



RANCHO PALOS VERDES

NOTE TO PUBLIC – August 9, 2012

This "DRAFT" Staff Report is being released to the Public approximately one month prior to the September 11, 2012 Planning Commission meeting where the subject of the report will be discussed by the Planning Commission. The "DRAFT" Report was released early to give the public the opportunity to review the report and provide feedback in advance of the final report being released.

All interested parties are invited to submit written comments and to attend and give testimony at the September 11th meeting. Written comments on the "DRAFT" Report may be submitted to the attention of Deputy Community Development Director Gregory Pfof via U.S. Mail (City or Rancho Palos Verdes, 30940 Hawthorne Blvd, RPV, CA 90275) or via email at gregp@rpv.com. For any questions, Mr. Pfof may also be reached by telephone at (310) 544-5228. All written comments received by September 4, 2012 will be attached to the final report prepared for the September 11th meeting. Any written comments submitted after September 4th will be given to the Planning Commission prior to the meeting. In addition, City meetings may be televised and may be accessed through the City's website. Accordingly, you may wish to omit personal information from your oral presentation or written materials as it may become part of the public record.

MEMORANDUM

TO: CHAIRMAN AND MEMBERS OF THE PLANNING COMMISSION
FROM: JOEL ROJAS, AICP, COMMUNITY DEVELOPMENT DIRECTOR
DATE: SEPTEMBER 11, 2012
SUBJECT: GENERAL PLAN UPDATE – PASSIVE AND ACTIVE RECREATIONAL LAND USE DESIGNATIONS

Staff Coordinator: Gregory Pfof, AICP, Deputy Community Development Director

RECOMMENDATION

Staff recommends that the Planning Commission:

- 1) Determine that the existing "Active" and "Passive" Recreational land use

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designations in the General Plan should remain, and;

2) Approve the proposed revised General Plan definitions for “Active” and “Passive” land use designations, and;

3) Recommend that the City Council initiate a Code Amendment, amending the Zoning Code to replace the existing “Open Space Recreation District” with a new “Active Open Space Recreation District” and a new “Passive Open Space Recreation District”, wherein each new District will describe the allowable uses within the District along with associated Development Standards, and;

4) Approve the proposed “Active” or “Passive” designations for various Park sites as shown in the attached table.

BACKGROUND

Overall General Plan Update:

At prior Planning Commission meetings, the Commission has reviewed and approved all of the “Draft” text in each Element of the General Plan Update. Because the Commission and Staff had been reviewing the Elements individually without the benefit of seeing them in relation to each other as one cohesive document, Staff had always envisioned recommending additional minor text revisions to help the document read better, to provide additional updates, and to address previous Commission comments and questions.

Subsequently, after reviewing the Elements together with the context of making the document read more cohesively, Staff identified and addressed; potential issues that needed Commission clarification, areas of the text that were repetitive, areas where text should be revised for clarity, and areas where additional text should be added or text deleted to help it read better.

On July 12, 2011, Staff presented a report to the Commission that included all of the Elements in one combined document with additional proposed text revisions by Staff to help it read better and comment boxes to address specific issues. However, since there were only 5 Commissioners at the July 12th meeting and since some of the Commissioners requested additional time to review the document as a whole, the Commission continued the review of the document to their July 26, 2011 meeting.

Within the “updated” Conservation and Open Space Element attached to the July 12, 2011 Staff Report, Staff identified an issue pertaining to the “Active” and “Passive” Recreational areas within the City. Similar to the “existing” General Plan, the “updated” Conservation and Open Space Element describes “Recreational Resources” in the City and categorizes them into either “Active” or “Passive” sites. The City’s corresponding existing General Plan Land Use Map also identifies a General Plan Land Use designation assigned to these areas as either “Recreational-Active” or “Recreational-Passive”.

