BOARD REPORT

BOARD OF RECREATION
AND PARK COMMISSIONERS

DATE July 11, 2018

BOARD OF RECREATION AND PARK COMMISSIONERS

SUBJECT: VESTING TENTATIVE TRACT (VTT) NO. 82191 – RECOMMENDATION TO THE ADVISORY AGENCY FOR LAND DEDICATION OR IN-LIEU PARK FEE PAYMENT

AP Diaz
R. Barajas
H. Fujita

V. Israel
S. Piña-Cortez
N. Williams

General Manager

Approved ☒ Disapproved ______ Withdrawn ______

RECOMMENDATIONS

1. Recommend that the Advisory Agency require Vesting Tentative Tract (VTT) 82191 (Project) to dedicate land to the City, or provide a combination of land dedication and fee payment, in order to fulfill the Project's requirements under provisions of Los Angeles Municipal Code Section 12.33; and,

2. Authorize the Department of Recreation and Parks' (RAP) General Manager or designee to provide a Report to the Advisory Agency informing them of the Board of Recreation and Park Commissioners' (Board) recommendation.

SUMMARY

Ordinance 184,505 (Parks Dedication and Fee Update Ordinance) became effective on January 11, 2017. Ordinance 184,505 requires most residential projects that create new dwelling units or joint living and work quarters to dedicate land or to pay a fee in-lieu (Park Fee) for the purpose of developing park and recreational facilities. Residential projects that propose one or more additional dwelling units are subject to these requirements unless they meet one of the exceptions listed in Los Angeles Municipal Code Section (LAMC) 12.33 C.3 (e.g. certain affordable housing units and secondary dwelling units may be exempt from any requirement to pay a fee).

LAMC Section 17.03 (Advisory Agency), "[t]he Advisory Agency is charged with the duty of making investigations and reports on the design and improvement of proposed subdivisions, of requiring the dedication of land, the payment of fees in lieu thereof, or a combination of both, for the acquisition and development of park and recreation sites and facilities...". The Director of the City Planning Department (City Planning) is designated as the Advisory Agency for the City of Los Angeles and is authorized to act in such capacity through one or more deputies appointed by him or her for that purpose.
LAMC Section 17.04 (Subdivision Committee) states that RAP is to submit a Report to the Advisory Agency for each application for subdivision map approval and that report "shall contain recommendations, approved by the Board of Recreation and Park Commissioners, specifying the land to be dedicated, the payment of fees in lieu thereof, or a combination of both for the acquisition and development of park or recreational sites and facilities to serve the future inhabitants of such subdivision... ".

PROJECT SUMMARY

The Project is located at 641-675 1/2 North Spring Street in the Chinatown community of the City. The Project site is approximately 2.3 gross-acres and is currently improved with small commercial buildings and parking lots. The Project, as currently proposed, includes the demolition of the existing commercial buildings and the construction of a new mixed use project consisting of 289 dwelling units, a 149 room hotel, and 15,000 square-feet of commercial space.

The Project also includes approximately 71,000 square-feet of exterior and interior private open space and common open space. These open space areas include a ground floor plaza with seating areas, private terraces, and a rooftop amenity deck with a pool and spa.

The Project, as submitted to City Planning, is not proposing to make a land dedication to the City of Los Angeles either on-site or off-site of the project location.

Conceptual renderings of the Project are attached (Attachment 1).

EARLY CONSULTATION MEETING

Pursuant to LAMC Section 12.33 D.1, applicants of residential Subdivision projects with more than fifty (50) residential dwelling units are required to meet with RAP and City Planning prior to submitting a tract map application to City Planning. Per LAMC Section 12.33 D.1, "the purpose of this early consultation is to discuss whether the City requires land dedication for the project and/or to discuss credits available to the applicant, if any."

RAP and City Planning staff held an Early Consultation meeting with Project representatives on June 14, 2018. The meeting included a discussion of the requirements of Los Angeles Municipal Code Section 12.33, the maximum land dedication that the Project could be required to provide, options and opportunities for on-site or off-site park land dedications, the calculation of Park Fees, and the various recreational credits available to the Project.

