Housing, Neighbourhoods and Leisure Committee



21 February 2024

Title	New Reading Central Library				
Purpose of the report	To make a decision				
Report status	Public report				
Report author	Donna Pentelow, Assistant Director for Culture Simon Smith, Reading Libraries and Museum Manager				
Lead Councillor	Councillor Adele Barnett-Ward				
Corporate priority	Thriving Communities				
Recommendations	 That Committee endorses the approach to stock provision for the new library, noting several areas where provision has increased. That Committee notes the planned work in relation to stock management and withdrawals, consistent with the Reading Libraries Withdrawal Policy approved by HNL Committee in March 2023 and reported here for information. That the Assistant Director for Culture, in consultation with the Lead Member for Leisure and Culture, be delegated to agree the closure period to facilitate the move of Central Library to the Civic Centre. 				

1. Executive Summary

1.1. To provide an update on progress with the new Reading Central Library, to indicate improved provision to bookstock in key areas, to highlight the progress being made to withdraw and dispose of elements of library stock where no longer needed as part of the move of Reading Central Library, in line with the withdrawals policy approved by Committee in March 2023, and to confirm the approach to planning the move.

2. Policy Context

- 2.1. In Summer 2022, Reading Borough Council bid for £19.1m of Levelling Up Fund money which included a project to move the library into an extended Civic Centre. The Council was advised of its successful bid in January 2023, with a view to moving into the extended Civic Centre in Spring 2025.
- 2.2. Public consultation on the project was carried in summer 2023, building on the wider library consultation in 2021, to inform the configuration of the new facility. In addition, as part of the bid and grant process, aims and outcomes for the space were agreed.
- 2.3 From the 2023 consultation, which had responses from 1,135 people, 75 percent of people supported plans for a brand-new town central library, believing the move would have a positive impact. Of those who currently do not use the library, 50 percent said they would be interested in using a new library in a new location. A total of 60 percent of

respondents were in favour using the Civic Offices as a new location for Reading Central Library. The full consultation report is at

https://www.reading.gov.uk/leisure/revitalising-the-hexagon-and-central-library/civic-library-consultation/ and this has informed the ongoing design approach.

- 2.4 Library users and non-users wanted to see
 - * a clear focus on book provision with improved book stock
 - safer spaces,
 - * better spaces for events
 - * better children's provision
 - provision for local history retained and improved,
- 2.5 Reflecting this, the new Central Library will feature
 - * a better stocked Children's Library serving our biggest group of users increasing shelving in this area by c88 metres (135%)
 - * better provision for a Teen zone, with increased stock (shelving up by 9 metres (33%)
 - * more space for books in non-English languages with increased stock –shelving up by 8 metres (12%)
 - * more space for adult fiction with increased stock shelving up by 45 metres (14%)
 - more space for spoken word and large print items with increased stock – shelving up by 13 metres (21%)
 - * well equipped, improved local history section with equivalent shelf provision to now
 - * well-equipped study and working space with over 100 seated spaces, the majority of which will be next to plugs to facilitate work and study
 - * dedicated exhibition space to support visual artists
 - * free PCs and tablets for use on site and free wifi
 - * new event space that can be used for events and activities, including provision for screenings, streaming and projection
 - * an adult learning/multifunctional room for hire

The children's library, teen space, fiction, and non-English book areas will have a higher stock level than presently, reflecting the library strategy and improving these areas in the new space. Children and families are the biggest users of the library service. We have prioritised the key functional spaces and stock and designed accordingly.

- 2.6 Books and book lending will be the key function of the new space, with additional focus on making spaces better and more usable for events and activities. The new space has a slightly smaller footprint, but the design will accommodate more books on public display as well as more studying space.
- 2.7 The great opportunity presented by the relocation of Reading's busiest library means that we can prepare for the new space, take what we need with us, inject a quantity of new stock, and create some great spaces for our key areas of provision such as children's and local history.