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Land Use Designation for Lower Point Vicente (LPV):

The main issue of concern that Staff identified in the July 12th “updated” Conservation and Open Space Element was focused upon the City’s Lower Point Vicente (LPV) property, site of the Point Vicente Interpretive Center, and whether the property should be identified as “Active” or “Passive” Recreational. While the existing General Plan Land Use Map is clear that LPV is designated as “Recreational-Passive”, the existing General Plan text on the other hand is not as clear. Specifically, within the second paragraph of the second column on page 94 of the existing General Plan, it references that if the “*upper and lower Nike Sites*” [upper Nike Site = Del Cerro Park, and lower Nike Site = upper and lower Point Vicente] are obtained by the City, then recreational facilities would be incorporated into the overall site use. This discussion is within the “Active Recreational Areas” portion of the existing General Plan. Additionally, within the second paragraph of the second column on page 95 of the existing General Plan, which is also under the “Active Recreational Areas” portion of the existing General Plan, it states, “*Construction is underway at Hesse, Del Cerro, and Clovercliff. Point Vicente is scheduled to begin construction in early 1983*”. These text statements in the existing General Plan can give the impression that LPV may have been considered at the time or may be considered in the future as an “Active” recreational site. On the contrary however, the third paragraph of the second column on page 96 of the existing General Plan identifies Point Vicente Park under the “Passive Recreational Areas” portion of this section of the existing General Plan. Furthermore, this section states that “*...the site will be reevaluated as to its future use. A light passive recreational use of this site would be of a compatible nature to the community’s desire to maintain open space uses along the coastal area*”.

Causing a bit more confusion on the matter are the following different ways in which the existing General Plan defines “Active” and “Passive” recreation:

- Active Recreation:
 - Existing General Plan Glossary – page 249
 - “*Active Recreation: Outdoor recreation activity requiring significant expenditure of energy, e.g., baseball, golf, hiking.*”
 - Existing General Plan Text – page 94
 - “*Active recreational facilities are highly structured and designed with specific activity areas, such as recreational buildings, tennis courts, baseball fields, children’s play apparatus, etc.*”
- Passive Recreation:
 - Existing General Plan Glossary – page 250
 - “*Passive Recreation: Outdoor recreation activities that are non-structured in nature (picnicking, sightseeing, nature study areas, etc.)*”
 - Existing General Plan Text – page 94

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- *“On the other hand, passive recreational facilities are mostly unstructured in order to allow natural ecosystems to function with the least amount of human disturbance. Passive sites are usually used for nature studies, hiking trails, limited picnicking areas, etc.”*

Given the existing land use activities at the Lower Point Vicente (LPV) property, according to these existing definitions, LPV could potentially be categorized as “Active” or “Passive”, or both. For example, “Active Recreation” includes “hiking”, and “specific activity areas such as recreational buildings”, which LPV has hiking trails and the Interpretive Center, respectively. On the other hand, “Passive Recreation”, includes “nature study areas”, “unstructured”, and “hiking trails”, which could also be considered LPV uses.

Land Use Designation for Other Park Sites:

Not only does the current General Plan present some difficulty for categorizing LPV, given their current land use, Staff found that categorizing some of the other parks in the City into either “Active” or “Passive” was also difficult. Given the public’s strong interest and concern regarding this issue, Staff felt it important to share the process it went through to identify the issue in its July 12, 2011 Staff Report to the Commission as well as how it came up with its previous recommendation in the July 26, 2011 Staff Report to the Commission. The following discussion provides more detail on this process.

In 2008, Staff began preparation of the draft updated Open Space and Conservation Element. In its initial preparation, Staff realized that there were many new Parks in the City that did not exist in 1975 when the existing General Plan was adopted. Specifically, there are 8 park sites not addressed in the existing text, and 4 park sites addressed in the text where it is not clear whether the park’s designation is “Active” or “Passive”. Thus, when Staff began working on updating the “Recreational Resources” section of the Conservation and Open Space Element, Staff reviewed the existing General Plan text, land use map and existing site activities in each of the City’s Parks with the intent of categorizing each of the Parks (new and existing) into either “Active Recreational Areas” or “Passive Recreational Areas”. In doing so, Staff placed LPV into the “Active Recreational Areas” section.

