

4. ENVIRONMENTAL IMPACT ANALYSIS

K. PUBLIC SERVICES

5 LIBRARIES

1. INTRODUCTION

This section analyzes the Project's potential impacts on public libraries in the Project vicinity, including those operated by the Los Angeles County Public Library (LACPL) and the Cities of Los Angeles and Torrance. The near-by city of Carson does not operate any libraries within a three-mile radius of the Project Site, and thus impacts on city of Carson libraries are not evaluated. The analysis identifies the potential impacts of the proposed Project on library service ratios, and determines whether the Project would generate the need for new or physically altered library facilities. This section is based, in part, on information provided by the LACPL (included in **Appendix J-5, Library Correspondence**, of this Draft EIR). This section also incorporates information from Los County General Plan Update (2035) and associated Environmental Impact Report (EIR, 2015), the County Code, and other County plans and environmental documents.

2. ENVIRONMENTAL SETTING

a. Existing Conditions

The Harbor-UCLA Medical Center Campus is located at 1000 W. Carson Street in the unincorporated West Carson community of Los Angeles County, within a relatively short distance of several incorporated cities including Los Angeles, Torrance, and Carson. LACPL has the responsibility for providing public library facilities and services to the Project Site and greater West Carson community. In fiscal year 2011-2012, LACPL had 86 libraries; 7.5 million book volumes; circulated 16.5 million items to 3.1 million cardholders; answered over eight million reference questions; provided 18,000 programs to 500,000 children, teenagers, and adults; and assisted the public with three million internet sessions on the library's public access computers.¹

The closest LACPL library to the Project Site is the Carson Branch Library located at 151 E. Carson Street in the City of Carson, approximately 0.8 miles east of the Project Site. The Carson Branch Library is a 33,112-square-foot facility with 118,133 volumes, 23 staff, and a 19.4-square-mile service area bordered by: 190th Street, 192nd Street, University Drive, Wilmington Avenue, and E. Del Amo Boulevard in the north; W. Lomita Boulevard in the south; the 710 Freeway, S. Santa Fe Avenue, the 405 Freeway, Intermodal Way, Middle Road, and W. Lomita Boulevard in the east; and S. Normandie Avenue in the west.² This library has been programmed to serve a resident population of up to 79,838, and during 2014-2015 served an estimated resident population of 73,648.³ According to the LACPL, interior refurbishments are under discussion for

¹ County of Los Angeles, *Environmental Impact Report for the Los Angeles County General Plan Update (2035)* SCH No. 201108104, p. 5.14-29. Certified March 24, 2015.

² Yolanda De Ramus, Chief Deputy Director, LACPL, correspondence dated February 12, 2016 and included in Appendix J-5 of this Draft EIR.

³ *Ibid.*

this facility, but these improvements would not significantly impacts the service capacity of the library and LACPL does not currently have plans for new library facilities in the West Carson community.

Other public libraries within a three-mile radius of the Project Site include: the Southwest Branch Library operated by the City of Torrance and located approximately 2.4 miles to the southwest; the Harbor Gateway Branch Library operated by the City of Los Angeles and located approximately 2.6 miles to the southwest; and the AF Parlow Library of Health Sciences operated by the Los Angeles County Department of Health Services (LACDHS) and located on the Harbor-UCLA Medical Center Campus (though access to the AF Parlow Library's collection is limited to Harbor-UCLA staff, faculty, and students).

The four libraries discussed above are listed in **Table 4.K.5-1**, *Public Libraries in the Project Vicinity*, and their locations are identified in **Figure 4.K.5-1**, *Public Libraries Map*.

Table 4.K.5-1

Public Libraries in the Project Vicinity

Library	Address	Jurisdiction	Distance (miles)
Carson Branch Library	151 E. Carson St., Carson	LA County (LACPLA)	0.8
Southwest Branch Library	23115 Arlington Ave., Torrance	City of Torrance	2.4
Harbor Gateway Branch Library	24000 Western Ave., Harbor City	City of LA	2.6
AF Parlow Library of Health Sciences	1000 W. Carson St., Torrance	LA County (LACDHS)	On-site

Source: PCR Services Corporation, March 2016.