ADVISORY AGENCY

The Project filed a tract map application with City Planning on April 26, 2018. On May 17, 2018, the Advisory Agency sent RAP a notification requesting RAP provide its report and recommendations on the Project by June 26, 2018. The Advisory Agency Filing Notification is attached (Attachment 2). Subsequent to the receipt of the above notice, RAP staff contacted City Planning staff requesting the project be put on hold until the required Early Consultation meeting was held and for the comment deadline be extended until the end of July.
It should be noted that City Planning accepted the tract map application for the Project prior to the required Early Consultation meeting.

If no written Report is provided to the Advisory Agency, the Advisory Agency will assume that RAP has no report to make.

REQUIRED LAND DEDICATION / IN-LIEU FEE PAYMENT

Pursuant to LAMC Section 12.33 C, “All new residential dwelling units and joint living and work quarters shall be required to dedicate land, pay a fee, or provide a combination of land dedication and fee payment for the purpose of acquiring, expanding and improving park and recreacional facilities for new residents.”

Land Dedication

LAMC Section 12.33 D states that residential Subdivision projects with more than fifty (50) residential dwelling units can be required by the City to dedicate land to the City for park and recreation purposes. The maximum amount of land that the Advisory Agency could require a project to dedicate to the City is calculated based on the formula detailed in LAMC Section 12.33 D.2:

- \[ LD = (DU \times P) \times F \]
  - \( LD \) = Land to be dedicated in acres.
  - \( DU \) = Total number of new market-rate dwelling units.
  - \( P \) = Average number of people per occupied dwelling unit as determined by the most recent version of the U.S. Census for the City of Los Angeles.
    - \( P = 2.88 \)
  - \( F \) = Park Service factor, as indicated by the Department of Recreation and Parks rate and fee schedule.
    - \( F = 0.00251 \) (2.51 acres of park land per 1,000 residents)

The maximum land dedication for the Project’s proposed 289 units would be:

\[ 2.09 \text{ Acres} = (289 \times 2.88) \times 0.00251 \]

The amount of land that is required to be dedicated is subject to change depending on the Park Service factor in effect at the time the Project is required to dedicate the land; the number of exempt dwelling units (e.g. affordable housing units, existing dwelling units to be replaced on site, etc.) included as part of the Project; any Dwelling Unit Construction Tax previously paid by the Project; and, any credits granted by RAP to the Project for improvements to dedicated park land or for eligible privately owned recreacional facilities and amenities.

As currently proposed, the Project has no dwelling units in the Project that would likely qualify for an exemption per LAMC Section 12.33 C.3
Per LAMC Section 12.33 D.3, a project that is required to make a land dedication to the City may make said land dedication, or any portion thereof, either on-site or off-site of the project location. Any off-site land dedication must be located within a certain radius from the project site, as specified below:

a) Neighborhood Park: within a 2-mile radius
b) Community Park: within a 5-mile radius
c) Regional Park: within a 10-mile radius

While the Advisory Agency has the authority to require the Project to dedicate land to the City for park purposes, the Board of Recreation and Park Commissioners’ (Board) would need to approve any proposed park land dedication before that land can be acquired and accepted by the City. Therefore, if the Advisory Agency requires the Project to dedicate land to the City, RAP staff would need to prepare a subsequent report to the Board regarding the proposed land dedication. That report would detail the amount and location of the land being dedicated, and the improvements, if any, proposed to be developed on the dedicated property. Additionally, if it is determined that the Project will provide a combination of land dedication and fee payment, the report would also identify the amount of in-lieu fees that would be owed to the City after RAP credits the Project for the amount of land being dedicated.

