

IV. Environmental Impact Analysis

H.5 Public Services—Libraries

1. Introduction

This section of the Draft EIR analyzes the potential impacts of the Project with regard to the facilities administered by the Los Angeles Public Library (LAPL). The analysis describes existing LAPL facilities in the Project vicinity and determines whether existing facilities are sufficient to accommodate the anticipated library demand of the Project or if new or physically altered government facilities would be required. The analysis is based in part on information provided by the LAPL in a letter dated September 27, 2018, which is included in Appendix M of this Draft EIR.

2. Environmental Setting

a. Regulatory Framework

(1) Los Angeles General Plan Framework Element

The City of Los Angeles General Plan Framework Element (Framework Element) establishes a Citywide context for long-term planning at the City and community levels. Adopted in December 1996 and readopted in August 2001, the Framework Element provides general guidance regarding land use issues that include direction on infrastructure and public services.

Chapter 9 (Infrastructure and Public Services) of the Framework Element contains objectives and policies that address library facilities. Specifically, Objectives 9.20 and 9.21 outline policies for the provision of adequate library services and facilities to meet the needs of the City's residents and businesses. Policy 9.20.1 of Objective 9.20 recommends the development of library standards dealing with library facilities' net floor area, the appropriate number of permanent collection books per resident, and service radii. Policy 9.20.2 of Objective 9.20 proposes a Citywide policy for locating non-English language permanent collections. Objective 9.21 proposes ensuring library services for current and future residents and businesses. As part of this Objective, Policy 9.21.1 proposes seeking additional resources to maintain and expand library services, Policy 9.21.2 encourages the expansion of non-traditional library services (e.g., book mobiles) where permanent facilities are not adequate, and Policy 9.21.3 encourages the inclusion of library facilities in mixed-use

structures, in community and regional centers, at transit stations, and in mixed-use boulevards.

Chapter 10 (Implementation Plans) of the Framework Element states that the LAPL is charged with the responsibility of updating the Library Master Plan to provide sufficient capacity to correct existing deficiencies as well as meet the needs of future populations. Updates of the plan should:

- a. Identify improvements including, but not limited to, new library facilities, alternatives to “stand-alone facilities” (such as mobile collections and “substations” at transit stations or in mixed-use structures) which encourage greater distribution of library facilities; new methods for acquiring books and equipment; ways to connect library telecommunications services with other City agencies as well as local college and university systems; and ways to identify regional libraries that are appropriate for non-English language collections, consistent with neighborhood needs.
- b. Adopt strategies that enhance the viability of joint development and joint-use opportunities with large commercial projects and the Los Angeles Unified School District (LAUSD), thereby increasing the distribution of library services.
- c. Establish a new City library service standard that is based on the needs and reflects the character of the City.
- d. Identify funding sources and mechanisms for facility improvements that may include citywide assessments, state and federal grants, and the solicitation of private donations for collections, audio-visual equipment and computer materials.

The implementation plans and policies set forth in the Framework Element have been addressed through the Los Angeles Library Branch Facilities Plan and the 1989 and 1998 Library Bond Programs, which are described below.

(2) Los Angeles Public Library Branch Facilities Plan

The Los Angeles Public Library Branch Facilities Plan (Branch Facilities Plan), first adopted in 1988 and revised in 2007, guides the construction, maintenance, and organization of public branch libraries and establishes specific standards in defining geographic service areas and the size of branch facilities. The Branch Facilities Plan is composed of two elements: the Criteria for New Libraries and the Proposed Project List.¹

¹ *The Criteria for Libraries component of the 2007 Branch Facilities Plan was formerly referred to as the Site Selection Guidelines in the 1988 Branch New Facilities Plan.*

The Criteria for New Libraries sets standards for the size and features of new library branches based on the population served in each community, while the Proposed Project List identifies 19 future library projects including renovations or replacements of 11 existing branch facilities and construction of eight new branch facilities.²

The Branch Facilities Plan was initially implemented through the 1989 and 1998 Bond Programs. The 1989 Bond Program, or Phase I, provided \$53.4 million for 26 library projects.³ It was supplemented with additional funding of \$54.6 million from the Community Development Block Grant award of federal funds, the California State Library Proposition 85, and Friends of the Library groups, thereby facilitating the development of an additional three projects.⁴ Similarly, the 1998 Bond Program, or Phase II, provided \$178.3 million for 32 projects, which was supplemented with an additional \$48 million from managed savings, Friends of the Library contributions, and a California State Library Proposition 14 grant.⁵ The supplementary funding facilitated the construction of an additional four projects.

With completion of the library projects identified in the 1988 Branch Facilities Plan, the LAPL has planned for the future by analyzing current and future library services and facilities needs, as well as population growth projections to the year 2030. As a result of these efforts, a revised Branch Facilities Plan was reviewed and approved by the Board of Library Commissioners in 2007 (2007 Branch Facilities Plan). The 2007 Branch Facilities Plan is now the base document for future development of LAPL facilities. As such, it provides guidance on the preparation of cost estimates for property acquisition, design and construction of proposed library projects, and analyses of options for obtaining funding to build new libraries. As shown in Table IV.H.5-1 on page IV.H.5-4, the Criteria for New Libraries component of the 2007 Branch Facilities Plan recommends facility size standards for new libraries based on its service population. While the 2007 Branch Facilities Plan provides general guidance on library facility improvements, there are no current plans for new development or renovation of library facilities.⁶ Additionally, the recommended building size standards are not a threshold under CEQA or LAPL and there is no requirement to build new facilities or expand when the recommended building size standards are not met and LAPL does not make new building decisions based on any one project, but rather on the overall needs of the community.