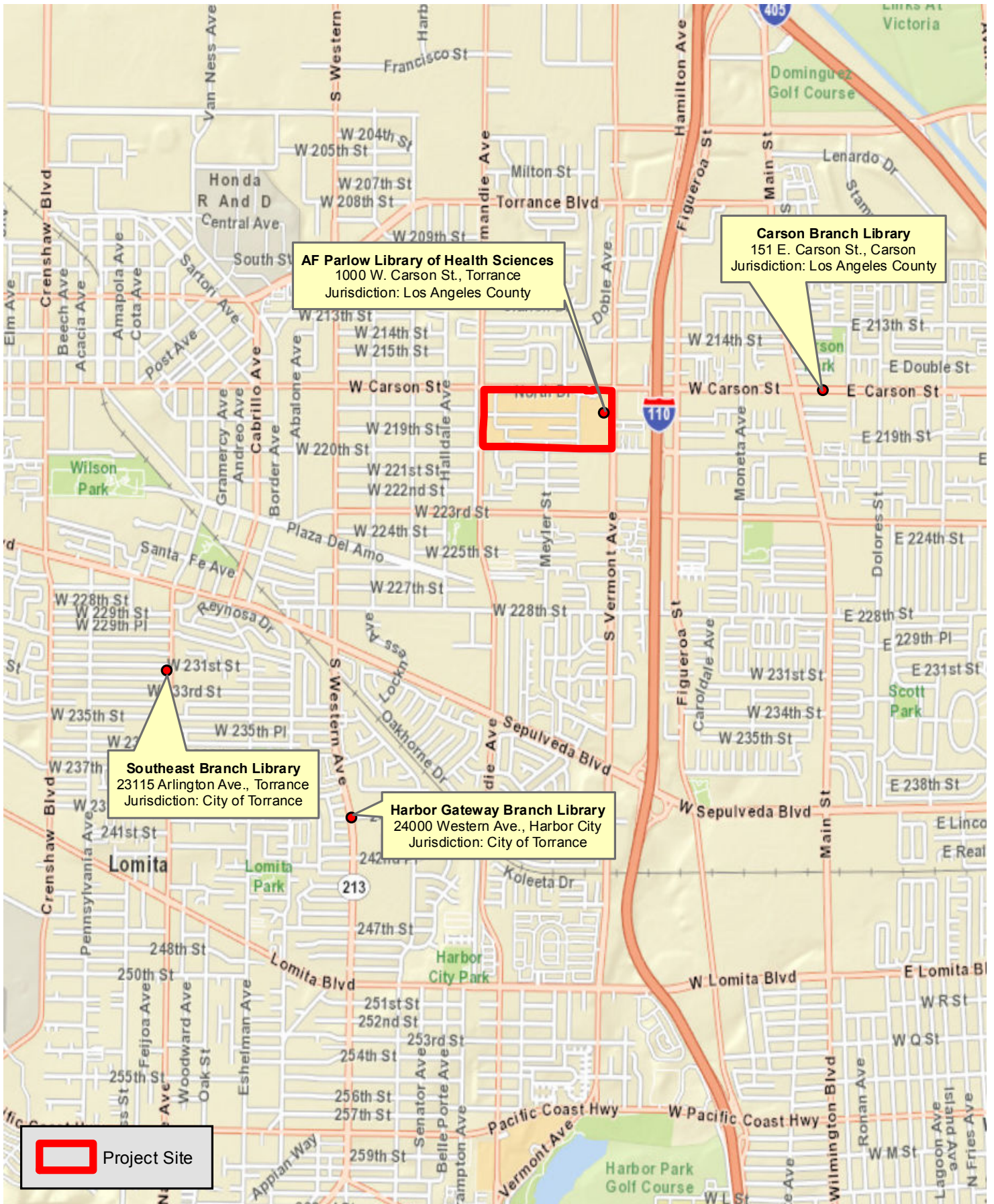
The LACPL determines the library service needs of an area by applying its current service level guidelines to the total resident population of an area.⁴ These guidelines are a minimum of 0.50 gross square feet of library facility space per capita and 2.75 volumes (books and other library materials) per capita.⁵ The Carson Branch Library currently has 2.4 sf of library facility space per capita and 1.48 volumes per capita, thus providing more facility space but fewer volumes than set forth in the guidelines.⁶

The Project Site is currently developed with 1,279,300 sf of existing hospital, medical office, clinic, and medical research and development uses, and currently has an estimated 5,464 employees, 545,079 annual patient visits, and an unknown number of visitors. It is likely that these employees, patients and visitors generate some demand for local public library facilities and services from the Carson Branch, Southwest Branch, and Harbor Gateway Branch Libraries. Also, as previously discussed, the Project Site contains the AF

⁴ Yolanda De Ramus, Chief Deputy Director, LACPL, correspondence dated February 12, 2016 and included in Appendix J-5 of this Draft EIR.