- 2.8 In order to deliver on these ambitions, some library stock has been identified as surplus to requirements and will be removed in line with the withdrawal policy. The majority of this stock is not currently on public display. The Council has engaged with local, regional and national organisations, and will continue to do so, to facilitate the rehoming of withdrawn stock.
- 2.9 As part of designing and preparing for the new library, we will be withdrawing stock based on use, need, quality and condition, as part of the normal library stock management process. This will create space for an injection of new stock for the new library, to reflect customer demand and in anticipation of higher usage.
- 2.10 These withdrawals will be in line with the withdrawal policy approved at Housing and Neighbourhoods Committee, March 2023, minute 37 refers, but at a higher level than normal. This is because the relocation involves our largest library with a large run of stock, especially on non-public access, Central library having been built as a County resource in 1985 with large, specialist collections that were needed at the time but are not currently used at levels commensurate with space provided.

3. Planning for the new Reading Central Library

- 3.1. The library move will happen in 2025, with this timetable subject to revision and consultation.
- 3.2. The approval for the mechanics of the move, including decant and period involved, is requested to be delegated to the Assistant Director for Culture, in consultation with the Lead Member for Leisure and Culture. This enables us to plan and agree the closure period and arrangements for the decant and move of Central Library in 2025. Several thousand items will need to be moved, both stock and other items.

3.3. Outline of actions relating to library stock

As noted above, in order to deliver the requirements of the bid, to increase space for areas identified as priorities, and because we need to vacate our current premises, the move is an opportunity to improve areas by reassessing and changing the balance and volume of stock currently held at Central Library, increasing in some areas and reducing in others.

- 3.4. The replacement library will have around 1,300lm of shelving for public facing stock (maximum), compared to around 1,350lm at present. The current likely breakdown is provided in appendix 2.
- 3.5 There will be greater provision of children's, teen, large print/spoken word and books in non-English languages in the new space as these areas are identified as needing improvement in the library strategic priorities. There will also be much greater provision of study space equipped with charging points.
- 3.6 The area for the new children's library provision will be specially designed and a highlight of the building, to ensure excellent provision, a greater choice of stock on more shelves, and a greater area for the heaviest used books. We will seek to provide an inspirational space for reading, working, enjoyment, activities, events, singing and reading.
- 3.7 The new local history space will provide a quieter space with a staff desk, replicating the current setup at Central library but with better tables, equipment and facilities for customers. The current public facing stock in this area will be retained.
- 3.8 There will be a small increase in adult fiction and a reduction in non fiction reflecting reduced lending of non fiction in recent years, as an significantly more information previously accessed in this way has moved online. This information

can be accessed with library fixed PCs and tablets via the free wifi. There has been a move to more narrative non fiction which will still be well provided for, as will the existing offer in areas such as citizenship, driving theory and business support. The alternative e-book provision will also remain available, as will a pool of well over a million items through the wider library interlending system. The non fiction drop also includes fewer music scores and plays on the open shelves due to reduced demand.

3.9 Items on non-public shelves and withdrawals

The library was built as a County library for Berkshire, and retains the 'County' sized reserve collections for Music and Drama, Reference and fiction/non fiction. These collections are largely static, and have not been a priority to deal with due to the limited staff capacity to assess. However, the move gives a clear imperative to assess, review and reduce these collections to enable the accommodation of more relevant stock for current users in the new library.

3.10 Local history

We are prioritising the local history collection as a key, unique and valuable resource for the town. Unless there is unnecessary duplication, or items fit better at Reading Museum or Royal Berkshire Archives, they will be retained within the Library . The consultation demonstrated this is a key area for customers and for Reading and we will be providing a large public local history space with stock on site.

3.11 Where stock is held off site, arrangements to bring items in will be set up. The public shelving space for this stock will not reduce.