² *Los Angeles Public Library Strategic Plan 2007–2010, Appendix VI: Branch Facilities Plan, Draft Revision.*

³ *Passed by City voters through Proposition 1 in 1989.*

⁴ *Los Angeles Public Library Strategic Plan 2007–2010, Appendix VI: Branch Facilities Plan, Draft Revision.*

⁵ *Passed by City voters through Proposition DD in 1998.*

⁶ *Los Angeles Public Library Strategic Plan 2007–2010, Appendix VI: Branch Facilities Plan, Draft Revision.*

**Table IV.H.5-1
LAPL Branch Building Size Standards**

Population Served	Size of Facility^a
Below 45,000	12,500 sf
Above 45,000	14,500 sf
Regional Branch	Up to 20,000 sf
<p><i>sf = square feet</i></p> <p>^a <i>For communities with populations above 90,000, the LAPL suggests consideration of adding a second branch to that area.</i></p> <p><i>Source: Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.</i></p>	

(3) Los Angeles Public Library Strategic Plan 2015–2020

The Los Angeles Public Library Strategic Plan 2015–2020 (Strategic Plan) sets forth LAPL's goals and objectives regarding library services. The goals and objectives discussed in the Strategic Plan focus on community development and program expansion in an effort to increase the number of people who use the library services, increase the number of library card holders, and increase residents' overall engagement with the library. The Strategic Plan does not include goals or objectives regarding LAPL's construction of new facilities or expansion of existing facilities. Such goals and objectives are contained in the 2007 Branch Facilities Plan, which continues to guide the construction, maintenance, and organization of LAPL's library facilities.

(4) Central City North Community Plan

As discussed in Section IV.E, Land Use, of this Draft EIR, the Project Site is located within the Central City North Community Plan area. The Central City North Community Plan, adopted on December 15, 2000 and amended on September 7, 2016, includes the following policies that are relevant to libraries:

- Objective 7-1: To assist the City Library Department in providing adequate library service which responds to the needs of the community.
- Policy 7-1.1: Encourage flexibility in siting libraries in mixed-use projects, shopping malls, pedestrian-oriented areas, transit stations, office building, and similarly accessible facilities.

b. Existing Conditions

(1) Regional Facilities

The LAPL provides library services to the City of Los Angeles through the Richard J. Riordan Central Library (Central Library), eight regional branch libraries, and 64 community branch libraries, as well as through internet-based resources.⁷ Administratively, the LAPL is divided into six geographic regions, which include the Central Southern, Northeast, East Valley, West Valley, Hollywood, and Western regions.⁸ The Project Site is located in the LAPL's Northeast region. The LAPL offers more than 6.5 million items, including books, magazines, photos, movies, e-books, podcasts, audiobooks, and streaming video; 1,000 online courses; and more than 18,000 public programs.⁹

The LAPL's network of libraries includes expanded and rebuilt facilities, as well as facilities at new locations. All branch libraries provide free access to computer workstations, thereby enabling patrons to access the internet and the LAPL's electronic resources, including an online catalog, subscription databases, word processing, language learning, and a large collection of historic documents and photographs. In addition, specially designed websites are provided for children, teens, and Spanish speakers.

(2) Local Facilities

Based on information provided by the LAPL, the Project Site is located within the service areas of four library facilities within a 2-mile radius, the distance that is generally considered to comprise the service area of a library.¹⁰ These libraries include the Benjamin Franklin Branch Library, Little Tokyo Branch Library, Robert Louis Stevenson Branch Library, and Richard J. Riordan Central Library (Central Library). Figure IV.H.5-1 on page IV.H.5-6 identifies the locations of the existing public library facilities serving the Project Site, and Table IV.H.5-2 on page IV.H.5-7 summarizes these facilities.

The Benjamin Franklin Branch Library is located at 2200 East 1st Street and is approximately 1.22 miles northeast of the Project Site. The Benjamin Franklin Branch Library is approximately 9,656 square feet in size and includes a collection of

⁷ *Los Angeles Public Library, Library Directory.*

⁸ *Los Angeles Public Library, Library Directory.*

⁹ *Los Angeles Public Library Strategic Plan 2015–2020, June 2015.*

¹⁰ *As set forth in the L.A. CEQA Thresholds Guide, Section K.5, page K.5-2, the service area of a library is a two mile radius from the library.*



Figure IV.H.5-1
Libraries Serving the Project Vicinity

**Table IV.H.5-2
Libraries Serving the Project Site**

Library	Size (sf)	Population Served	Meets Recommended Size Standards
Benjamin Franklin	9,656	40,319	No
Little Tokyo	12,500	45,796	No
Robert Louis Stevenson	6,000	35,629	No
Central Library	538,000	3,792,662	N/A
<hr/> <i>sf = square feet</i> <i>Source: Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.</i>			

approximately 35,545 items and a staff of 11 employees.¹¹ According to the LAPL, based on the Los Angeles Times Mapping L.A. database and branch library community boundaries, the service population of the Benjamin Franklin Branch Library is 40,319 persons.¹² Therefore, the Benjamin Franklin Branch Library does not currently meet the recommendations set forth in the 2007 Branch Facilities Plan (i.e., 12,500 square feet for a service population of less than 45,000 persons). However, at this time, there are no planned expansions to add capacity to the library or plans for the development of a new library to serve the community.¹³