⁵ *Ibid.*

⁶ *Ibid.*



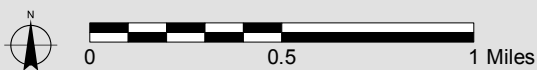
AF Parlow Library of Health Sciences
 1000 W. Carson St., Torrance
 Jurisdiction: Los Angeles County

Carson Branch Library
 151 E. Carson St., Carson
 Jurisdiction: Los Angeles County

Southeast Branch Library
 23115 Arlington Ave., Torrance
 Jurisdiction: City of Torrance

Harbor Gateway Branch Library
 24000 Western Ave., Harbor City
 Jurisdiction: City of Torrance

 Project Site



Public Libraries Map

FIGURE

4.K.5-1

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Parlow Library of Health Sciences, which serves doctors, medical students, fellows, faculty, nurses, and allied health professionals affiliated with the Medical Center Campus.⁷

b. Regulatory Setting

(1) Federal

There are no federal library regulations applicable to the Project.

(2) State

There are no state library regulations applicable to the Project.

(3) Local

(a) County of Los Angeles General Plan

As a County-run facility operated on County-owned land, the proposed Project is subject to the Los Angeles County General Plan Update (2035), including the following library-related goal and policies from the Public Services and Facilities Element. This goal and these policies are more applicable to the County than to development projects, but are identified here for purposes of public disclosure.

Goal PS/F 8: A comprehensive public library system.

- **Policy PS/F 8.1:** Ensure a desired level of library service through coordinate land use and facilities planning.
- **Policy PS/F 8.2:** Support library mitigation fees that adequately address the impacts of new development.

(b) County of Los Angeles Library Facilities Mitigation Fee Ordinance

The County applies a library facilities mitigation fee to new residential developments in unincorporated areas of the County.⁸ This fee, which is codified in Section 22.72.030 of the County's Zoning Code (Library Facilities Mitigation Fee Ordinance), is based on the estimated cost of providing the projected library facility needs within each of the LAPL's seven library planning areas, and is intended to mitigate the significant adverse impacts of increased residential development on the library system.⁹ According to the Ordinance, the fee shall be determined by the County Librarian on an annual basis, shall be no more and no less than that required to cover the cost of providing library facilities and services for the development served, and shall be uniform within each library planning area.¹⁰ All fees collected are deposited into a special library capital facilities fund (one for each library planning area) and expended solely for the purposes for which the

⁷ Harbor-UCLA Medical Center website: <http://harborucla.org/library/page2.php?mytext=users/faq.htm#checkout>. Accessed March 2, 2016.

⁸ County of Los Angeles, *Los Angeles County General Plan Update (2035)*, p.234. Adopted October 6, 2015.

⁹ *Ibid.*

¹⁰ *Ibid.*

fees were collected.¹¹ The Ordinance is applicable to residential projects only.¹² Therefore, the fee does not apply to the proposed Project.¹³ However, it would apply to any new residential development induced by the Project within unincorporated areas of the County.

(c) LAPL Library Service Level Guidelines

The LACPL determines the library service needs of an area by applying its current service level guidelines to the total resident population of an area.¹⁴ These guidelines are a minimum of 0.50 gross square feet of library facility space per capita and 2.75 volumes (books and other library materials) per capita.¹⁵

3. ENVIRONMENTAL IMPACTS

a. Methodology

As the Project Site is located within the unincorporated West Carson community, and as the LACPL is responsible for providing public libraries facilities and services to the Project Site, this analysis evaluates the impacts of the proposed Project on LACPL library facilities and services within the West Carson community.