3.12 Other Stock

A large amount of other stock not currently publicly available is no longer required or needed

3.13 A table detailing discrete surplus areas of stock, that is currently not public facing, is at Appendix 1 setting out the stock area, a description, some background, plans, numbers of items, usage and current space used. A summary table is below. Appendix 2 lists organisations contacted so far. Where we are not able to find new homes, or where items are not suited to new home, items will be disposed of in line with the withdrawal policy agreed by Committee

Stock currently in non-public area, summary of approach			
Area of stock	Summary approach		
Local History reserve	Default assumption is to retain, unless replicated elsewhere, duplicated, damaged to beyond point of use		
Reserve Playscripts	Where not needed, offered to libraries/local cultural organisations, then disposed of per policy		
Reserve Vocal score sets	Where not needed, offered to libraries/local cultural organisations, then disposed of per policy		
Reserve Music scores	Where not needed, offered to libraries/local cultural organisations, then disposed of per policy		
Public reference	Where not needed, disposed of per policy.		
Reserve fiction	Where not needed, disposed of per policy.		

	Reserve fiction is more of a priority than reserve non-fiction as part of a wider library role in providing free access to older or out of print works by major writers
Reserve non fiction	Where not needed, disposed of per policy – majority of stock low need, demand, poor condition
Reference reserve	Where not needed, disposed of per policy – majority of stock not required. This stock may contain more specialist or unusual items which will all be assessed.

3.14 The anticipated breakdown of types of books we are planning for in the public area are below:

Direct comparison (linear metres) between current library and proposed new library space

All figures are linear metres	Childrens	Teen	Fiction	Spoken Word +Large Print	Non English	Non fiction*	Local history	Total
Current library (approx)	65	18	325	61	65	614	200	1348
Proposed in new library	c153	c27	c370	с74	c73	c400	c200	c1297
Change (lm)	+88	+9	+45	+13	+8	-214	0	-28
Change (%)	+135	+33	+14	+21	+12	-34	0	-4

^{*}Non fiction measurement includes all plays and scores on open shelves at present

Final design not yet confirmed and subject to change

3.15 **Toy library**

We are investigating alternative ways to provide the toy library service and this will be the subject of a future paper to committee.

4. Contribution to Strategic Aims

- 4.1. The Council's new Corporate Plan has established three themes for the years 2022/25. These themes are:
 - Healthy Environment
 - Thriving Communities
 - Inclusive Economy
- 4.2. These themes are underpinned by "Our Foundations" explaining the ways we work at the Council:
 - People first
 - Digital transformation
 - Building self-reliance
 - Getting the best value
 - Collaborating with others

- 4.3 This project is part of Thriving Communities, by providing a new, purpose built, library, designed around the needs and future needs of users, aligning with work on Hexagon and Minster Quarter, an excellent cultural provision can be made within Reading Town Centre, with wider benefits to the community branch library network.
- 4.4 Full details of the Council's Corporate Plan and the projects which will deliver these priorities are published on the <u>Council's website</u>. These priorities and the Corporate Plan demonstrate how the Council meets its legal obligation to be efficient, effective and economical.

5. Environmental and Climate Implications

- 5.1. The Council declared a Climate Emergency at its meeting on 26 February 2019 (Minute 48 refers).
- 5.2. There are limited environmental impacts arising from this report which have been assessed.
- 5.3. Whilst stock is being disposed of, disposal via a waste stream would be a last resort, when other avenues have been exhausted.
- 5.4. The overall space requirement to house items that are not being used or not required for the overall collection will reduce carbon and cost of energy.
- 5.5. The net climate impact of the areas discussed in this report (rather than the project as a whole) is limited.