The Little Tokyo Branch Library is 1.47 miles northwest of the Project Site at 203 South Los Angeles Street. The Little Tokyo Branch Library is approximately 12,500 square feet in size and includes a collection of approximately 66,634 items and a staff of 10 employees.¹⁴ According to the LAPL, based on the Los Angeles Times Mapping L.A. database and branch library community boundaries, the service population of the Little Tokyo Branch Library is 45,796 persons.¹⁵ Therefore, the Little Tokyo Branch Library does not currently meet the recommendations set forth in the 2007 Branch Facilities

¹¹ *Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.*

¹² *Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.*

¹³ *Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.*

¹⁴ *Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.*

¹⁵ *Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.*

Plan (i.e., 14,500 square feet for a service population of more than 45,000 persons). However, at this time, there are no planned expansions to add capacity to the library or plans for the development of a new library to serve the community.¹⁶

The Robert Louis Stevenson Branch Library, located approximately 1.78 miles southeast of the Project Site at 803 Spence Street. The Robert Louis Stevenson Branch Library is approximately 6,000 square feet in size and includes a collection of approximately 31,070 items and a staff of 8 employees.¹⁷ According to the LAPL, based on the Los Angeles Times Mapping L.A. database and branch library community boundaries, the service population of the Robert Louis Stevenson Branch Library is 35,629 persons.¹⁸ Therefore, the Robert Louis Stevenson Branch Library does not currently meet the recommendations set forth in the 2007 Branch Facilities Plan (i.e., 12,500 square feet for a service population of less than 45,000 persons). However, at this time, there are no planned expansions to add capacity to the library or plans for the development of a new library to serve the community.¹⁹

The Central Library serves as the headquarters for the Los Angeles Public Library at 630 West 5th Street, which is approximately 1.89 miles northwest of the Project Site. The Central Library is approximately 538,000 square feet in size and includes approximately 2.6 million volumes in collection and a staff of 390 employees.²⁰ According to the LAPL, based on 2010 Census data, the service population of the Central Library is 3,792,662 persons.²¹ Because it serves as LAPL headquarters and is not a branch library, the 2007 Branch Facilities Plan's recommended building size standards are not used to evaluate the Central Library's population service levels.

The hours of operation for the branch libraries serving the Project Site are Monday and Wednesday from 10:00 A.M. to 8:00 P.M., Tuesday and Thursday from 12:00 P.M. to 8:00 P.M., and Friday and Saturday from 9:30 A.M. to 5:30 P.M. The branch libraries are

¹⁶ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

¹⁷ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

¹⁸ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

¹⁹ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

²⁰ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

²¹ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

closed on Sundays. The hours of operation at the Central Library are Monday through Thursday from 10:00 A.M. to 8:00 P.M., Friday and Saturday from 9:30 A.M. to 5:30 P.M., and Sunday from 1:00 P.M. to 5:00 P.M.²² The LAPL's web-based resources are available 24 hours a day, seven days a week.

3. Project Impacts

a. Thresholds of Significance

In accordance with the State CEQA Guidelines Appendix G, the Project would have a significant impact related to libraries if it would:

Threshold (a): Result in substantial adverse physical impacts associated with the provision of new or physically altered government facilities (i.e., libraries), need for new or physically altered governmental facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for libraries.

For this analysis the Appendix G Thresholds are relied upon. The analysis utilizes the following factors and considerations identified in the 2006 L.A. CEQA Thresholds Guide, as appropriate, to assist in answering the Appendix G Threshold questions.

The L.A. CEQA Thresholds Guide identifies the following factors to evaluate impacts to libraries:

- The net population increase resulting from the proposed project;
- The demand for library services anticipated at the time of project buildout compared to the expected level of service available. Consider, as applicable, scheduled improvements to library services (renovation, expansion, addition, or relocation) and the project's proportional contribution to the demand; and
- Whether the project includes features that would reduce the demand for library services (e.g., on-site library facilities or direct support to the LAPL).

²² Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

b. Methodology

The methodology used to evaluate potential library impacts includes the following:

- (1) identifying libraries within 2 miles of the Project Site that would serve the Project;
- (2) projecting the future service population for the library that would serve the Project;
- (3) comparing the future service population to the service population of the LAPL building size standards as set forth in the 2007 Branch Facilities Plan Criteria for New Libraries; and
- (4) determining whether the Project's contribution to the future service population would cause the library to operate beyond its service capacity.

c. Project Design Features

No specific project design features are proposed with regard to libraries.

d. Analysis of Project Impacts

Threshold (a): Would the Project result in substantial adverse physical impacts associated with the provision of new or physically altered government facilities (i.e., libraries), need for new or physically altered governmental facilities, the construction of which would cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for libraries?

(1) Impact Analysis

(a) Construction

Construction of the Project would result in a temporary increase of construction workers on the Project Site. However, due to the employment patterns of construction workers in Southern California, and the operation of the market for construction labor, construction workers are not likely to relocate their households as a consequence of Project construction. Therefore, Project-related construction workers would not result in a notable increase in the resident population within the service area of the Benjamin Franklin Branch Library, Little Tokyo Branch Library, Robert Louis Stevenson Branch Library, or the Central Library or an overall corresponding demand for library services in the vicinity of the Project Site.

In addition, it is unlikely that construction workers would visit Project-area libraries on their way to/from work or during their lunch hours. Construction workers would likely use library facilities near their places of residence because lunch break times are typically not long enough (i.e., 30 to 60 minutes) for construction workers to take advantage of library facilities, eat lunch, and return to work within the allotted time. It is also unlikely that

construction workers would utilize library facilities on their way to work as the start of their work day generally occurs before the libraries open for service. Furthermore, it is unlikely that construction workers would utilize library facilities at the end of the work day, and would instead likely use library facilities local to their place of residence. Therefore, any increase in usage of the libraries by construction workers is anticipated to be negligible.