The methodology for this analysis included: (1) corresponding with LACPL to request current information regarding the LACPL libraries that would serve the Project, the existing service ratios at those facilities, and the LACPL performance standards and guidelines applicable to the Project; (2) estimating the increase in the employee, patient and visitor populations to be generated by the Project; (3) evaluating the impacts of these populations on the service ratios at the LACPL facilities to serve the Project; and (4) based on this information, determining whether new or expanded LACPL library facilities would be required to serve the Project, and if yes, whether the construction of these facilities would result in substantial adverse physical effects. Because the Project Site is located within three miles or less of several libraries operated by the Cities of Los Angeles and Torrance, the analysis also evaluates potential Project impacts on those facilities (although at a lesser level of detail given that the Project Site is not located within the service areas of those facilities, and those facilities are located further away from the Project Site than the County libraries and thus can be expected to experience less visits from the Project).

As discussed previously, in addition to the correspondence from the LACPL (which is included in Appendix J-5 of this Draft EIR), this section is based on information from the Los County General Plan Update (2035) and associated EIR (2015), the County Code, and other County plans and environmental documents.

¹¹ *County of Los Angeles, Environmental Impact Report for the Los Angeles County General Plan Update (2035), SCH No. 201108104, p.5.14-30. Certified March 24, 2015.*

¹² *Ibid.*

¹³ *Yolanda De Ramus, Chief Deputy Director, LACPL, correspondence dated February 12, 2016 and included in Appendix J-5 of this Draft EIR.*

¹⁴ *Yolanda De Ramus, Chief Deputy Director, LACPL, correspondence dated February 12, 2016 and included in Appendix J-5 of this Draft EIR.*

¹⁵ *Ibid.*

b. Thresholds of Significance

The potential for library impacts is based on thresholds derived from the County's Initial Study Checklist questions, which are based on Appendix G of the State CEQA Guidelines. This question is as follows:

(XV) Public Services. Would the project:

- a) Would the project result in substantial adverse physical impacts associated with the provision of new or physically altered governmental facilities, the need for new or physically altered governmental facilities, construction of which could cause significant environmental impacts, in order to maintain acceptable service ratios, response times or other performance objectives for any of the public services:
 - Other public facilities?

Based on this factor, the Project would have a potentially significant impact on libraries if it would result in the following:

LIBRARIES-1: Would the Project require the provision of new or physically altered library facilities to maintain acceptable service ratios, the construction of which would result in a substantial adverse physical impact?

c. Project Characteristics or Design Features

The Project would address the future needs of the communities served by the Harbor-UCLA Medical Center Campus. The existing Campus contains approximately 1,279,284 square feet of developed floor area, including the recently completed Surgery and Emergency Room Replacement Project (Replacement Project). The Master Plan Project encompasses construction of a New Hospital Tower that meets current seismic building codes, renovation of the existing Hospital tower to house non-acute care support uses, replacement of aging facilities, reconfigured vehicular and pedestrian access to and circulation within the Campus, and implementation of a cohesive site design that enhances the experience of staff, patients, and visitors. This would result in a net increase of 1,178,071 square feet of building floor area, to include new hospital, medical office, medical research, service commercial, and parking uses, a net increase in Campus-wide employees and annual patient visits of 37 percent (2,030 employees) and 34 percent (185,745 visits), respectively, and an unknown increase in Campus visitors. Project construction would occur in phases through the year 2030. See Chapter 2.0, *Project Description*, of this Draft EIR for further information.

The following Project Design Feature (PDF) is proposed to reduce Project impacts on public libraries:

PDF-LIBRARIES-1: The AF Parlow Library of Health Sciences, an existing LACDHS-operated library on the Project Site available for use by doctors, medical students, fellows, faculty, nurses, and allied health professionals affiliated with the medical center, will be retained and relocated to other building space on the HUCLA Campus.

d. Project Impacts

Threshold LIBRARIES-1: Would the Project require the addition of new or physically altered library facilities to maintain acceptable service ratios, the construction of which would result in a substantial adverse physical impact?

Impact Statement LIBRARIES-1: *Project construction and operation would not be expected to create a demand for libraries that would require new or physically altered public libraries, the construction of which would result in a substantial adverse physical impact. Therefore, the impact would be less than significant.*

(1) Construction

Project construction activities would not physically affect existing public libraries as no such facilities are located on or directly adjacent to the Project Site. Furthermore, the staging of Project construction activities would occur on-site, and access to off-site uses during construction would be maintained as required by the County Code, such that access to and parking at existing public libraries would be maintained during Project construction (see Section 4.L., *Transportation and Traffic*, of this Draft EIR for further discussion).

