

Report to the Planning Commission

DATE ISSUED: June 20, 2019 REPORT NO. PC-19-053

HEARING DATE: June 27, 2018

SUBJECT: Clairemont Community Plan Update Workshop

SUMMARY

Issue:

This is a workshop to update the Planning Commission on the Clairemont Community Plan Update (CPU). No action is required on the part of the Planning Commission at this time. The Planning Commission has expressed a desire to have workshops early in the community plan update process, where Commissioners could share their ideas and priorities for community plan updates. A previous workshop was held with the Planning Commission on June 8, 2017 to solicit input on where growth should be focused, identifying recreation opportunities, and enhancing mobility. This workshop is meant to serve as a venue for discussions on the Clairemont Community Plan Update (CPU) and for the Commission provide input on the draft land use scenarios developed through public outreach efforts, as well as high-level concepts related to urban design and mobility.

BACKGROUND

The Community Plan Update (CPU) for Clairemont is a collaborative effort with community members and the Clairemont Community Planning Group CPU Ad-Hoc Subcommittee to guide long-term development, that serves to ensure that the community continues to thrive as a collection of residential neighborhoods, while capitalizing on the regional transit and infrastructure investment.

What is prompting the community plan update?

The Clairemont Mesa Community Plan was adopted in 1989. Since then, the City has adopted the General Plan Update and the Climate Action Plan. As part of the implementation of the General Plan, the City has been updating community plans that are served by current and planned high frequency transit service. The Mid-Coast Trolley Extension project is under construction and will connect Clairemont to Downtown and the University community's regional employment centers by 2021. Clairemont is an employment area along the northern portion of Morena Boulevard and is a large population

center with strong potential for future growth and creating opportunities for workforce housing linked by the Trolley to the University and Downtown employment centers.

To support the General Plan's City of Villages strategy, improved connectivity and revitalization of older properties, along major corridors and commercial-retail centers are needed to better align with the implementation of both the General Plan and the Climate Action Plan (CAP). The CPU also provides an opportunity to re-evaluate the character of commercial-retail centers, employment areas, mobility enhancements, and the location of new transit-oriented development. An updated community plan will establish goals and policies to address more sustainable land use, mobility, urban design, and public facilities.

What is the status of the community plan update?

A Community Existing Conditions Atlas was prepared to illustrate mapped resources relating to land uses, economic setting, natural resources, urban form, and mobility infrastructure. It also details major constraints and opportunities for future development.

The Clairemont CPU Ad-Hoc Advisory Committee was formed in January 2017 and have met over the course of 25 public meetings to discuss existing conditions, and preliminary goals and policies related to Sustainability, Climate Action, Economic Prosperity, Conservation, Open Space, Parks and Recreation, Noise, Historic Resources, and Public Facilities, Services, and Safety. The consultant team discussed urban design topics such as placemaking, public space, urban form, and building form with the CPU Ad-Hoc Committee. More recently at the June 11, 2019 CPU Ad-Hoc Subcommittee meeting, the consultant team presented mobility concepts.

An informational open house was held in April 2017 to kick-off the plan update process and present existing conditions findings and gain input from the community members. There were approximately 66 members of the public who attended the event.

Online and in-person outreach efforts were used to obtain input in the development of the initial land use scenarios for the community plan update. Staff provided three land use scenarios based on the input and the Ad-hoc Subcommittee developed their own land use scenario. Upcoming efforts in the community plan update process will continue to focus on conducting traffic modeling, and providing land use, urban design, and mobility goals and policies and more detailed concepts.

What are the community plan's key objectives?

The CPU process will assist in the implementation of the General Plan City of Villages strategy and Climate Action Plan (CAP) by addressing the following key objectives, as well as others that arise through the update process:

- Increasing density and intensity of residential and employment land uses within Transit Priority Areas (TPAs) to:
 - Facilitate the implementation of Smart Growth Areas;
 - o Revitalize major activity centers as walkable destinations;
 - o Identify appropriate locations to support a diversity of employment and mixed-use land uses; and

- Address Climate Action Plan (CAP) strategies to reduce greenhouse gas (GHG) emissions;
- Strengthening the employment area;
- Improving walking, biking, and transit connectivity to housing, jobs, and amenities
- Preservation of canyons and open space areas; and
- Addressing public facilities and infrastructure needs.