As such, construction of the Project would not exceed the capacity of local libraries to adequately serve the existing residential population based on target service populations or as defined by the LAPL. Project construction would not substantially increase the demand for library services for which current demand exceeds the ability of the facility to adequately serve the population. **Therefore, Project construction would not result in the need for new or physically altered governmental facilities, and impacts would be less than significant.**

(b) Operation

As described above, based on information provided by the LAPL, the Project Site is located within the service areas of the Benjamin Franklin Branch Library, Little Tokyo Branch Library, Robert Louis Stevenson Branch Library, and the Central Library.²³ These four libraries are located within a 2-mile radius of the Project Site, the distance that is generally considered to comprise the service area of a library.²⁴

As discussed in the Initial Study prepared for the Project, which is included as Appendix A of this Draft EIR, according to the Department of City Planning, the most recent estimated household size for multi-family housing units in the City of Los Angeles area is 2.42 persons per unit.²⁵ The Project Site currently includes 10 live-work units. With application of this factor, the Project Site currently includes approximately 24 residents. Development of 347 live-work units would result in an increase of approximately 840 new residents.²⁶ The Project would remove four of the ten existing units on the Project Site, which would reduce the existing residential population on-site to 15 residents.²⁷ Therefore,

²³ Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.

²⁴ L.A. CEQA Thresholds Guide, Section K.5, pg. K.5-2.

²⁵ Based on a rate of 2.42 persons per multi-family unit based on the 2017 American Community Survey 5-Year Average Estimates per correspondence with Jack Tsao, Data Analyst II, Los Angeles Department of City Planning, July 31, 2019.

²⁶ $347 \text{ live-work units} \times 2.42 \text{ persons per unit} = 840 \text{ persons}$.

²⁷ $10 \text{ live-work units} \times 2.42 \text{ persons per unit} = 24 \text{ persons}$. The Project would remove 4 existing units ($4 \text{ units} \times 2.42 \text{ persons per unit} = 10 \text{ persons}$).

the Project would result in a net residential population of 830 persons.²⁸ As such, the Project's population would increase the demand for library services as compared to existing conditions. However, as noted above, the recommended building size standards are not a threshold under CEQA or LAPL and there is no requirement to build new facilities or expand when the recommended building size standards are not met and LAPL does not make new building decisions based on any one project, but rather on the overall needs of the community.

As stated above and shown in Table IV.H.5-3 on page IV.H.5-13, according to the LAPL, the Benjamin Franklin Branch Library's current service population is approximately 40,319 persons. With the addition of the Project's 830 new residents, the service population of the Benjamin Franklin Branch Library would increase to 41,149 persons. As noted above, under existing conditions, the Benjamin Franklin Branch Library does not currently meet the building size recommendations set forth in the 2007 Branch Facilities Plan. The facility would, therefore, continue to be undersized with the addition of the Project's 830 new residents. Since there are currently no plans to expand this library or develop additional facilities to serve the area, this library will continue to operate without meeting the recommended building size standards.

The Little Tokyo Branch Library's current service population is approximately 45,796 persons. With the addition of the Project's 830 new residents, the service population would increase to 46,626 persons. As noted above, under existing conditions, the Little Tokyo Branch Library does not currently meet the building size recommendations set forth in the 2007 Branch Facilities Plan. The facility would, therefore, continue to be undersized with the addition of the Project's 830 new residents. Since there are currently no plans to expand this library or develop additional facilities to serve the area, this library will continue to operate without meeting the recommended building size standards.

The Robert Louis Stevenson Branch Library's current service population is approximately 35,629 persons. With the addition of the Project's 830 new residents, the service population would increase to 36,459 persons. As noted above, under existing conditions, the Robert Louis Stevenson Branch Library does not currently meet the building size recommendations set forth in the 2007 Branch Facilities Plan. Therefore, the facility would continue to be undersized with the addition of the Project's 830 new residents. Since there are currently no plans to expand this library or develop additional facilities to serve the area, this library will continue to operate without meeting the recommended building size standards.

²⁸ 840 new persons – 10 existing persons to be removed = 830 net population.

**Table IV.H.5-3
Library Service Population With Project**

Library	Size (sf)	Existing Population Served	Service Population With Project	Meets Recommended Size Standards
Benjamin Franklin	9,656	40,319	41,149	No
Little Tokyo	12,500	45,796	46,626	No
Robert Louis Stevenson	6,000	35,629	36,459	No
Central Library	538,000	3,792,662	3,793,492	N/A
<i>sf = square feet</i> <i>Source: Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.</i>				

The Central Library's current service population is approximately 3,792,662 persons. With the addition of the Project's 830 new residents, the service population would increase to 3,793,492 persons. The 2007 Branch Facilities Plan recommends the addition of a second branch for communities with populations above 90,000 persons. However, as previously stated, there are three other branch libraries within a 2-mile radius of the Project Site. As also discussed above, because it serves as the LAPL headquarters and is not a branch library, the 2007 Branch Facilities Plan's recommended building size standards are not used to evaluate the Central Library.

