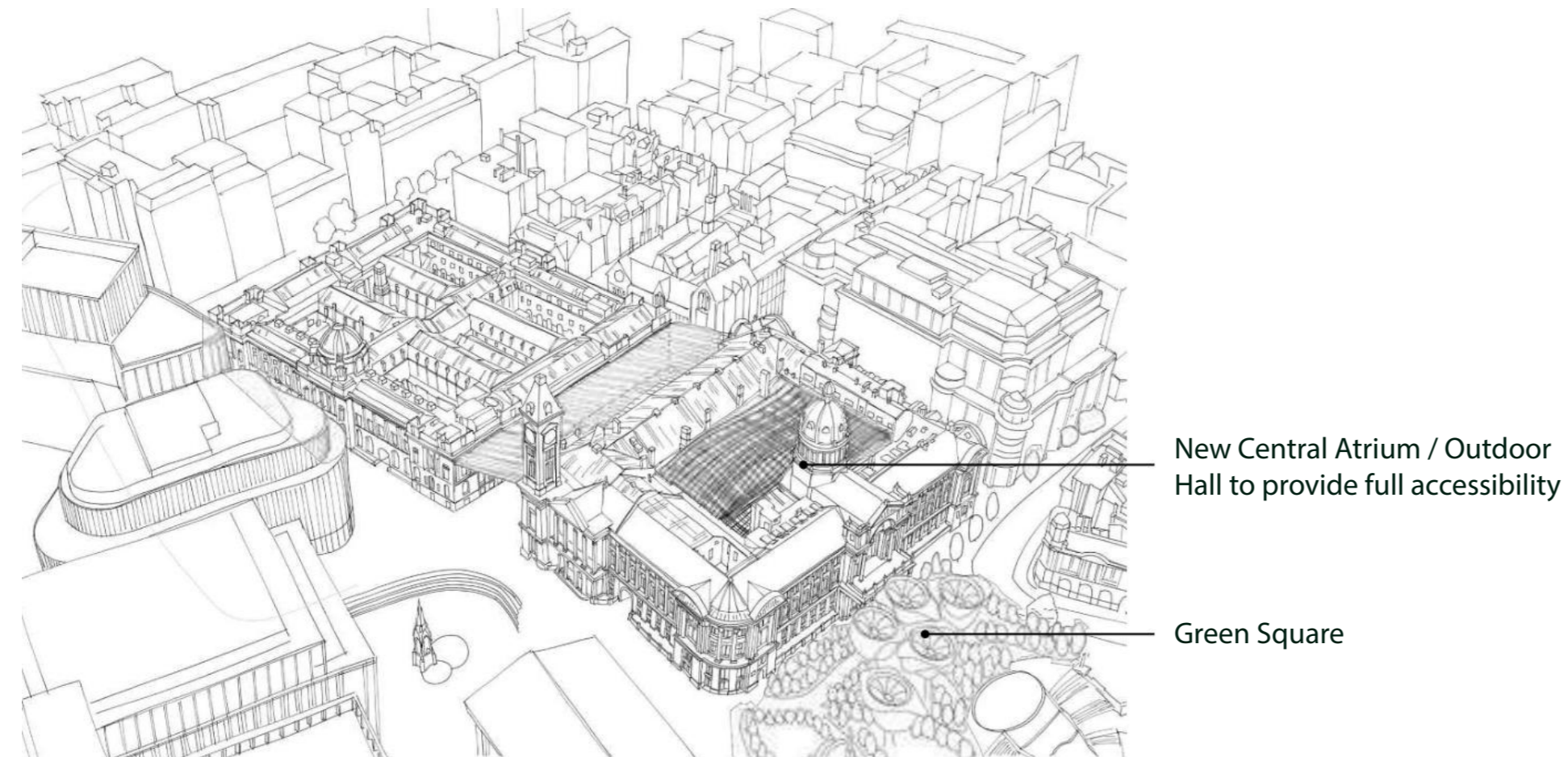
Peoples Building

## **Creating People's Building and resolving accessibility (enclose Courtyard)**

*Indicative Construction Cost: £25m to £35m*  
*Benefit: Brings visitors into heart of space, resolves accessibility issues and generates commercial opportunities*