In-Lieu Fee Payment

Pursuant to LAMC Section 12.33, the Park Fee amount is determined by the type of residential project (Subdivision or Non-Subdivision) being developed. RAP shall collect these fees pursuant to LAMC Section 19.17 and the Park Fees Section of RAP’s Rate and Fee Schedule. As of January 11, 2018, residential Subdivision projects that are subject to the Subdivision fee shall pay:

$12,607.00 \times \text{number of new non-exempt dwelling units}

The maximum Park Fees payment for the Project’s proposed 289 units would be:

$3,643,423.00 = $12,607.00 \times 289 \text{ dwelling units}

The amount of Park Fees that are required to be paid is subject to change depending on the Park Fee schedule in effect in the year of payment; the number of exempt dwelling units (e.g. affordable housing units, existing dwelling units to be replaced on site, etc.) included as part of the Project; any Dwelling Unit Construction Tax previously paid by the Project; and, any credits granted by RAP to the Project for improvements to dedicated park land or for eligible privately owned recreational facilities and amenities.

As currently proposed, the Project has no dwelling units in the Project that would likely qualify for an exemption per LAMC Section 12.33 C.3.
Per LAMC Section 12.33 E.3, any Park Fees collected by the City shall be expended within a certain radius from the project site, as specified below:

a) Neighborhood Park: within a 2-mile radius
b) Community Park: within a 5-mile radius
c) Regional Park: within a 10-mile radius

STAFF ANALYSIS AND RECOMMENDATION

In order for RAP staff to determine which mechanism, land dedication or payment of Park Fees, to recommend for the Board’s review and approval, RAP staff analyzes each proposed development project including its location, new population, surrounding parks, any nearby active or proposed park acquisition or park development project, existing park service radius gaps, etc. RAP staff also analyzes any parks, open spaces, or recreational areas anticipated to be provided by each proposed development project in order to determine if those facilities would reduce the need for new public recreation and park facilities to serve the project residents.

One of the most critical factors that RAP staff uses to analyze proposed development projects is existing park service radius gaps. Approximately fifty-four percent (54%) of residents in the City live within a one-half (1/2) mile, or a ten (10) minute walk, from a public park or open space. The Mayor’s Sustainability City pLAn sets a goal of increasing the percentage of Angelinos living within a one-half mile from a park to sixty-five percent (65%) by 2025 and to seventy-five percent (75%) by 2035. RAP continues to employ a variety of strategies, such as the 50 Parks Initiative, that are intended to increase park access and meet these park access goals.

Site Analysis

The Project is located within the Chinatown community of the City and within the Central City North Community Plan Area. Currently, the Project site is improved with small commercial buildings and parking lots. The Project site is located in a commercial area and is surrounded by retail, residential, office, and commercial uses.

An aerial view of the Project site is attached hereto (Attachment 3). A map showing the generalized zoning of the project site and the Community Plan Area is also attached (Attachment 3).

The Project is located in a high density area of the City. Below is an analysis of the density of the area within walking distance of the Project site and a comparison to both citywide density and local community density:

- Half-mile (1/2) walking distance of the Project site (EPADSS): 4,303 persons (8,610 persons per square mile).
• Central City North Community Plan Area (2014 American Community Survey): 6,810 persons per square mile.

Project Open Space and Recreational Areas

As previously discussed, the Project also includes approximately 71,000 square-feet of exterior and interior private open space and common open space. These open space areas include a ground floor plaza with seating areas, private terraces, and a rooftop amenity deck with a pool and spa.

The amount of common open space being provided by the Project appears to significantly exceed the amount of open space the Project would otherwise be required to provide per LAMC (or other planning documents, specific plans, etc.). However it does not appear that these open spaces will include the type and variety of active and passive recreational facilities and amenities that are typically found in the City’s Neighborhood and Community Parks and that are needed to meet the needs of residents of all ages and abilities.

As currently proposed, these proposed recreational amenities would likely not significantly reduce the Project’s impact on existing public recreational and park facilities nor would they likely significantly reduce the need for new or expanded public recreational and park facilities.

Public Park Access

There are several of public parks with a two (2) mile radius of the Project site. A map showing the project location and nearby park service area gaps is attached hereto (Attachment 4).