With regard to anticipated library service at Project buildout, as discussed in the Initial Study prepared for the Project, which is included in Appendix A of this Draft EIR, the Southern California Association of Governments (SCAG) projects population growth for the City of Los Angeles Subregion. According to SCAG's 2016–2040 Regional Transportation Plan/Sustainable Communities Strategy (2016–2040 RTP/SCS), the population of the City of Los Angeles Subregion is projected to grow by approximately 4.08 percent between 2018 (the Project's baseline year) and 2024 (the Project's build-out year).²⁹ As shown in Table IV.H.5-4 on page IV.H.5-14, applying this same growth rate to the service area of the Benjamin Franklin Branch Library, Little Tokyo Branch Library, and Robert Louis Stevenson Branch Library, and Central Library, the estimated service populations for these libraries in 2024 would be 41,965 persons, 47,665 persons, 37,083 persons, and 3,947,403 persons, respectively. This future service population estimate is conservative, considering that all

²⁹ According to SCAG's 2016–2040 RTP/SCS, the forecasted population for the City of Los Angeles Subregion in 2018 was approximately 4,009,193 persons (based on a linear interpolation of 2012–2040 data). In 2024, the City of Los Angeles Subregion is anticipated to have a population of approximately 4,172,886 persons (based on a linear interpolation of 2012–2040 data).

**Table IV.H.5-4
Future Library Service Population With Project**

Library	Size (sf)	Future (2024) Population Served	Future Service Population With Project	Meets Recommended Size Standards
Benjamin Franklin	9,656	41,965	42,795	No
Little Tokyo	12,500	47,665	48,495	No
Robert Louis Stevenson	6,000	37,083	37,913	No
Central Library	538,000	3,947,403	3,948,233	N/A
<i>sf = square feet</i> <i>Source: Written communication from Tom Jung, Senior Management Analyst I, Los Angeles Public Library, September 27, 2018. See Appendix M of this Draft EIR.</i>				

four libraries would provide library services to the new residents generated by 2024, and not all new residents would utilize the four libraries equally.

Thus, with the addition of the Project's 830 new residents, the service population of the 9,656-square-foot Benjamin Franklin Branch Library would be 42,795 persons in 2024. The 6,000-square-foot Robert Louis Stevenson Branch Library would have an estimated service population of 37,913 persons in 2024. The 12,500-square-foot Little Tokyo Branch Library would have an estimated service population of 48,495 persons in 2024. As such, as is the case under existing conditions, these libraries would continue their operations without meeting the recommended building size standards (i.e., 12,500 square feet for a service population of less than 45,000 persons and 14,500 square feet for a service population of more than 45,000 persons).

With the addition of the Project's 830 new residents, the service population of the 538,000-square-foot Central Library would be 3,948,233 persons in 2024. However, as discussed above, because it serves as the LAPL headquarters and is not a branch library, the 2007 Branch Facilities Plan's recommended building size standards are not used to evaluate the Central Library.

The *L.A. CEQA Thresholds Guide* also considers whether a project includes features that would reduce the demand for library services. The Project's residential units would be equipped to receive individual internet service, which provides information and research capabilities that studies have shown to reduce demand at physical library

locations, thus reducing the need for new or physically altered government facilities.^{30,31} Furthermore, there is no requirement to build new facilities or expand when the recommended building size standards are not met and LAPL does not make new building decisions based on any one project, but rather on the overall needs of the community.

With regard to the potential for the employees of the proposed uses to utilize nearby library facilities, based on employee generation rates included in the 2018 Los Angeles Unified School District's (LAUSD) Developer Fee Justification Study, the Project's 187,374 square feet of new office space, 21,858 square feet of new retail/restaurant floor area, and 926 square feet of artist production space would generate approximately 961 employees.³² These proposed uses would include a range of full-time and part-time positions that are typically filled by persons already residing in the vicinity of their workplace, and who already generate a demand for the libraries in the vicinity of the Project Site. As such, any indirect or direct new demand for library services generated by employees of the proposed neighborhood-serving commercial uses would be negligible.

Based on the above, and pursuant to the library sizing standards recommended in the 2007 Branch Facilities Plan, operation of the Project would not create any new exceedance of the capacity of the Benjamin Franklin Branch Library, Little Tokyo Branch Library, and Robert Louis Stevenson Branch Library, and Central Library. Under both existing and future conditions, without or with the Project, the Benjamin Franklin Branch Library and Robert Louis Stevenson Branch Library would continue operations without meeting the recommended building standards. LAPL has indicated there are currently no plans to expand these facilities or construct new library facilities in the area, and the LAPL does not have a capital infrastructure plan. However, the Project would generate revenues to the City's General Fund (in the form of property taxes, sales tax, and business tax, etc.)³³ that could be applied toward the provision of new library facilities and related staffing for any one of the libraries serving the Project area, as deemed appropriate. The Project's revenue to the General Fund would help offset the Project-related increase in demand for library services. **Therefore, the Project would not result in the need for new or altered facilities, the construction of which would cause significant environmental impacts.**

³⁰ Troll, Denise A., *How and Why Libraries are Changing: What We Know and What We Need to Know*, Carnegie Mellon University, 2002.

³¹ Tenopir, Carol, "Use and Users of Electronic Library Resources: An Overview and Analysis of Recent Research Studies," 2003.

³² *The 2018 LAUSD Developer Fee Justification Study does not include an employee generation rate for artist production space. To provide a conservative estimate, the highest generation rate (i.e., Standard Commercial Office) was used.*

³³ *City of Los Angeles, Budget for the Fiscal Year 2018–19.*

As such, impacts on library facilities during operation of the Project would be less than significant.

(2) Mitigation Measures

Project-level impacts to library services would be less than significant. Therefore, no mitigation measures are required.