The Staff prepared draft updated Open Space and Conservation Element was first presented to the Commission on January 26, 2010. The Commission sub-committee for this Element worked on it over the next two months, wherein a revised sub-committee proposed Element was presented to the Commission on March 23, 2010. The Element was then adopted in its “draft” form by the Commission on May 25, 2010. From May 25, 2010 until June of 2011, Staff had not re-reviewed the Element as Staff was focused on having the Planning Commission review and approve all of the other “draft” updated Elements as well as the Commission’s review of proposed changes to the General Plan Land Use Map. Thus, in June of 2011, when Staff put all of the Commission approved Elements together and started drafting changes to make it read better is when Staff noticed

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that LPV was placed into the “Active Recreational Areas” section. Knowing the very controversial issues surrounding the Annenberg Foundation’s proposed project at LPV at the time centered upon the General Plan’s “Recreational-Passive” land use designation for the site and the public’s concern regarding the project’s consistency with that designation, it became readily apparent to Staff that the Commission needed to take a second look at the draft text that the Commission had approved back on May 25, 2010, which had LPV located in the “Active Recreational Areas” section of the “draft” updated Open Space and Conservation Element. Subsequently, Staff raised this issue in the revised Conservation and Open Space Element presented to the Commission at their July 12, 2011 meeting.

As noted earlier, the review of the General Plan Update was continued from the July 12, 2011 meeting to the July 26, 2011 meeting so that all seven Commissioners could be present and to allow the Commissioners a bit more time to review the entire document. In an attempt to address the “Active”/“Passive” issue, within the July 26, 2011 Staff Report, Staff proposed an alternative for the Commission’s consideration. Basically, because Staff felt that there was some un-clarity related to the definitions of “Active” and “Passive”, and that some Parks today have uses that seem to fall within both the “Active” and “Passive” definitions and thus not fitting exactly into one particular category, Staff proposed an alternative that would remove the “Active” and “Passive” designations and simply change the land use designation to “Park”. Additional text was also proposed to ensure that any future changes to parks be dependent upon the community’s needs and potential impacts to other neighboring uses, thus allowing the City to have more flexibility in what activities occur in the Parks.

After the July 26th Staff Report was released to the public, the City received many email comments expressing concern regarding Staff’s draft recommended text pertaining to Recreation land uses and removing the “Active” and “Passive” designations. Realizing that this is a very important issue to the community, Staff felt that it was too important to discuss at the July 26th meeting without getting more feedback and thus recommended that the Planning Commission’s discussion on this issue be postponed. Additionally, at the July 26th meeting, Staff informed the Commission that in addition to pulling this issue from the Planning Commission’s agenda, Staff felt that it would be a good idea to have an informal meeting between just City Staff and some of the concerned residents to discuss the issue. At the July 26th meeting, the Commission continued the public hearing until such time as Staff has had an opportunity to meet with members of the public and provide at least 30 days notice to the public that this item will be brought back to the Planning Commission. The Commission also directed Staff to make sure that any future notices on this issue conspicuously describe that the issue of “Active” and “Passive” land use designations will be discussed at the meeting.

On August 8, 2011, Staff met with approximately 20 members of the public regarding this issue. At the meeting, the public asked questions of Staff, and expressed their extreme opposition and displeasure with Staff’s draft text that would eliminate the “Active” and

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“Passive” designations. Many felt that the “Active” and “Passive” designations were instrumental in determining how parks could be developed in the future and that these designations needed to remain. Staff attempted to reply to the questions as best they could and let the public know that the next time this issue would be addressed before the Commission, notice would be provided at least 30 days in advance of the meeting so that the public would have enough time to digest and comment on Staff’s report and recommendation to the Commission.

On August 9, 2012, Staff delivered a “DRAFT” copy of this report to the Planning Commission. On August 9, 2012, a “DRAFT” copy of this report was also posted on the City’s website and made available to the interested parties for their review. Additionally, a public notice was published in the August 9, 2012 edition of the Peninsula News, sent to interested parties, and to the General Plan list-serve group. As this “DRAFT” report was released at the same time as the public notice was released, it currently does not include any public comments. Staff expects to receive public comments prior to the September 11th meeting and will prepare a final report with those comments attached along with any Staff response. The final report is proposed to be released to the Commission along with the rest of their packet on September 5, 2012. So as to allow Staff time to prepare the final report, any comments received by the City after Tuesday, September 4th, will be delivered to the Commission on the night of the September 11th meeting.