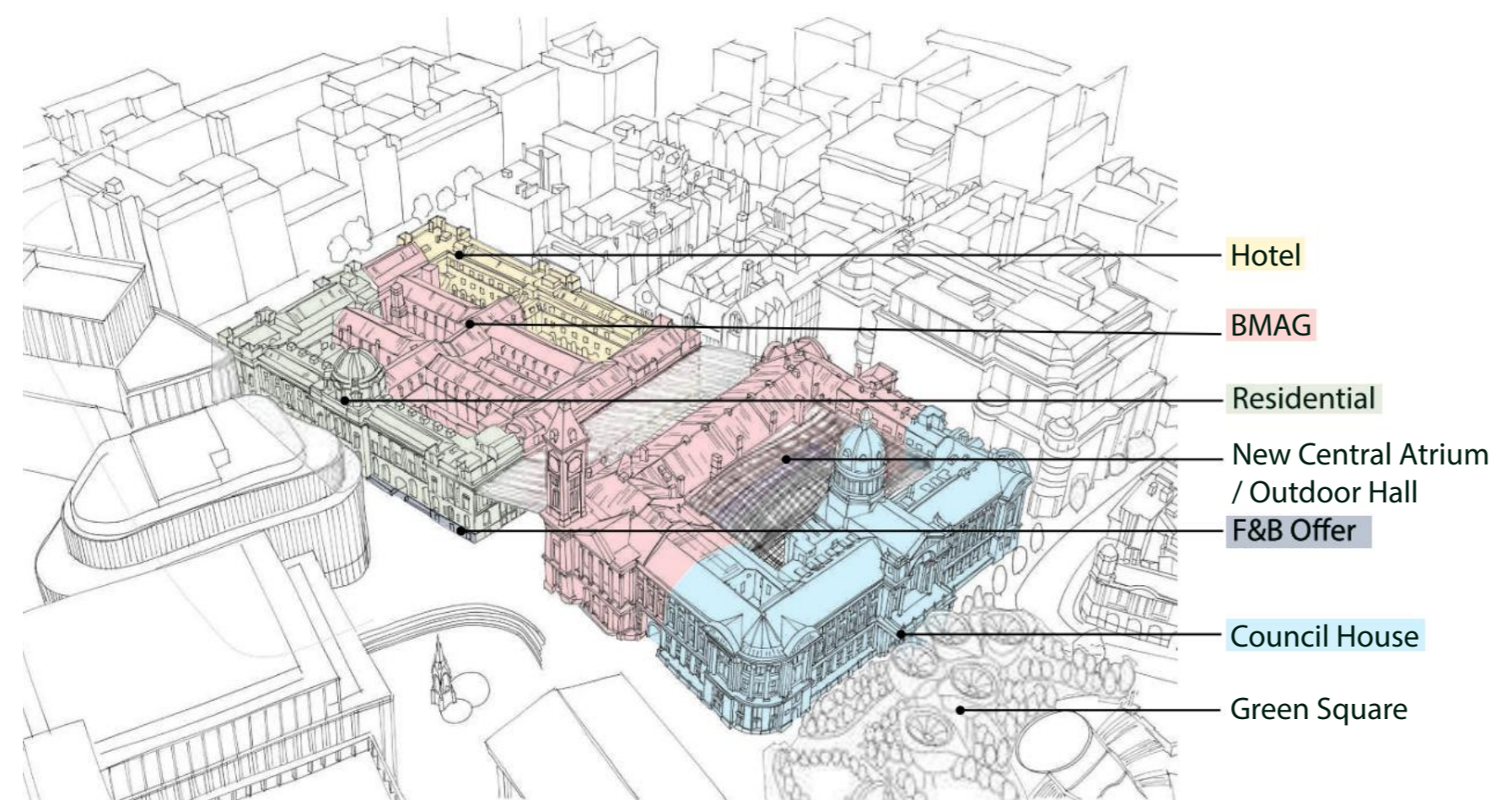
Green Square

# Baseline - Creating a Community Asset



Values provided are also **indicative** predicated on the proposed areas created and baseline capital/rental values pertaining to the prescribed uses