(3) Level of Significance After Mitigation

Project-level impacts to library services would be less than significant without mitigation.

e. Cumulative Impacts

As discussed in Section III, Environmental Setting, of this Draft EIR, the projected growth reflected by Related Project Nos. 1 through 74 is a conservative assumption, as some of the related projects may not be built out by 2024 (i.e., the Project buildout year), may never be built, or may be approved and built at reduced densities. To provide a conservative forecast, the future baseline forecast assumes that Related Project Nos. 1 through 74 are fully built out by 2024, unless otherwise noted. Cumulative growth in the greater Project area through 2024 includes specific known development projects, growth that may be projected as a result of the land use designation and policy changes contained in the DTLA 2040 Community Plan Update, as well as general ambient growth projected to occur.

As shown in Table IV.H.5-5 on page IV.H.5-17, of Related Project Nos. 1 through 74, 49 projects are generally within a 2-mile radius of the four libraries serving the Project and are residential in nature or have residential components, and are considered in this cumulative analysis.

(1) Impact Analysis

As discussed above, the residential population of a library's service area is the primary metric used by the LAPL for assessing the adequacy of library services and planning for future growth (i.e., citing of new facilities). However, as, noted above, the recommended building size standards are not a threshold under CEQA or LAPL and there is no requirement to build new facilities or expand when the recommended building size standards are not met and LAPL does not make new building decisions based on any one project, but rather on the overall needs of the community. Additionally, the LAPL has not established any facilities criteria based on employment in a library's service area. It is anticipated that employees generated by these non-residential related projects would be

**Table IV.H.5-5
Related Projects with Cumulative Library Impacts**

No.^a	Project	Land Use	Size of Units	Estimated Service Population^b
2	601 S. Main St.	Apartment	452 du	1,094
		Retail	25,000 sf	
4	534 S. Main St.	Apartment	160 du	387
		Retail	18,000 sf	
		Restaurant	3,500 sf	
		Fast-Food Restaurant	3,500 sf	
5	1057 S. San Pedro St.	Office	294,600 sf	
		Retail	224,900 sf	
		Cinema	744 seats	
		Apartment	877 du	2,122
		Condominium	68 du	165
		Hotel (210 rm)	136,500 sf	
		Medical Office	77,300 sf	
6	1525 E. Industrial St.	Apartment	328 du	794
		Office	27,300 sf	
		Retail	6,400 sf	
		Restaurant	5,700 sf	
7	950 E. 3rd St.	School	532 stu	
		Retail	30,100 sf	
		Apartment	635 du	1,537
8	2051 E. 7th St.	Apartment	320 du	774
		Retail	15,000 sf	
		Restaurant	5,000 sf	
10	826 S. Mateo St.	Condominium	90 du	218
		Retail	11,000 sf	
		Restaurant	5,600 sf	
12	360 S. Alameda St.	Apartment	55 du	133
		Retail	2,500 sf	
		Creative Office	6,300 sf	
13	649 S. Wall St.	Assisted Living ^c	55 beds	55
		Office	55 emp	
17	719 E. 5th St.	Apartment	160 du	387
		Retail	7,500 sf	
20	1800 E. 7th St.	Apartment	122 du	295
		Office	13,600 sf	
23	118 S. Astronaut E.S. Onizuka St.	Apartment	77 du	186
26	2110 Bay St.	Apartment	110 du	266
		Office	113,000 sf	
		Retail	43,700 sf	

Table IV.H.5-5 (Continued)
Related Projects with Cumulative Library Impacts

No.^a	Project	Land Use	Size of Units	Estimated Service Population^b
27	330 S. Alameda St.	Apartment	186 du	450
		Commercial	22,000 sf	
28	668 S. Alameda St.	Apartment	475 du	1,150
		Commercial	84,000 sf	
29	520 Mateo St.	Live/Work	475 units	1,150
		Office	105,000 sf	
		Retail	10,000 sf	
		Restaurant	10,000 sf	
30	717 Maple Ave.	Apartment	452 du	1,094
		Retail	14,000 sf	
31	433 S. Main St.	Condominium	191 du	462
		Retail	5,300 sf	
		Coffee Shop	900 sf	
32	676 Mateo St.	Apartment	185 du	448
		Commercial	27,000 sf	
33	732 Wall St.	Apartment	323 du	782
		Office	53,200 sf	
		Retail	4,400 sf	
		Wholesale/Storage	63,600 sf	
		Restaurant	4,420 sf	
		Event Space	9,200 sf	
34	333 S. Alameda St.	Apartment	994 du	2,405
		Retail	993,000 sf	
35	1129 E. 5th St.	Retail	27,000 sf	312
		Restaurant	31,700 sf	
		Hotel (113 rm)	73,450 sf	
		Apartment	129 du	
		Art School	3,430 sf	
		Art Space	10,340 sf	
36	2650 E. Olympic Blvd.	Apartment	1,000 du	2,420
		Restaurant	46,000 sf	
		Office	230,000 sf	
37	670 Mesquit St.	Hotel (236 rm)	153,400 sf	745
		Apartment	308 du	
		Retail	79,200 sf	
		Restaurant	89,600 sf	
		Event Space	93,600 sf	
		Gym	62,200 sf	
		Grocery/Food Hall	56,900 sf	
		Office	944,100 sf	