DISCUSSION

Staff believes that there are three issues that need to be addressed in order to move forward with the Recreational Resources section of the updated Conservation and Open Space Element of the General Plan. These are as follows:

1. **Should the specific “Active” and “Passive” designations for park sites remain?**
2. **If the “Active” and “Passive” designations remain, should the definitions of each be revised to provide more clarity as to the intent of each designation?**
3. **If the “Active” and “Passive” designations remain, then what designation should be assigned to each Park site in the City?**

Retention of Existing “Active” and “Passive” Land Use Designations (Issue #1):

In regards to Issue #1 above, while Staff initially felt that simply designating each Park site with a very general land use designation of “Park” was a simple solution for eliminating some of the confusion within the existing General Plan, as discussed in the Background section above, given the extreme opposition and concern expressed by the public, Staff does not see any reason why the “Active” and “Passive” designations could not remain within the updated

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General Plan as there would be no impacts to other areas or Elements of the General Plan.

Clarification of Existing “Active” and “Passive” Land Use Definitions (Issue #2):

However, Staff does believe that in order to provide the City clearer direction on the potential future uses of the City’s Parks, the definition of “Active” and “Passive” should be revised to provide more clarity (reference to Issue #2 above). In proposing revised definitions of “Active” and “Passive”, Staff reviewed the existing General Plan for a link between the existing land use designations and the actual use of the existing Park. Staff found that the existing General Plan clearly identifies Hesse Park, Ryan Park and the Los Verdes Golf Course with an “Active” designation on both the General Plan Land Use Map as well as within the text (pages 94 and 95) of the General Plan. What is common to these three Park sites and distinguishes them from the “Passive” designated sites, is that they all offer some type of “organized” or “structured” recreational activity typically offered through “leagues”, or via a specified use of golf. Whereas, the Park sites in the existing General Plan that are clearly designated as “Passive” both in land use designation and text include Friendship Park, Abalone Cove, Shoreline Park, and Pelican Cove (formally known as the Point Vicente Fishing Access), all of which do not have “organized” or “structured” recreational activities offered through “leagues”. Further, there are some uses, such as “hiking”, “children’s play apparatus” and “picnicking” that occur in both “Active” and “Passive” park sites, and therefore should be included within the definitions.

As a result of Staff’s review of the current General Plan along with the existing uses and improvements at the City’s parks, Staff recommends that the Commission consider revisions to the definitions for the “Active” and “Passive” designations as follows (strikethrough for text removed and underline for text added):

- *Active Recreation: Outdoor recreation improvements and related activities ~~that require a high significant expenditure of energy and/or are organized in nature.~~ Said improvements shall include, but not be limited to: baseball fields, soccer fields, basketball courts, tennis courts, and golf courses. Buildings for indoor recreational classes, programs, and community use, as well as non-organized outdoor uses such as children’s play apparatus, and open play fields, while also including some passive type activities such as sightseeing, hiking and picnicking, may be found. ~~e.g., baseball, golf, hiking.~~*
- *Passive Recreation: Outdoor recreation improvements and related activities ~~that require a low or moderate expenditure of energy and/or are non-structured organized in nature.~~ Said improvements shall include, but not be limited to: walking paths, open play fields not designed for any particular use or activity, picnic tables and viewing nodes. Associated activities shall include, but not be limited to (picnicking, sightseeing, nature study areas, nature guided tours, and open play. Ancillary structures associated with or supporting the passive outdoor recreation*

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activities (shade structures, restrooms, interpretive centers and on-site Staff kiosks), and limited children's play apparatus may be found. etc.)

The revised definitions above are Staff's best attempt at capturing the essence of what it believes "Active" and "Passive" Park uses should be in the City. It is important to remember that these definitions will be within the glossary of the General Plan and that they should be a "general" description of the uses without over defining them.

Recommendation to Amend the Zoning Code to Reflect "Active" and "Passive" Uses:

As the Planning Commission is aware, it is the Zoning Code that actually further defines the General Plan's land use designations by identifying the specific uses permitted along with associated development standards that govern uses and structures within each land use designation. Currently, the Zoning Code does not distinguish between "Active" and "Passive" Recreational land use designations. It simply has one land use designation entitled "Open Space Recreation", which implements the two General Plan land use designations of "Active Recreation" and "Passive Recreation".