There are three (3) public parks within a half (½) mile walking distance of the Project site:

• Alpine Recreation Center is a 1.94-acre park, located 817 Yale Street Avenue. Alpine Recreation Center is currently improved with a recreation center, playground, basketball courts, a covered picnic areas, and an open lawn area.
• City Hall Park is a 1.71-acre park located at 200 North Spring Street. City Hall Park is currently improved with an open lawn area and a decorative fountain.
• El Pueblo De Los Angeles Historic Park is a 2.03-acre park located at 845 North Alameda Street. El Pueblo De Los Angeles Historic Park is improved with a plaza and open lawn areas. El Pueblo De Los Angeles Historic Park is operated by the El Pueblo de Los Angeles Historical Monument Authority.

As previously noted in the Report, a land dedication for a new public park could be located either on-site or off-site of the Project location. If a new public park was provided at the Project location the park would serve the new residents of the Project but serve fifteen (15), previously unserved, residents within a half-mile (1/2) walking distance (Attachment 5). If a new public park was provided off-site of the Project location the park would serve the new residents of the Project as well as an unknown number of new, previously unserved, residents within a half-mile (1/2) walking distance. If the Project does elect to make some or all of its required land
dedication off-site, staff would work with the Project to identify a site that would serve project residents, help close an existing park service area gap, and maximize, to the extent feasible, the number of new residents who would be within a half-mile (1/2) walking distance of a public park.

Nearby Public Park Projects

There are four new public parks currently in development within a two (2) mile radius of the Project site:

- **1st and Broadway Park** is a 1.96 acre park located at 217 West 1st Street in Council District 14. The current scope of the 1st and Broadway Park Development (PRJ20781) Project is development of a new community park. The 1st and Broadway Park Development (PRJ20781) Project is currently in design. The 1st and Broadway Park Development (PRJ20781) Project is being led by the Department of Public Works, Bureau of Engineering (BOE) and is expected to be completed in August 2020. The current project budget for the 1st and Broadway Park Development (PRJ20781) Project is Thirty Million, Three Hundred Eighty-Nine Thousand Dollars ($30,389,000.00) and the current available funding is Seventeen Million, Two Hundred Six Thousand, Eight Hundred Twelve Dollar and Three Cents ($17,206,812.03). The 1st and Broadway Park Development (PRJ20781) Project is not fully funded at this time.

- **Sixth Street Park, Arts, River and Connectivity Improvements Project (Sixth Street PARC)** is a twelve (12) acre park located under and adjacent to the new Sixth Street Viaduct in Council District 14. The Sixth Street PARC Project is currently in design. The current scope of the Sixth Street PARC Project is the development of the new 6-acre site as well as improve portions of the existing Downey Recreational Center. The project will construct a new small size synthetic athletic field, new sports field lighting, walking and bike path, new fitness equipment area with resilient surfacing, new children's play area with resilient surfacing, new parking lot with permeable parking spaces, install landscaping, reconfigured the existing Downey Recreational Center baseball field, renovate the pedestrian pathway to the Downey Child Care Center, and reconfigure and improve the staff access road and parking lot to provide a buffer from the baseball field. The Albion Riverside Park (PRJ20647) Project is currently in construction. The development of the Albion Riverside Park (PRJ20647)
Project is being led by BOE and is expected to be completed in February 2019. The Albion Riverside Park (PRJ20647) Project is fully funded at this time.

- Alpine Recreation Center Expansion (Ord and Yale Street Park (PRJ20591)) is a 0.85-acre park located at 817 Yale Street in Council District 1. The current scope of the Ord and Yale Street Park Project is the construction of a children’s playground with equipment and climbing wall, the construction of a fitness zone with eight pieces of equipment, construction an entry plaza/performance space with small cafe and restroom building, construction of an upper viewing terrace with public art water feature, and the construction of a fitness trail on the Native Restoration Garden slope and through the Bamboo Grove. The Ord and Yale Street Park Project has recently been awarded. The development of the Ord and Yale Street Park Project is being led by BOE and is expected to be completed in November 2019. The Ord and Yale Street Park Project is fully funded at this time.