Table IV.H.5-5 (Continued)
Related Projects with Cumulative Library Impacts

No.^a	Project	Land Use	Size of Units	Estimated Service Population^b
40	1745 E. 7th St.	Apartment	57 du	138
		Commercial	6,000 sf	
41	940 E. 4th St.	Apartment	93 du	225
		Office	6,000 sf	
		Retail	12,300 sf	
42	609 E. 5th St.	Apartment	151 du	365
43	713 E. 5th St.	Apartment	51 du	123
44	1000 S. Mateo St.	Apartment	113 du	273
		Commercial	134,000 sf	
47	552 S. San Pedro St.	Affordable Housing	407 du	985
		Retail	12,300 sf	
49	1800 E. 1st St.	Apartment	65 du	157
		Retail	5,000 sf	
51	601 S. Central Ave.	Apartment	236 du	571
		Retail	12,000 sf	
52	527 Colyton St.	Condominium	310 du	750
		Retail	11,400 sf	
		Production Space	11,700 sf	
53	1100 E. 5th St.	Apartment (Live/Work)	220 du	532
		Commercial	49,000 sf	
54	600 S. San Pedro St.	Apartment	303 du	733
		Retail	20,000 sf	
55	655 S. San Pedro St.	Apartment	81 du	196
56	656 S. Stanford Ave.	Apartment	82 du	198
57	641 Imperial St.	Residential	140 du	339
		Office	14,700 sf	
58	2901 E. Olympic Blvd.	Apartment	4,400 du	10,648
		Retail	185,000 sf	
		Office	125,000 sf	
		Medical Office	25,000 sf	
		Daycare	15,000 sf	
		Library	15,000 sf	
59	2407 E. 1st St.	Apartment	50 du	121
		Office	8,500 sf	
		Retail	3,400 sf	
60	810 E. 3rd St.	Apartment	4 du	10
		Restaurant	3,500 sf	
		Retail	6,200 sf	

Table IV.H.5-5 (Continued)
Related Projects with Cumulative Library Impacts

No.^a	Project	Land Use	Size of Units	Estimated Service Population^b
61	1206 E. 6th St.	Apartment	1,305 du	3,158
		Condominium	431 du	1,043
		Hotel (510 rm)	331,500 sf	
		Office	253,514 sf	
		School ^e	29,316 sf	
		Commercial	127,609 sf	
		Live Theater ^h	400 seats	
62	554 S. San Pedro St.	Apartment	303 du	733
		Commercial	19,900 sf	
64	1024 S. Mateo St.	Apartment	104 du	252
		Office	102,000 sf	
		Restaurant	16,300 sf	
		Retail	5,830 sf	
		Industrial	5,500 sf	
65	755 S. Wall St.	Office	53,200 sf	
		Apartment	323 du	782
		Retail	4,400 sf	
66	508 E. 4th St.	Apartment	41 du	99
68	300 S. Main St.	Apartment	471 du	1,140
		Retail	5,190 sf	
		Restaurant	27,800 sf	
69	100 S. Boyle Ave.	Affordable Housing	44 du	106
		Retail	8,000 sf	
71	401 E. 7th St.	Affordable Housing	99 du	240
Related Projects Service Population			18,056 du 55 beds	43,748
Project Service Population			343 du	830
Total Service Population for Related Projects and Project			18,399 du 55 beds	44,578
<p><i>du = dwelling units</i> <i>emp = employees</i> <i>rm = rooms</i> <i>sf = square feet</i> <i>stu = students</i> <i>Related Project Nos. 1, 3, 9, 11, 14, 15, 16, 18, 19, 21, 22, 24, 25, 38, 39, 45, 46, 48, 50, 63, 67, 70, 72, 73, and 74 are not residential in nature or do not have residential components and are not included in this analysis of cumulative impacts to libraries.</i> <i>Totals calculated have been rounded to the nearest whole number and may not sum due to rounding.</i> ^a <i>This analysis of cumulative impacts to library services only includes the related projects that are</i></p>				

Table IV.H.5-5 (Continued)
Related Projects with Cumulative Library Impacts

No. ^a	Project	Land Use	Size of Units	Estimated Service Population ^b
	<i>residential in nature or have residential components. Project No. corresponds to Table III-1, List of Related Projects, and Figure III-1, in Section III, Environmental Setting, of this Draft EIR.</i> ^b <i>Based on a rate of 2.42 persons per multi-family unit based on the 2017 American Community Survey 5-Year Average Estimates per correspondence with Jack Tsao, Data Analyst II, Los Angeles Department of City Planning, July 31, 2019.</i> ^c <i>Based on the assumption that the number of beds is equivalent to the estimated service population for this related project.</i> <i>Source: Eyestone Environmental, 2020.</i>			

more likely to use the library facilities near their homes during non-work hours, as opposed to patronizing the Benjamin Franklin Branch Library, the Little Tokyo Branch Library, the Robert Louis Stevenson Branch Library, or Central Library on their way to or from work or during their lunch hours. Therefore, the non-residential related projects would not substantially contribute to the Project's cumulative demand for library services.

Implementation of the 49 applicable residential related projects, in conjunction with the Project, would result in a cumulative increase in the demand for library services from the identified libraries, which could in turn result in a need for new or physically altered government facilities. As shown in Table IV.H.5-5 on page IV.H.5-17, the 49 applicable residential related projects would result in the development of approximately 18,056 new residential units as well as 55 beds. Based on an average household size of 2.42 persons per household,³⁴ the new residential units associated with the related projects would generate a service population of approximately 43,748 residents. When combined with the Project's estimated new residential population of 830 persons, the related projects and the Project would add a total of 44,578 persons to the future service populations of the four libraries in the Project area. Therefore, as shown in Table IV.H.5-6 on page IV.H.5-22, the addition of 44,578 persons to Benjamin Franklin Branch Library's future 2024 service population of 41,965 persons would result in a future service population of 86,543 persons.