# Design Approach 1 - Seeking Commercial Value



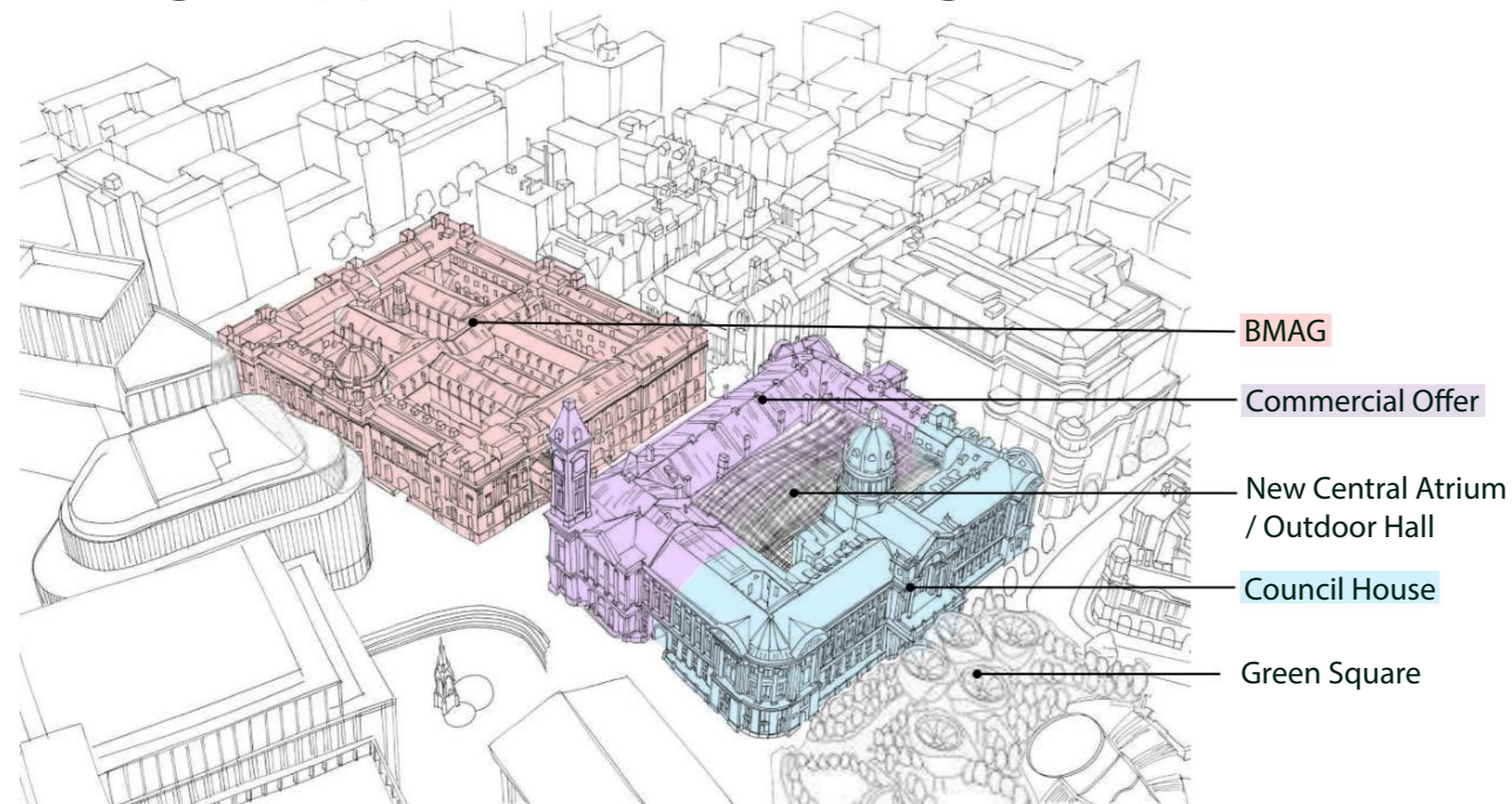
## Challenges

- Initial approach showed the Hotel (Yellow) and Residential (Green) **units in isolation proved unviable**. Strong anticipated **exit values** were not enough to **overcome the inefficiencies** driven by poor gross to net ratios.
- The developed approach improved this option by:
- **Replacing** the previously **inefficient lower ground floor with Food & Beverage** (labelled units 1,2 &3) to uplift capital receipts
- **Stripped out other underutilised spaces** to reduce refurbishment costs
- This approach could lead to some modest sized **unusable areas being mothballed**.
- Town Hall servicing if Edmund St not available.