Staff is fairly certain that many comments the City will receive on this report will be focused upon the definitions of "Active" and "Passive" and most likely the definition of "Passive" being too liberal in its description by permitting "ancillary structures" and not clearly defining what is meant by an "ancillary structures". In fact, some may feel that no structures whatsoever should be permitted in "Passive" Recreational areas. However, Staff believes that some "ancillary structures" in passive park settings should be permitted, such as shade structures, trail head structures, administrative structures for on-site Staff, interpretive centers, and restrooms. This does not mean that Staff would propose all of these types of uses in every "Passive" park area, but if need be, they should be permitted provided that they are ancillary to the main outdoor recreation activity.

Therefore, instead of using the more "general" General Plan to categorize all the uses in each Park into either "Active" or "Passive" and define what exact future uses and structures would be located in each Park, Staff believes that it would be more appropriate to address this issue in the Zoning Code by segmenting the existing "Open Space Recreation" district into two districts, entitled "Active Open Space Recreation" and "Passive Open Space Recreation". By doing so, similar to all other land use districts within the Zoning Code, the Zoning Code could then specify the types of uses permitted in each district, along with specific types of structures permitted and the associated development standards (lot coverage, setbacks, building sizes, building heights, etc) to develop such structures. The advantage of such a Code Amendment is that it will address the public's concern of potential development activity occurring within "Passive" park areas as the Code will specify the details and permitting process, which could include public hearings, upon any development activity that would occur. As such, along with the change in definitions as described above, Staff would also recommend that the Commission also recommend to the City Council a Code

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Amendment Initiation to move forward with creating two separate zoning designations for “Active” and “Passive” Open Space Recreation districts once the General Plan Update has been adopted.

Summary Table of Park Site Uses (Issue #3):

As noted above, within the existing text of the General Plan there is some confusion regarding whether certain Parks are designated “Active” or “Passive”. Additionally, since the original General Plan was approved in 1975, the City has secured and developed many more Park sites wherein the General Plan land use designation for the Park property was never changed. Thus, in reference to Issue #3 above, using the revised definitions of “Active” and “Passive” (see above), Staff has prepared the attached Table identifying each Park site, its existing General Plan land use designation per the existing Land Use Map and per the existing text, along with a proposed designation of either “Active” or “Passive”.

CONCLUSION

Based upon the discussion above, Staff is recommending that the Planning Commission determine that the “Active” and “Passive” land use designations remain, approve the revised definitions for “Active” and “Passive”, recommend Council initiation of a Code Amendment, and approve the proposed land use changes for various Park sites as shown in the attached table.

Any changes that are approved by the Commission will be incorporated into the final updated General Plan and General Plan Land Use Map. As noted at previous meetings, with regard to the General Plan Update, the Commission acts as an advisory body to the City Council and thus any decisions by the Commission will be forwarded to the Council as a recommendation when the final Updated General Plan is presented to the Council.

ATTACHMENTS

DRAFT Proposed Park Use Table

Table A – No Changes Proposed to the Following Park Sites

Park Name and Its Current Uses	Existing General Plan Text Description	Existing General Plan Land Use Map Designation	Proposed “Draft” General Plan Land Use Map Designation	Notes
Hesse Park Community center, sports fields, volleyball court, picnic areas w/ bbq's, ¼ mile walking path, playground, recreational and senior activities/classes.	Recreational Active	Recreational Active	Recreational Active	NA
Robert E. Ryan Park (Previously RPV Park) Community building with small activity room, tot lot, playground, picnic areas, baseball diamond, and open grassy fields.	Recreational Active	Recreational Active	Recreational Active	NA
Friendship Community Regional Park Nature center with indoor and outdoor classrooms, viewing areas, picnic areas w/ bbq's, playground, and hiking trails.	Recreational Passive	Recreational Passive	Recreational Passive	NA
Los Verdes Golf Course 18 hole golf course with clubhouse, banquet facilities, coffee shop, lounge, pro shop, two comfort stations, locker rooms, and parking for 300 cars.	Recreational Active	Recreational Active	Recreational Active	NA
Grandview Park No Existing Improvements. Council direction to modify park with improvements.	Not Addressed in Existing Text	Recreational Passive	Recreational Passive	NA
Don C. Wallace Radio Ranch Museum No structural improvements – open grass field.	Not Addressed in Existing Text	Residential 2-4 DU/Ac	Residential 2-4 DU/Ac	Future Proposed Use Unknown – address as Passive Use in General Plan text
City's 1,400 Acre Preserve No structural improvements – protected habitat species, trails	Not Addressed in Existing Text	Hazard and/or Various Residential Land Use Categories	Open Space Preserve	NA

