BOARD REPORT

DATE May 7, 2020

BOARD OF RECREATION AND PARK COMMISSIONERS

SUBJECT: TRACT MAP NO. VTT-82988 – RECOMMENDATION TO THE ADVISORY AGENCY FOR LAND DEDICATION OR IN-LIEU PARK FEE PAYMENT

AP Diaz S. Piña-Cortez
H. Fujita C. Santo Domingo
V. Israel N. Williams

M. Allee
General Manager

Approved X Disapproved Withdrawn

RECOMMENDATIONS

1. Recommend that the Advisory Agency require Tract Map No. VTT-82988 (Project) to pay in-lieu fees to the City in order 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.

PARK FEE 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 (LAMC) Section 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) states that "[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 proposed Project, located at 412 – 426 South Crocker Street and 411 – 425 South Towne Avenue in the Downtown Skid Row community of the City, consists of a mixed-use project with 175 residential units, 173 of which are affordable, and approximately 8,691 square feet (SF) of commercial retail space and a subterranean parking garage.

The proposed Project also includes approximately 9,129 SF of common open space, including two outdoor courtyards and a community room.

The Project, as submitted to City Planning, is not proposing to make a park 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, "[t]he 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 March 31, 2020. The meeting included a discussion of the requirements of LAMC 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 proposed Project.

ADVISORY AGENCY

The proposed Project filed a tract map application with City Planning on January 7, 2020. On January 15, 2020, the Advisory Agency sent RAP a notification requesting RAP provide its report and recommendations on the Project by a deadline identified as “Upon Receipt.” The Advisory Agency Filing Notification is attached (Attachment 2).

It should be noted that City Planning accepted the tract map application for the Project prior to the required Early Consultation meeting. After RAP staff received the above notification, staff contacted City Planning staff and advised them that the project had not yet participated in the
required Early Consultation meeting and that the Project application should be placed on hold until the required Early Consultation Meeting was completed. RAP staff advised City Planning staff that RAP’s comments for the proposed Project would be provided after the required Early Consultation meeting was held and the Board had an opportunity to consider the project and provide a report to the Advisory Agency.

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 AND 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 recreational facilities for new residents.”

LAMC 12.33 D.2.b states “Any land dedication for park and recreation purposes shall not be deducted from a site’s gross lot area for the purposes of calculating project density, lot area, buildable area or floor area ratio.”

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** required land dedication for the Project’s proposed 175 units would be:

\[ 1.27 \text{ Acres} = (175 \times 2.88) \times 0.00251 \]

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 recreational facilities and amenities.

As currently proposed, the Project has 173 affordable units that would likely qualify for an
exemption per LAMC Section 12.33 C.3. If those dwelling units are ultimately determined to be
exempt, the maximum required land dedication for the Project would be:

\[ 0.01 \text{ Acres} = (2 \times 2.88) \times 0.00251 \]

Per LAMC Section 12.33 D.3, land dedications may be made on-site or off-site of the project
location. Any off-site land dedication shall be located within a certain radius of 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 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
development 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 July 1, 2019, Residential Subdivision projects that are subject to the
Subdivision fee shall pay:

\[ \$12,998.00 \times \text{number of new non-exempt dwelling units} \]

The maximum Park Fees payment for the Project’s proposed 175 units would be:

\[ \$2,274,650.00 = \$12,998.00 \times 175 \text{ dwelling units} \]
As currently proposed, the Project has 173 dwelling units that would likely qualify for an exemption per LAMC Section 12.33 C.3. If those dwelling units are ultimately determined to be exempt, the maximum required Park Fee payment for the Project would be:

\[
\$25,996.00 = \$12,998.00 \times 2 \text{ dwelling units}
\]

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.

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 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 developments is existing park service radius gaps. Approximately 54% of residents in the City of Los Angeles live within a one-half mile, or a 10 minute walk, from a public park or open space. The Mayor’s Office of Sustainability pLAn sets a goal of increasing the percentage of Angelenos living within a one-half mile from a park to 65% by 2025 and to 75% by 2035. RAP has employed 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 proposed Project is located within the Downtown Skid Row community of the City and within the Central City Community Plan Area. Currently, the Project site is a vacant food processing plant. The proposed Project is surrounded by industrial uses on all sides.
An aerial view of the Project site is attached hereto (Attachment 3). A map showing the generalized zoning of the project site is also attached (Attachment 4).