Project construction would require construction workers at the Harbor-UCLA Medical Center Campus intermittently through the year 2030 as discrete phases of the Project are constructed. The exact number of construction workers during each construction phase is not known at this time. However, given the general accessibility of the Project Site and the availability of construction workers in the Los Angeles area, it is unlikely that a substantial number of construction workers would relocate to the Project area and use local public libraries such that new such facilities would be required and substantial physical deterioration of such facilities would occur. Furthermore, construction workers would have limited opportunities during the work day to use local libraries, and any demand for libraries that would occur would be limited and temporary, lasting only as long as the given construction phase.

Finally, retention and relocation of the existing on-site AF Parlow Library of Health Sciences, as required by PDF LIBRARIES-1, would require construction activities which could result in environmental effects (e.g., visual impacts, dust and other air emissions, noise, and traffic during the construction period). However, these environmental effects have been evaluated as part of the construction impacts of the Project in Sections 4.A., *Aesthetics*, 4.B., *Air Quality*, 4.I., *Noise*, and 4.L., *Transportation and Traffic*, of this Draft EIR, and no additional substantial environmental effects would occur.

Based on the above, Project construction would not require new or physically altered public library facilities, and the impact would be less than significant.

(2) Operation

As indicated previously in Subsection 3.c, *Project Characteristics and Design Features*, the proposed Project includes new hospital, medical office, medical research, and some minor commercial uses. No residential uses are proposed. The Project would result in a net increase of 1,178,071 square feet of non-residential building floor area, increases in total Campus-wide employees and annual patient visits of 37 percent (2,030 employees) and 34 percent (185,745 visits), respectively, and an unknown increase in Campus visitors.

Because the Project would not include a residential component, it would not directly impact the existing service ratios (e.g., per capita facility space and per capita volumes) at LACPL's Carson Branch Library or other libraries in the area which are based on the resident population.

The increase in Campus patients, employees and visitors would generate some indirect demand for libraries facilities and services from the LACPL-operated Carson Branch Library, and to a lesser extent from the City of Torrance-operated Southwest Branch Library and City of Los Angeles-operated Harbor Gateway Branch Library. However, this increase in demand would not be expected to be substantial or result in the need for new or physically altered library facilities for several reasons. First, while the Project's estimated 2,030 new Project employees would create some demand for library facilities, a portion of these new employees would be expected to be derived from the existing local labor pool and thus already generate a demand for public libraries. Second, as required by Project Design Features PDF-LIBRARIES-1, the existing on-site AF Parlow Library of Health Sciences would be retained under the Project, which would continue to meet the Hospital-related demand for library facilities. Third, any usage by Project employees, patients and visitors of existing public library facilities would likely be split among the four public libraries referenced above, thus avoiding the concentration of usage at any one library. Lastly, non-residential development, such as the proposed Project, generates less demand for public libraries than residential development because it does not generate school-aged children or non-working adults that generate a substantial amount of daily library demand.

The additional on-site employees under the proposed Project could potentially induce additional residential development in the local area to help house these employees which could indirectly increase the demand for public library facilities. However, the Project Site is located in the Metropolitan Los Angeles area which has substantial existing housing opportunities, so the potential for the Project to induce substantial new residential development is low. Furthermore, any new residential development induced by the Project would be required to pay applicable library impact fees (e.g., the County's Library Facilities Mitigation Fee, etc.) which would mitigate any associated increase in demand for public libraries. Therefore, any new residential development induced by the Project would not be expected to result in a substantial change in the existing service ratios of the public libraries in the area.

Based on the above, Project operation would not require new or physically altered public library facilities, and the impact would be less than significant.

e. Cumulative Impacts

Chapter 3.0, *General Description of Environmental Setting*, of this Draft EIR provides a list of 26 related projects that are planned or are under construction within the vicinity of the proposed Project. **Table 4.K.3-2, Related Projects for Libraries**, identifies these Projects. As indicated, these related projects would include 2,835 dwelling units (du), 300 hotel rooms, and approximately 1.95 million sf of non-residential floor area.

The development of the related projects, along with the proposed Project, would increase the demand for public library facilities from LACPL and to a lesser extent from the Cities of Los Angeles and Torrance. However, the developers of new residential units are required to pay fees to cover the cost of the provision of public library facilities (e.g., the County Library Facilities Mitigation Fee, etc.), so that the residential portion of the related projects would mitigate their demand for public libraries.