## Potential Value

- The inclusion of the Hotel, Residential and Food & Beverage offering offsets some of the capital expenditure and could drive a **GDV of £20-35m**.
- Likely that these areas will not deliver a land value, but will **allow the council to dispose of a liability** (on-going maintenance costs)
- BMAG and The Council largely retain existing space which benefits from significant enhancement.

## Design Approach 2 - Creating Cultural Asset



### Challenges

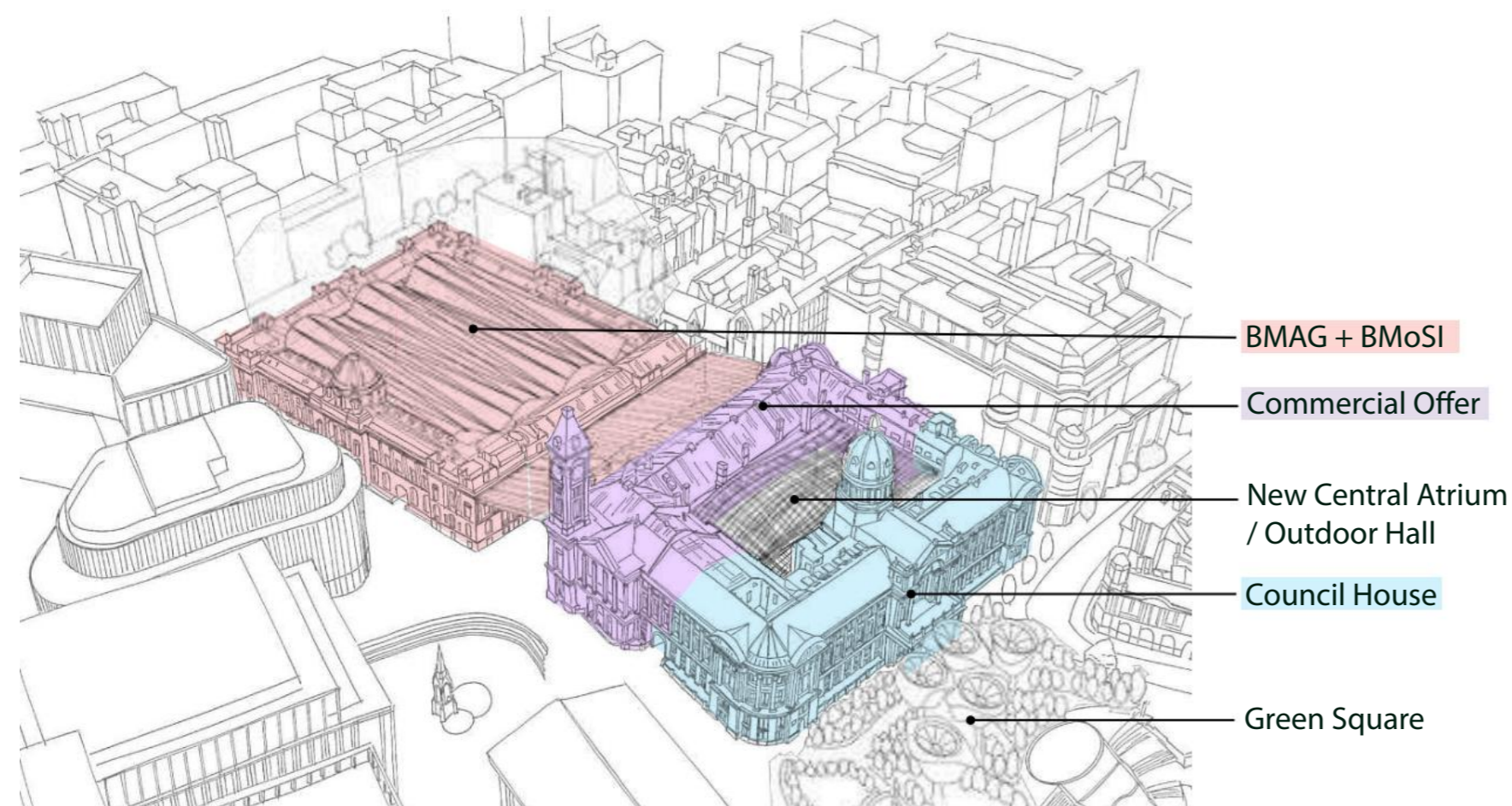
The Commercial Area (Purple) has proved the most challenging to find alternative uses for due to -