The proposed Project is located in a high-density area of the City. Below is 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 (½) walking distance of the Project site (EPADSS): 12,829 persons (22,119 persons per square mile)
- Central City Community Plan Area (2017 American Community Survey): 11,424 persons per square mile.

Project Open Space and Recreational Areas

As previously discussed, the proposed Project also includes approximately 9,129 SF of common open space, including two outdoor courtyards and a community room.

The amount of common open space being provided by the proposed Project does not appear to significantly exceed the amount of open space the proposed Project would otherwise be required to provide per LAMC Section 12.21 (or other planning documents, specific plans, etc.). Additionally, 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 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 to serve the Project’s residents.

Public Park Access

There are three RAP-operated public parks within a half-mile walking distance from the Project site. A map showing the project location and nearby public parks is attached hereto (Attachment 5).

- The Arts District Park, located at 501 South Hewitt Street, is a 0.5-acre park that features a small plaza, amphitheater, play area, benches, picnic areas and landscaping.
- San Julian Park, located at 315 East 5th Street, is a 0.29-acre facility that provides an open lawn area, picnic tables and benches, and two shade structures.
- 6th & Gladys Street Park, located at 808 E. 6th Street, is a 0.34-acre facility that includes picnic tables, half-court basketball, and outdoor exercise equipment.
As previously noted in this 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 and would serve approximately 0 new, previously unserved, residents within a half-mile walking distance (Attachment 6). 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 walking distance. If the proposed 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 walking distance of a public park.

**Nearby Public Park Projects**

There are two new public parks currently in development within a two-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 the development of a new community park. The 1st and Broadway Park Development (PRJ20781) (PRJ21252) Project is currently in the bid and award stage. The 1st and Broadway Park Development (PRJ20781) (PRJ21252) Project is being led by the Bureau of Engineering (BOE). It is unknown when the 1st and Broadway Park Development (PRJ20781) (PRJ21252) Project will be completed. The current project budget for the 1st and Broadway Park Development (PRJ20781) (PRJ21252) Project is Twenty-Eight Million Dollars ($28,000,000.00) and the current available funding is Nineteen Million, Eight Hundred Forty Thousand, Four Hundred Fourteen Dollars and Thirty-One Cents ($19,840,414.31). The 1st and Broadway Park Development (PRJ20781) (PRJ21252) is not 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 and 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 is currently under construction. The development of the Ord and Yale Street Park Project is being led by Department of Public Works, Bureau of Engineering (BOE) and is expected to be completed in August 2020. The Ord and Yale Street Park Project is fully funded at this time.
There is one major park renovation projects currently in development within a two-mile radius of the Project site:

- Boyle Heights Sports Center, located at 933 South Mott Street, is an 8.51-acre facility featuring a variety of recreational amenities, including two baseball diamonds, outdoor basketball courts, a track field, multipurpose sports field, synthetic field, and community room. The Boyle Heights Sports Center Project proposes the development of a new 17,500-square-foot recreation center at the existing Boyle Heights Sports Center. The facility would consist of a full-sized basketball court, staff offices, equipment storage rooms, restrooms, showers, a community room, elevator, multi-purpose rooms (programming may consist of a dance studio, performing area, exercise/yoga, dance, and ballet), plaza for special gatherings, additional green space, pedestrian paths, and additional parking. The Boyle Heights Sports Center Project is being led by the Bureau of Engineering (BOE). This project has not started construction. The current project budget for the Boyle Heights Sports Center Project is $28.2 Million Dollars. The Boyle Heights Sports Center Project is not fully funded at this time.

Staff Recommendation

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

The Project site is not located in an existing park service radius gap. There are three RAP-operated public parks within a half-mile walking distance from the Project.

There are two public parks currently in development within a two-mile radius of the Project site.

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

If a new public park was provided at the Project location, the park would serve Project residents and 0 currently unserved residents within a half-mile walking distance.

As noted earlier in the Report, 173 of the 175 proposed residential units will likely qualify for the affordable housing exemption. Thus, a potential land dedication would be just 0.01 acres.