There is one park renovation project currently in development within a two (2) mile radius of the Project site:

- Pershing Square Park is a 4.44 acre park located at 532 South Olive Street in Council District 14. The Pershing Square Park Renovation (PRJ21113) Project is currently in design. The current scope of the Pershing Square Park Renovation (PRJ21113) Project is to identify, investigate, and address: (1) deficiencies in the built conditions of the existing underground parking garage, to meet today's code compliance; and (2) challenges in executing major design elements as proposed in the competition scheme, and validate for feasibility/constructability. The Pershing Square Park Renovation (PRJ21113) Project is being led by BOE and is it unknown at this time when the project is expected to be completed. The current budget for the Pershing Square Park Renovation (PRJ21113) Project is not known at this time and the current available funding is Two Million, Seven Hundred Ninety-Seven Thousand, Three Hundred Thirty-Eight Dollars ($2,797,338.00). The Pershing Square Park Renovation (PRJ21113) Project is not fully funded at this time.

**Staff Recommendation**

The Project is located in a high density area of the City. The density of the area within walking distance of the Project site is higher than the average density of the City and higher than the average density of the Community Plan Area in which the Project is located.

The Project site is not located in an existing park service radius gap, as there are three (3) parks within walking distance of the Project. However, two of these three parks, El Pueblo De Los Angeles Historic Park and City Hall Park, currently do not provide any recreational amenities for park users.

If a new public park was provided at the Project location, the park would serve Project residents but would serve fifteen (15), previously unserved, residents within a half-mile (1/2) walking distance.
There are four new public parks, and one park renovation project, currently in development within a two (2) mile radius of the Project site. The development of these new parks and projects would provide new open space, new recreational amenities, and enhanced recreational opportunities that would be accessible to future Project residents and that may provide sufficient recreation amenities to serve the needs of those residents. As previously noted, three (3) of these projects are not fully funded at this time and are in need of additional funding.

Therefore, RAP staff recommends that the appropriate mitigation measure for this Project is that the Project be required to dedicate land to the City, or provide a combination of land dedication and fee payment.

FISCAL IMPACT STATEMENT

As it is not known at this time if the Advisory Agency will recommend the Project dedicate park land to the City or to pay Park Fees, the potential Fiscal Impact to the RAP’S General Fund is unknown.

This Report was prepared by Darryl Ford, Senior Management Analyst II, Planning, Maintenance and Construction Branch.

LIST OF ATTACHMENTS

Attachment 1 - Conceptual Project Renderings
Attachment 2 - Advisory Agency Filing Notice
Attachment 3 - Aerial View of Project Site and Zoning and Community Plan Map
Attachment 4 - Project Location and Surrounding Parks
Attachment 5 - EPADSS Report
SPRING STREET
643 N SPRING STREET / LOS ANGELES, CA 90012

 ISSUED FOR SITE PERMIT REVIEW
 APRIL 19, 2018

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ELYSIAN LANDSCAPES
LANDSCAPE ARCHITECTS
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Los Angeles, CA 90057
P: 213.380.3185

SHEET LIST
A1.1 COVER
A1.2 SITE PHOTOGRAPHS
A2.1 A2.6 PLAN - LOWER LEVEL
A2.8 PLAN - LOWER LEVEL 2
A2.8 PLT-360
A3.2 PLAN - LEVEL 1
A3.2 PLAN - LEVEL 2
A3.5 PLAN - LEVEL 3 (TYP. HOTEL)
A3.6 PLAN - LEVEL 4 (TYP. RESIDENTIAL)
A3.1 PLAN - ROOF LEVEL
A3.2 ELEVATION - EAST
A3.2 ELEVATION - SOUTH
A3.2 ELEVATION - WEST
A3.3 ELEVATION - NORTH
A4.1 SECTION - NORTH-SOUTH
A4.2 SECTION - NORTH-SOUTH
A4.3 SECTION - EAST-WEST
L1.01 CONCEPTUAL LANDSCAPE PLAN - L01
L1.02 CONCEPTUAL LANDSCAPE PLAN - L02
L1.03 OPEN SPACE PLAN AND TABLE
L1.04 PLANT PALETTE - L01
L1.18 PLANT PALETTE - L02

PROJECT LOCATION MAP
643 N. SPRING ST.
Filing Notification and Distribution

ADDRESS: 643 North North Spring Street
COMMUNITY PLAN: Central City North

EXPEDITED PROCESSING SECTION

DATE OF FILING AND MAP STAMP
DATE: 4/26/2018
VTT- MAP NO: VTT-82191
ENV-2018-2249-EAF
DEEMED COMPLETE AND DISTRIBUTION
DATE: 5/17/2018