In addition, non-residential development, such as the proposed Project and the non-residential floor area of the related projects, would generate less demand for public libraries than residential development because they do not generate school-aged children or non-working adults that generate a substantial amount of daily library demand. Also, because LACPL measures library demand (e.g., library space per capita and volumes per capita) based on the resident population served, attributing library demand to non-residential uses would be in a sense be double counting because the demand associated with non-residential development is already incorporated into LACPL's residential population-based per capita service ratios.

Furthermore, as indicated in the analysis in Subsection d, *Project Impacts*, above, the Project would not be expected to generate a demand for library facilities that would require new or expanded library facilities, such that it would not be expected to contribute substantially to cumulative demand for public libraries.

Lastly, while the cumulative demand for public libraries could potentially contribute to the future need for a new library in the West Carson community, and while the construction of any such library could potentially result in substantial adverse physical impacts, it would be speculative to predict where and when a library would be needed as LACPL does not currently have plans for a new library in the area. Therefore, it would be speculative to predict the environmental effects resulting from any such improvements, and per State *CEQA Guidelines* Section 15145 regarding speculation, no further analysis is required.

Based on the above, cumulative library impacts would be less than significant.

4. MITIGATION MEASURES

No mitigation measures are required.

5. LEVEL OF SIGNIFICANCE AFTER MITIGATION

The Project would have less than significant libraries impacts with adherence to applicable library requirements and implementation of the Project Design Feature referenced in this section.

Table 4.K.5-2

Related Projects for Libraries

Id	Jurisdiction	Project location	Land use	Size
1	County	24500 Normandie Ave	Apartments	112 du
			Retail	3.9 ksf
2	County	1028 W 223 rd St	Condos	19 du
3	County	22700 Meyer St	Condos	60 du
4	County	19208 S Vermont Ave	Condos	20 du
5	Carson	440 Sepulveda Blvd	Apartments	11 du
6	Carson	628 Lincoln St	Single Family	3 du
7	Carson	616 E Carson	Apartments	152 du
			Retail	13 ksf
8	Carson	19220 S Main St	Commercial	65 ksf
9	Carson	402 E Sepulveda Blvd	Apartments	65 du
			Retail	3 ksf
10	Carson	21521 S Avalon Blvd	Apartments	357 du
			Retail	32 ksf
11	Carson	23401 S Avalon Blvd	Retail	6.3 ksf
12	Carson	21791 Moneta Ave	Apartments	13 du
13	Carson	20920 Chico St	Medical	11.34 ksf
14	Carson	22303 Avalon	Automated Car Wash	4.673 ksf
			Office Space	0.48 ksf
15	Carson	Carson Marketplace	Regional Retail	1,370 ksf
			Neighborhood Retail	130 ksf
			Residential	1,550 du
			Hotel	300 rooms
			Restaurants	81.125 ksf
			Commercial Recreational	214 ksf
16	Los Angeles	1311 W Sepulveda Blvd	Apartments	352 du
			Retail	17,904 ksf
17	Los Angeles	21176 S Western Ave	Retail	0.836 ksf
18	Los Angeles	20805-22341 S. Normandie Ave	Single Family	63 du
19	Torrance	1640 Cabrillo Ave	Apartments	44 du
			Retail	3.7 ksf
20	Torrance	1752 Border Ave	Warehouse	10 ksf
			Automobile Care Center	3 ksf
21	Torrance	570 Alaska Ave	Warehouse	31.015 ksf
22	Torrance	2540 Sepulveda Blvd	Automobile Care Center	2.525 ksf
23	Torrance	465 Crenshaw Blvd	Transit Center	17.8 ksf
24	Torrance	23625 Arlington Ave	Apartments	14 du
25	Torrance	20405 Gramercy Place	Light Industrial	17 ksf
26	Torrance	1750 214 th St/1600 Abalone St	Warehouse	30 ksf
			Manufacturing	13 ksf
		Total	Residential	2,835 du
			Hotel Rooms	300 rooms
			Non-Residential	1,951.6 ksf

Source: PCR Services Corporation, 2016. Based on the Related Projects Table from the Fehr and Peers Traffic Study, 2016.

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