The addition of 44,578 persons to the future 2024 service populations of the Little Tokyo Branch Library, the Robert Louis Stevenson Branch Library, and Central Library would result in future service populations of 92,243 persons, 81,661 persons, and

³⁴ *Based on a rate of 2.42 persons per multi-family unit based on the 2017 American Community Survey 5-Year Average Estimates per correspondence with Jack Tsao, Data Analyst II, Los Angeles Department of City Planning, July 31, 2019.*

**Table IV.H.5-6
Library Service Population With Cumulative Growth**

Library	Size (sf)	Future (2024) Population Served	Future Service Population With Cumulative Growth	Meets Recommended Size Standards With Cumulative Growth
Benjamin Franklin	9,656	41,965	86,543	No
Little Tokyo	12,500	47,665	92,243	No
Robert Louis Stevenson	6,000	37,083	81,661	No
Central Library	538,000	3,947,403	3,991,981	N/A
<i>sf = square feet</i> <i>Source: Written communication from Tom Jung, Senior Management Analyst I, Business Office, Los Angeles Public Library, January 19, 2018. See Appendix M of this Draft EIR.</i>				

3,991,981 persons, respectively. Therefore, pursuant to the library sizing standards recommended in the 2007 Branch Facilities Plan, the Benjamin Franklin Branch Library, Little Tokyo Branch Library, and Robert Louis Stevenson Branch Library would not meet recommended building size standards for their respective cumulative service populations under future conditions. As discussed above, the 2007 Branch Facilities Plan is not used to evaluate the Central Library.

There are currently no plans to expand these facilities or construct new library facilities in the area, and the LAPL does not have a capital infrastructure plan. However, the cumulative service population estimate is conservative, considering that all four libraries would provide library services to the 44,578 new residents generated by the Project and related projects, and not all 44,578 residents would utilize the four libraries equally. Residents from 33 of the related projects would reside closer to the Little Tokyo Branch Library.³⁵ Residents from nine other related projects would reside closer to the Benjamin Franklin Branch Library,³⁶ residents from five related projects would reside closer to the Central Library,³⁷ and residents from two other related projects would reside closer to the

³⁵ *Related Project Nos. 4, 6, 7, 12, 13, 17, 20, 23, 27, 28, 29, 31, 32, 34, 35, 40, 41, 42, 43, 47, 51, 52, 53, 54, 55, 56, 57, 60, 61, 62, 66, 68, and 71.*

³⁶ *Related Project Nos. 8, 10, 26, 37, 44, 49, 59, 64, and 69.*

³⁷ *Related Project Nos. 2, 5, 30, 33, and 65.*

Robert Louis Stevenson Branch Library.³⁸ Therefore, these residents would be more likely to utilize the libraries closer in proximity as their primary libraries.

Furthermore, the estimate of the cumulative service population is largely driven by the number of related projects in the Project area. This estimate is also likely overstated as it does not consider that much of the growth associated with the Project and related projects is already accounted in the service population projections based on SCAG's projected growth. In addition, similar to the Project, each development project would generate revenues to the City's General Fund (in the form of property taxes, sales tax, business tax, etc.) that could be applied toward the provision of new library facilities, staffing, and materials for any one of the libraries serving the Project area, as deemed appropriate.³⁹

Nonetheless, based on the library sizing standards recommended in the 2007 Branch Facilities Plan, the projected cumulative future service population could warrant the addition of a new branch library and/or improvements or expansions to add capacity to some of the local libraries depending on actual population growth and future library usage.⁴⁰ Accordingly, the LAPL will continue to monitor population growth and land development in the City and identify additional resource needs, including staffing, materials equipment, and possibly facility expansions or new facility construction needs that may become necessary to achieve the required service standards. Through the City's regular budgeting efforts, LAPL's resource needs will be identified and allocated according to the priorities at the time. At this time, LAPL has not identified any new library construction in the area impacted by this Project. If LAPL determines that new facilities are necessary at some point in the future, such facilities: (1) would occur where allowed under the designated land use; (2) would be located on parcels that are infill opportunities on lots that are between 0.5 and 1 acre in size; and (3) could qualify for a categorical exemption under CEQA Guidelines Section 15301 or 15332 or Mitigated Negative Declaration and would not be expected to result in significant impacts.

³⁸ *Related Project Nos. 36 and 58.*

³⁹ *City of Los Angeles, Budget for the Fiscal Year 2018–19.*

⁴⁰ *The Pew Research Center has found that library usage is declining: "The findings indicate a downward drift in the number of those who use physical library facilities in any given year. In our first survey on this in November 2012, 53% of adults had visited a library or bookmobile in the past 12 months. Over the same period, the use of library websites has leveled off. In 2013, 30% of adults had used a library website over the past 12 months, while the new finding is that 31% have done so in the past year. Additionally, we found that 9% of adults had used a library-related app in the past 12 months—a first time reading for this question." Source: Pew Research Center, Internet and Technology, Libraries and Learning, www.pewinternet.org/2016/04/07/libraries-and-learning/, accessed March 5, 2020.*

Based on the above, the Project and the related projects would not result in the need for new or physically altered governmental facilities, the construction of which would cause significant environmental impacts. The Project would represent only 1.86 percent of the cumulative increase in demand for library services, which would not be cumulatively considerable. Therefore, the Project and the related projects would not have a cumulatively significant impact on library services.

(2) Mitigation Measures

Cumulative impacts to library services would be less than significant. Therefore, no mitigation measures are required.

(3) Level of Significance After Mitigation

Cumulative impacts to library services would be less than significant without mitigation.