Where should opportunities for change be focused in the community?

Staff identified nine focus areas within Clairemont that have the potential to accommodate additional housing over the next 30 years. These areas have been selected based on their location along major transit corridors and their proximity to existing and future transit. The current Clairemont Mesa Community Plan designates these areas for either multifamily residential or commercial use. Seven of the nine focus areas are located within a Transit Priority Area (TPA), which also includes the three new Mid-Coast Trolley stations (ATTACHMENT 1: *Focus Areas Map*). The other two were located along high frequency transit corridors.

DISCUSSION

Land Use Scenarios

How were the draft CPU land Use scenarios developed?

To obtain input in the development of the initial land use scenarios for the community plan update, the Planning Department utilized two outreach efforts whereby participants could review site conditions and identify additional housing opportunities in the community by selecting from various land use options depicting potential development concepts. Depending on the combination of options selected land use scenarios could result in adding up to 11,000 new dwelling units in the community (ATTACHMENT 2: Sample OCET Focus Area and Subarea Selection Pages):

- Online Community Engagement tool (OCET) a web-based application that was released during a 30-day period from February 13, 2019 to March 13, 2019, where participants could review various land use options and provide their input via smart phone, computer, or tablet at any time during the 30-day period.
- In-person Workshop A traditional workshop was held at the North Clairemont Recreation Center on March 27, 2019 where participants attended in person, reviewed various land use options on poster boards, interacted with staff, and provided their written feedback in a comment booklet.

What objectives were used for in developing the draft CPU land use scenarios?

In developing land use scenarios for the CPU, participants were asked to meet three objectives:

1. Make a change to a minimum of three focus areas;

- Meet a numerical objective of allocating 5,000 additional dwelling units above the current community plan's housing build out. This number was based on existing community plan capacity, San Diego Housing production objectives, utilizing development assumptions and feasibility testing of potential sites, and 2050 housing forecast data;
- 3. Allocate approximately 40 percent of the numerical housing objective or 2,000 dwelling units within the focus areas for the three new Mid-Coast trolley stations to leverage the investment in regional transit

What were the results from the OCET and the in-person workshop?

Results from the both the OCET and in-person workshop were combined and resulted in the following:

- 850 total responses were received from both outreach efforts 716 were received from the OCET and 93 responses were received from the in-person workshop. An additional 41 responses were received from printed versions of the OCET for those who did not have computer access at the time the OCET was active online.
- 75 percent of total respondents made selections that resulted in a "change" in land use (i.e. increase in residential density) and 25 percent of total respondents made selection that resulted in "no change" in land use (i.e. selection of the adopted plan land use designation).
- 6,564 additional dwelling units above the build-out of the current community plan were identified based on the highest selected option chosen.
- 3,701 of the total additional dwelling units were allocated near the three Mid-Coast Trolley Stations.

How were the results from the OCET and in-person workshop used to develop the draft land use scenarios?

Staff and the CPU Ad-Hoc Subcommittee used the results from the OCET and in-person workshop to develop the draft land use scenarios. Results from both outreach efforts were shared at the April 20, 2019 CPU Ad-Hoc Subcommittee at which, the Subcommittee made a decision to support a maximum of 5,000 additional housing units for the CPU consistent with the OCET objective. They requested that staff return with three draft land use scenarios for the subcommittee to consider that did not exceed 5,000 dwelling units.

At the May 14, 2019 Subcommittee meeting, staff presented illustrative land use scenario maps reflecting the results of the OCET and in-person workshop and three additional draft scenarios (ATTACHMENT 3: *LU Scenario Maps*) based on themes focused around intensification of:

- Scenario A: Larger commercial-retail centers and smaller commercial-retail nodes,
- Scenario B: Larger commercial-retail centers and smaller commercial-retail nodes, Commercial-retail corridors,
- Scenario C: Commercial and Industrial sites adjacent to the trolley.