- significant lower ground floor area
- inflexible space
- difficulty of introducing an efficient circulation strategy
- no windows in the corners of the building and
- high ceilings
- premium historic spaces

### Potential Value

- The inclusion of some **commercial space** could generate a **nominal GDV of £1m to 5m**
- Increased conversion costs driven by greater internal areas that change use
- The most suitable user for the Commercial Area (Purple) is likely to be an **events operation**. There may be opportunities for **Retail, Leisure, Food & Beverage** here as well. However, current market analysis indicates **low rental values (£5 - £10 psf)**
- The **reduced Council Chambers** area would be **more efficient** for the Council to run.
- **BMAG benefits from freedom of sole occupation** of the Extension and greater floor area and opportunity to use some of the courtyard spaces in the extension. Overall this provides more space to BMAG to expand.

## Design Approach 3 - Maximising Cultural Value



### Challenges

- Greater heritage issues than approach 2 given the removal of significant sections on the internal link blocks to the Extension Building.
- The Commercial Area (Purple) faces the same challenges as approach 2
- Town Hall servicing if Edmund St not available
- Inflexibility of the space, historic constraints, continued required Civic uses and access issues.

### Potential Value

- Combining the Commercial offer (purple) and Council House (blue) and using as events operation with opportunities for retail, leisure and F&B space. This could create a nominal GDV of **£2m to £8m**. There will need to be **significant investment in the buildings** to improve facilities so the land value is likely to be limited. Consideration could be given to turnover rents that could provide **income enhancement over time** as footfall increases. Passing control of the Council House (Blue) space to an events operator would require a service agreement that gave the Council use of key facilities on pre-agreed dates for Civic uses
- **Highest cost estimate** but the opportunity to create a space suitable for **both BMAG and BMOsI** satisfies two existing requirements and potentially creates an opportunity cost benefit by **releasing Millennium Point** for development (not reflected in the income forecasts).

# Conclusions

## The Brief

- Brief requires a peoples building for the community, retention and enhancement of the cultural asset (BMAG) and to maximise commercial opportunities
- Three design approaches developed to meet these objectives in different ways
- Reusing the existing asset and improving its energy efficiency through improvement to MEP and façade is positive or the City's Route to Zero agenda

## The Challenge

- Council House complex currently has a running cost of c£2m per annum, income is nominal
- The constraints of the building (of which there are many) limit significantly the options available
- The prime historic spaces have significant access issues and their scale and format offer very few options for alternative uses.
- First objective is to seek income to cover the running costs then monetise the asset further, where practical

## The Financials

- The costs and potential values indicate that there is scope for some uses to generate value in parts of the building that would as a minimum relieve the current liability
- The Council retained spaces (including the Museum) would require significant expenditure
- Maintaining the use as a Museum for part of the complex, saves cost creating new facility
- Adding BMoSI potentially increases the 'day out' offer and releases value at Millennium Point
- Taking existing BMAG areas PLUS required BMOSI areas (after allowing for efficiencies) should facilitate a combined Museum offer.
- There is no consideration at this stage for maintenance costs. The historic fabric and potential new glass roof will have a significant ongoing maintenance cost

## Next Steps

- Council to review with stakeholders and identify the ideas that best reflect their desired outcomes
- Council to define the brief and commission a feasibility study
- Council to consider identify any preferences for phasing

## Limitations

- Work done to date are design ideas only. They consider spatial allocation with limited interrogation and surveying of the existing historic building.
- The philosophy has been to minimise cost by minimising alterations to the existing historic fabric.
- The costs and values are indicative only based on nothing more than the plans included herein. The costs provide a broad indication of cost intended to set a direction and not a budget.