Therefore, RAP staff recommends that the appropriate mitigation measure for this proposed Project is the payment of in-lieu fees to the City.

FISCAL IMPACT

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

Approval of this Board Report advances RAP’s Strategic Plan by supporting:

- **Goal No. 3:** Create & Maintain World Class Parks and Facilities
- **Outcome No. 3:** Increased park maintenance, with a focus on cleanliness.
- **Result:** Collected fees will fund capital improvements at existing parks in the Project area.

This Report was prepared by Ligaya Khennavong, Management Assistant, Planning, Maintenance and Construction Branch.

LIST OF ATTACHMENTS

1) Conceptual Project Renderings
2) Advisory Agency Filing Notice
3) Aerial View of Project Site
4) Generalized Zoning
5) Project Location and Surrounding Parks
6) EPADSS Report
PRIORITY HOUSING PROJECT

Filing Notification and Distribution

Tract Map No. VTT-82988-HCA & CPC-2020-87-GPAJ-ZCJ-SPR-HCA
Tract Map Date: January 07, 2020
Property Address: 412-426 Crocker St & 411-425 Twone Ave.
Community Plan: Central City
☒ Council District No. 14

Neighborhood Council District:
☒ Downtown Los Angeles
☒ Bureau of Engineering
☒ Dept. of Building and Safety - Grading
☒ Dept. of Building and Safety - Zoning
☒ Dept. of Transportation
☒ DWP Real Estate
☒ DWP Water Distribution Engineering
☒ Dept. of Fire, Engineering and Hydrant Unit
☒ Bureau of Street Lighting
☐ Animal Regulation (Hillside-ONLY)
☒ Department of Recreation and Parks

Distribution Date: January 15, 2020
Case Filing Date: January 07, 2020

Hillside ☐ Yes ☒ No

☒ Bureau of Sanitation
☐ St. Services / Investigation & Enforcement (haul routes - email ONLY: bsshaulroute@lacity.org)
☒ Urban Forestry / Land Development Section
☒ Housing Department (No P.S.)
☒ Board of Education/Environmental Health & Safety (No P.S.)
☒ Board of Education/Transportation (No P.S.)
☒ County Health Department (No P.S.)
☒ GIS (Final Map & LOD)

DATE DUE: UPON RECEIPT
Please send your reports to the following e-mail address: hagu.soloman-cary@lacity.org and maria.revess@lacity.org. Thank you.

Pursuant to Sections 17.50 through 17.60 of the Los Angeles Municipal Code, the attached tentative tract map is submitted for your consideration. The Advisory Agency 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. BERTONI, AICP
Advisory Agency

Kevin Golden
Deputy Advisory Agency
200 N. Spring Street, Room 621
Address: 412 S CROCKER ST
APN: 5147009027
PIN #: 127-5A213 178
Tract: WOLFSKILL ORCHARD TRACT
Zoning: M2-2D
Block: 9
Lot: 21
Arb: None
General Plan: Light Manufacturing
Park Analysis Report

Scenario Information

Scenario Name: VTT-82988

Description:
mixed use 100% affordable housing w/ 175 units, 8,691 sq ft of commercial use, 19 parking stalls, and 125 bicycle stalls

Scenario Type: New Park

Park Class: Improved

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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<thead>
<tr>
<th>Residents Served</th>
<th>Currently Non-Served</th>
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<tbody>
<tr>
<td>Total Residents Served: 12,829</td>
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<tr>
<td>Under Age 5: 174</td>
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<td>Age 5 to 9: 160</td>
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<tr>
<td>Age 10 to 14: 188</td>
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<td>Age 15 to 17: 119</td>
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<tr>
<td>Age 18 to 64: 10,456</td>
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<tr>
<td>Age 65 and Over: 1,732</td>
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Household and Income Breakdown

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<tr>
<th>Households Served</th>
<th>Currently Non-Served</th>
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<tbody>
<tr>
<td>Total Households Served: 5,183</td>
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<tr>
<td>Under $25,000: 3,537</td>
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<td>$25,000 to $34,999: 288</td>
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<td>$35,000 to $49,999: 302</td>
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<td>$50,000 to $74,999: 428</td>
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<tr>
<td>$75,000 and Over: 628</td>
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</table>

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.