6. Community Engagement

- 6.1. The wider library consultation regarding the move in Summer 2023 received over 1,000 responses, and whilst these did not specifically ask about some of the stock areas mentioned in this report, we have used those views to support the overall approach. There was clear feedback on book provision, local history, safety, toilets and overall widespread support for the move.
- 6.2. Consultation relating to the project has also taken place with:

Reading Youth Parliament

Service users, Brighter Futures for Children

Children in Reading schools

Trades Unions

Older People's working group

6.3. As part of preparing for this report, we have contacted a variety of organisations to gauge level of interest in organisations receiving some of the areas of stock outlined above and these are listed at Appendix 2 – work will be ongoing on this in 2024 and many more organisations will be spoken to after this initial step

7. Equality Implications

- 7.1. Under the Equality Act 2010, Section 149, a public authority must, in the exercise of its functions, have due regard to the need to—
 - eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act;
 - advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it;

- foster good relations between persons who share a relevant protected characteristic and persons who do not share it.
- 7.2. An Equality Impact Assessment for this report is at Appendix 3.
- 7.3. It is felt that any issues arising are limited and mitigated.

8. Other Relevant Considerations

8.1 None.

9. Legal Implications

9.1. Under the 1964 Public Libraries and Museums act, local authorities are bound to provide a library service that is 'comprehensive and efficient'. This report meets that aim, and the local authority will continue to comply with the Act.

10. Financial Implications

- 10.1 There are no direct financial implications arising from this report. There are financial implications of the overall library project that are outside the scope of this report, and will be the subject of reports submitted as part of any budget setting process.
- 10.2 Per the Reading Libraries Withdrawal Policy, any money raised from the sale of withdrawn items is paid into the libraries revenue code.

11. Timetable for Implementation

- 11.1. Central library is due to open in the extended Civic Centre in 2025.
- 11.2. Work is ongoing to determine the extent of the temporary closure and relocation, however it is anticipated being a period of at least one month, with library staff deployed to various aspects of building clearance and setup. A specialist move company will likely be retained for the physical move of items from one site to another.
- 11.3. It is therefore likely that the existing building will be cleared and withdrawals arising all fully processed by early 2025, with the bulk of the work taking place in 2024.

12. Background Papers

12.1. There are none.

Appendices – Appendix 1 – Stock area and background/disposal

Area of stock					
Playscripts					
Why/what?	Background	Disposal	Number of items showing on catalogue	Current linear metres of shelving	Issues and users 2023
Large number of playsets, as remainder of County Music and Drama Library. Most play reading groups have ceased, we did have over 200 in 1999, we now have 8. Collection is not being added to.	Previously lent to play reading groups and theatre groups. Now limited demand	Reduced. Offer to groups who are still members, offered out to cultural institutions, withdrawn and disposed of Some will be retained	13,553	65	2,149 issues to 81 users
Vocal score sets					
Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Large number of vocal sets, as remain of County Music and Drama Library. Most groups we lend to	Previously lent to choirs. Now no demand.	Offered to groups who are still members, offered out to cultural institutions, withdrawn and disposed of	11,217	43	2 sets to 1 group

issues have reduced. Interlending regionally has ceased. Collection is not being added to.					
Music scores Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Large number of music scores, as remain of County Music and Drama Library. Most groups we lend to have ceased and issues have reduced. Interlending regionally has ceased. Collection is not being added to.	Previously lent to music organisations and orchestras. Now low demand.	Majority offered to groups who are still members, offered out to cultural institutions, withdrawn and disposed of Small collection retained	4712	181	571 to 97 users

Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Items for library use only	County Reference had a large number of items, and an entire floor of Central on opening. There are now relatively few and a very low expectation of 'reference books' in a modern library where most information these contained is online	For general disposal unless still relevant	1,901	Est20	0
Reserve fiction					
Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Reserve fiction is more of a priority than reserve non- fiction as part of a wider library role in	This is one of the unique areas of libraries, and whilst we would reduce the large	Will withdraw some, will keep some but less of a priority than local collection	6,256	211	1,050 issues to 426 users

providing free access to older or out of print works by major writers	collection, some will be retained where we need to do so.				
Reserve Non-fiction	i		'		
Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Older non fiction titles removed from shelves	There is not the need or potential demand for 'old' general non fiction as there once was.	Majority to be removed	4,678	192	208 issues to 111 users
Reserve reference					
Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
Residual collection from County Reference reserve	The majority of these items have been retained as 'old'/never looked at. They are not	Majority to be removed	2,494	135	0

relevant to Reading or a collection and are often in extremely poor condition or irrelevant/obscure. They can have a relatively higher value, although not generally very high given poor condition, and will be assessed individually. The great majority will be disposed of., at a higher rate than		
possible. All items will need review. Where we do have a non-local connected item in very good condition with a scarcity value, we may look to auction rather than retain		

Local reserve collection

note these are refer	ence items not on p	oublic display			
Why/what?	Background	Disposal	On catalogue – number of items (will be a lower number in actuality)	Current linear metres of shelving	Issues and borrowers 2023
These are priority items, may be unique and are certainly a unique collection. We would not be removing local items en masse, we may rationalise some if no longer required or duplicated elsewhere. These items cannot currently be borrowed but are for research.	Former County Local History Library, whilst focus is now more on Reading, the resource is a very high quality one. 0.5FTE post attached, chiefly to look out information and items.	Default is to retain unless any reason disposal is an option Off site storage for items that cannot be moved to Civic. Items in current strongroom likely to be moved offsite from Civic.	50,344 items – includes maps, illustrations, photographs books etc that have been catalogued.	456	0

2. Appendix 2: Organisations contacted as part of planning, follow-up engagement has and will be occurring throughout 2024 and into 2025 with these and other organisations

Hampshire Library Service
Oxfordshire Library Service
Hertfordshire Library Service
Nottingham Performing Arts Library

Kent Library Service

University of Reading

British Library

Victoria and Albert Museum

Bodleian Library

All library authorities in the South East Library Management System (SELMS)

All library authorities within Libraries Connected South East region

Reading Rep Theatre

Progress Theatre

Rbl Theatre

U3A Reading

Participants of Arts and Heritage Forum

Aldworth Philharmonic

Berkshire Music Trust

Surrey Performing Arts Library

3. Appendix 3: Equalities Impact Assessment for report

Name of proposal/activity/policy to be assessed:

Directorate: DEGNS Service: Libraries

Name: Simon Smith

Job Title: Reading Libraries and Museum Manager

Date of assessment: 5/2/23

Version History

Version	Reason	Author	Date	Approved By
V1.0	Creation	SS	8/12/23	DP
V2.0	Final approved	SS	5/12/23	DP

Scope your proposal

•	What is the aim of	f your policy or new	/ service/what changes ar	e you proposing?
-	vviiat is the aim o	I your poncy or new	sei vice, what changes ar	c you proposing

Changes to library stock arising from the relocation of Reading Central Library

• Who will benefit from this proposal and how?

Library users and non users will benefit by having a focus on the stock that the library needs in order to provide a modern library service for Reading. The reductions in non public stock are in line with the Reading Libraries Withdrawal Policy approved at HNL in March 2023. Stock is being increased in the children's, teen, non-English language, spoken word, large print areas which should benefit children, those with disabilities, those of different backgrounds and support provision of services to current and future families

• What outcomes does the change aim to achieve and for whom?

The changes are to ensure that the available space for the library within the Civic Centre is focused on improved provision of books, study, education, community cohesion and meeting outcomes in the public space, to achieve the greatest benefit and impact. This should benefit all library users and is line with the Levelling Up Fund objectives.

Who are the main stakeholders and what do they want?

Library customers and non customers have indicated that bookstock should be a priority, alongside safe spaces, children's spaces and study provision.

Completing Officer

Assess whether an EqIA is Relevant

How does your proposal relate to eliminating discrimination; advancing equality of opportunity; promoting good community relations?