Table B – Clarification Needed and/or Changes Proposed to the Following Park Sites

Park Name and Its Current Uses	Existing General Plan Text Description	Existing General Plan Land Use Map Designation	Proposed “Draft” General Plan Land Use Map Designation	Notes
Upper Point Vicente Park/Civic Center (Lower Nike Site) Volleyball Court, tennis court, dry farming operation, and picnic area w/ bbq’s	References to Passive and Active	Recreational Passive and Institutional Public	Recreational Passive and Institutional Public and Open Space Preserve	NA
Lower Point Vicente (Lower Nike Site) Interpretive center with museum and multipurpose room for rent, walking paths, picnic areas, and benches.	References to Passive and Active	Recreational Passive	Recreational Passive and Open Space Preserve	NA
Del Cerro Park (Upper Nike Site) Grassy landscaped bluff top park with hiking trails and parking lot.	References to Active	Recreational Passive	Recreational Passive	NA
Ladera Linda Community Center (City Owned Property) Former elementary school with multipurpose room, discovery room, classrooms available for rent, paddle tennis court, playground, basketball court, and hiking trails.	Not Addressed in Existing Text	Institutional Educational	Institutional Public	NA
Ladera Linda Community Center (School District Owned Property) Grassy play fields	Not Addressed in Existing Text	Institutional Educational	Institutional Educational	NA
Abalone Cove Parking lot, preschool, lifeguard tower, beach activities, hiking/walking trails, picnic areas.	Recreational Passive	Recreational Passive	Recreational Passive and Open Space Preserve	NA
Martingale Trailhead Park Landscaped park with drinking fountains, mounting block, viewing areas, a seating rock, and access to trail system serving RPV, RH, & RHE.	Not Addressed in Existing Text	Residential 1-2 DU/Ac	Recreational Passive Or Residential 1-2 DU/Ac	NA
Eastview Park Children’s playground, picnic facilities, jogging path, restroom, and parking lot	Not Addressed in Existing Text	Open Space Recreation and Listed as Recreational Passive on Specific Plan Map	Recreational Passive	NA

Clovercliff Park Landscaped pocket park with hiking paths, viewing areas, and seating available on large rocks.	References to Passive and Active	Residential 2-4 DU/Ac	Recreational Passive Or Residential 2-4 DU/Ac?	P.C.denied Staff rec.to change to Passive on 5/22/12
Founders Park Picnic areas, gazebo, restrooms, viewing areas, coastal access point, walking & biking trails.	Not Addressed in Existing Text	Residential ≤ 1 DU/Ac	Recreational Passive Or Residential ≤ 1 DU/Ac?	P.C.denied Staff rec.to change to Passive on 5/22/12
Frank A. Vanderlip Park Benches and viewing areas.	Passive	Residential ≤ 1 DU/Ac	Recreational Passive Or Residential ≤ 1 DU/Ac?	P.C.denied Staff rec.to change to Passive on 5/22/12
Marilyn Ryan Sunset Point Park Small parking lot, picnic area, benches, and trail access points.	Not Addressed in Existing Text	Residential ≤ 1 DU/Ac	Recreational Passive Or Residential ≤ 1 DU/Ac?	P.C.denied Staff rec.to change to Passive on 5/22/12
Vista Catalina Park Monument sign for Trump National Golf course, and drinking fountain.	Not Addressed in Existing Text	Residential ≤ 1 DU/Ac	Recreational Passive Or Residential ≤ 1 DU/Ac?	P.C.denied Staff rec.to change to Passive on 5/22/12
Shoreline Park No Improvements	Passive	Recreational Passive	Open Space Preserve	P.C. approved Staff rec to change to OSP on 5/24/11
Pelican Cove (formally known as Point Vicente Fishing Access) Trail head and access point to the public beach	Passive	Recreational Passive	Recreational Passive and Open Space Preserve	P.C. approved Staff rec to change to OSP on 5/24/11
Gateway Park No Improvements	Not Addressed in Existing Text	Hazard and Residential ≤ 1 DU/Ac	Recreational Active	NA