Hillside: ( ) Yes (X) No

(X) COUNCIL DISTRICT NO: 1
(X) Department of Recreation and Parks
( ) Neighborhood Planning (Check Office below)
( ) City of Beverly Hills
( ) Valley DOT - Taghi Gharagozli
( ) Department of Transportation
( ) See Counter Map (No P.S.)
(X) Bureau of Street Services- Urban Forestry
( ) Valley DOT - Taghi Gharagozli
(X) Bureau of Sanitation
( ) Animal Regulation (Hillside)
Department of Public Works
( ) Housing Department
(X) Bureau of Sanitation
(X) Board of Education (No P.S.)
( ) Housing Department
(X) Bureau of Engineering
(X) Los Angeles County Health Department
( ) Department of Building and Safety
(X) Board of Education (No P.S.)
(X) Grading Engineer
(X) Department of Transportation
( ) City of Beverly Hills
(X) Zoning Engineer
( ) See Counter Map (No P.S.)
(X) Department of Water and Power
( ) Housing Department
( ) Underground Design
( ) Los Angeles County Health Department
( ) Fire Department (mark “Fire”)
(X) Real Estate
(X) Bureau of Street Lighting (No. P.S.)
(X) Water System
(X) Animal Regulation (Hillside)
(X) Historic Cultural Neighborhood Council
( ) Department of Transportation
N.C. please respond with comments within 90 days from “deemed complete and distribution date” (LISTED ABOVE).

The above tract has been filed with City Planning, Expedited Processing Section.

The assigned planner for this case will await your report and recommendation regarding the above matter for 39 days. If we have not received a written report from you after 40 days from the date of filing, we will assume that you have no report to make.

Vincent P. Bortoni,
Director of Planning

Nicholas Hendricks, Senior City Planner
Expedited Processing Section
CP-6300 (1/21/09)

RECOMMENDATION REPORTS
DUE BY: 6/26/2018
Please forward reports to the following e-mail address:
planning.expedited@lacity.org
Address: 641 N SPRING ST
APN: 5408014019
PIN #: 133-5A215 271
Tract: ORD'S SURVEY
Block: 31
Lot: FR 1
Arb: 5
Zoning: C2-2
General Plan: Regional Commercial

City of Los Angeles
Department of City Planning

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Project Location and Surrounding Parks

Disclaimer: This map is for informational purposes only and relies on data from a variety of sources, which may or may not be accurate or current. The City of Los Angeles assumes no responsibility arising from the use of this map. The map and associated data are provided "as is" without warranty of any kind.
Scenario Information

Scenario Name:
VTT-82191 - 643 N. North Spring St

Description:
Construction of a 26-story mixed-use development with 294 dwelling units, 149 guest rooms, shared amenities, and 15,878 square feet of commercial floor area.

Scenario Type:
New Park

Park Class:
Neighborhood

Baseline Dataset*:
All Parks (RAP and Non-RAP)

*The baseline dataset is the existing parks dataset whose service areas are used to calculate the currently non-served metrics given below in blue. These residents and households, which would be served by the proposed park, are not currently served by any existing park in the baseline dataset.

Population and Age Breakdown

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<th>Age Group</th>
<th>Total Residents Served</th>
<th>Currently Non-Served Residents</th>
<th>Served</th>
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<tr>
<td>Under Age 5</td>
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<tr>
<td>Age 5 to 9</td>
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<td></td>
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<tr>
<td>Age 10 to 14</td>
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<td>Age 15 to 17</td>
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Household and Income Breakdown

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<th>Currently Non-Served Households Served</th>
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<td>$75,000 and Over</td>
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Source: Census/ACS 2010

Disclaimer: This report is for informational purposes only and relies on data from a variety of sources, which may or may not be accurate or current. The City of Los Angeles assumes no responsibility arising from the use of this report. The map and associated data are provided "as is" without warranty of any kind.