•	Do you have evidence or reason to believe that some groups may be affected differently than others (due to race, disability, sex, gender, sexuality, age, religious belief or due to belonging to the Armed Forces community)? Make reference to the known demographic profile of the service user group, your monitoring information research, national data/reports etc.
	Yes: children and young people, students, speakers of non-English languages will all be positively impacted by change.
•	Is there already public concern about potentially discriminatory practices/impact or could there be? Make reference to your complaints, consultation, feedback, media reports locally/nationally.
	No
If No y	answer is Yes to any of the above, you need to do an Equality Impact Assessment. you <u>MUST</u> complete this statement. quality Impact Assessment is not relevant because:
V	V

Lead Officer

Assess the Impact of the Proposal

Your assessment must include:

- Consultation
- Collection and Assessment of Data
- Judgement about whether the impact is negative or positive

Think about who does and doesn't use the service? Is the take up representative of the community? What do different minority groups think? (You might think your policy, project or service is accessible and addressing the needs of these groups, but asking them might give you a totally different view). Does it really meet their varied needs? Are some groups less likely to get a good service?

How do your proposals relate to other services - will your proposals have knock on effects on other services elsewhere? Are there proposals being made for other services that relate to yours and could lead to a cumulative impact?

Example: A local authority takes separate decisions to limit the eligibility criteria for community care services; increase charges for respite services; scale back its accessible housing programme; and cut concessionary travel.

Each separate decision may have a significant effect on the lives of disabled residents, and the cumulative impact of these decisions may be considerable.

This combined impact would not be apparent if decisions are considered in isolation.

Consultation

How have you consulted with or do you plan to consult with relevant groups and experts. If you haven't already completed a Consultation form do it now. The checklist helps you make sure you follow good consultation practice.

Consultation manager form - Reading Borough Council Dash

Relevant groups/experts	How were/will the views of these groups be obtained	Date when contacted
Consultation on the move as a whole was carried out		

Collect and Assess your Data

Using information from Census, residents survey data, service monitoring data, satisfaction or complaints, feedback, consultation, research, your knowledge and the knowledge of people in your team, staff groups etc. describe how the proposal could impact on each group. Include both positive and negative impacts.

(Please delete relevant ticks)

- Describe how this proposal could impact on racial groups
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not negatively impact on racial groups.

- Describe how this proposal could impact on Sex and Gender identity (include pregnancy and maternity, marriage, gender re-assignment)
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not negatively impact on sex and gender identity, whilst noting as a whole that the library customer user base and staffing is more female than male.

- Describe how this proposal could impact on Disability
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not disproportionately impact on disability.

- Describe how this proposal could impact on Sexual orientation (cover civil partnership)
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not negatively impact on sexual orientation

- Describe how this proposal could impact on age
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not negatively impact on age

- Describe how this proposal could impact on Religious belief
- Is there a negative impact? No
- As part of the move, a consultation was carried out on the move as a whole. Whilst
 a separate consultation has not taken place in this area of stock reduction, it is felt
 that the changes to stock proposed in this report do not negatively impact on
 religious belief.
- Describe how this proposal could impact on the Armed Forces community (including reservists and veterans and their families)
- Is there a negative impact? No

As part of the move, a consultation was carried out on the move as a whole. Whilst a separate consultation has not taken place in this area of stock reduction, it is felt that the changes to stock proposed in this report do not negatively impact on the Armed Forces Community

Make a Decision

If the impact is negative then you must consider whether you can legally justify it. If not you must set out how you will reduce or eliminate the impact. If you are not sure what the impact will be you MUST assume that there could be a negative impact. You may have to do further consultation or test out your proposal and monitor the impact before full implementation.

(Delete numbers be	low which	don't apply)
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• How will you monitor for adverse impact in the future?

Can monitor use of overall stock which will adjust as usage patterns change, this is part of normal business and activity for a library service



Lead Officer