Each of the three draft land use scenarios developed by staff added a range of 5,500 to 5,600 dwelling units to the community.

Did the CPU Ad-Hoc Subcommittee develop their own land use scenario?

In response to staffs draft land use scenarios, the CPU Ad-Hoc Subcommittee at their May 29 and June 11, 2019 meetings developed their own recommended land use scenario that resulted in adding 4,981 dwelling units with 2,184 of those units located within the Mid-Coast Trolley Stations TPAs. The CPU Ad-Hoc Subcommittee expressed that this scenario met the intent to the OCET objectives by providing additional housing units within different areas of the community of which 44 percent are located in a Mid-Coast Trolley TPA. Consistent with land use scenarios staff developed, the Ad-Hoc Subcommittee's scenario focused change primarily along commercial centers and nodes. It does not include land use changes to single family areas.

How does the Ad-Hoc Subcommittee's draft land use scenario address the Clairemont Mesa Height Limit Overlav Zone?

The Ad-Hoc Subcommittee developed the scenario based on Clairemont Mesa Height Limit Overlay Zone remaining in place.

What were the concerns expressed by the Ad-Hoc Subcommittee members and community members?

- Opposition to increasing housing units above current community plan capacity.
- Concern about additional traffic.
- Concern about adequate public facilities include fire protection.
- Desire to maintain the current 30-foot height limit.
- Desire to require affordable housing, especially on the City-owned Rose Canyon Operations Yard property.
- Concern regarding over concentrating additional housing units in a particular area of the community compared to other areas of the community.
- Concern about adequacy of parking when adding housing to commercial-retail centers.
- Loss of "naturally" affordable housing such mobile home parks and older duplex development

What is the residential capacity of the current Clairemont Mesa Community Plan?

The current Community Plan has approximately 6,000 housing units that could be developed based on the maximum build out of the community plan.

What is the difference between the initial land use scenarios and the current plan capacity?

The remaining residential capacity assumes that existing multifamily with remaining capacity will be developed to the full capacity of the zone and community plan. This is theoretical and does not feasibility of the demolition of existing multifamily dwelling units to replace them with an incremental increase.

<u>Urban Design</u>

What are the key urban design issues within Clairemont?

During the community plan update process the topic of urban design was a key focus for providing the CPU Ad-Hoc Subcommittee with an understanding of elements that contribute to the built environment as well as development techniques to address issues of compatibility and building height. Given the existing low-scale, suburban nature of the community and the sensitivity associated with infill development, view resources, and building height, a series of meetings were conducted to inform the public on key aspects of good urban design, the public realm, building design, and building form compatibility.

What did the urban design approaches address?

Urban design approaches to building bulk and scale presented during the community plan update process to address the community's concerns over building height, especially with future development that would exceed Clairemont's community-wide 30-foot height limit overlay zone (ATTACHMENT 4: *Approaches to bulk and scale*). Although potential development built at the 30-foot height limit could result in smaller dwelling units, concepts for allowing flexibility with building height were presented to show how flexibility can facilitate mixed-use development with the provision of public space, and at the same time to address sensitivity to views and compatibility with the scale of existing neighborhoods. The context design approaches addressed height, scale, building bulk, and overall development compatibility. These approaches involve:

- Utilizing sloping sites and working with topography to reduce visual impacts.
- Stepping back development height in mixed-use commercial centers to create transitions to the adjacent neighborhood.
- Incorporating architectural variation by breaking up building elevations or adding architectural features that break building scale.

How did the design approach address changes in topography to reduce visual impacts?

Although the City does not protect private views, it does recommend the preservation of view corridors and viewsheds from public vantage points. Public view corridors to Mission Bay, which are located mainly along public-right-ways, exist on the westside of the community. These areas also contain changes in topography that have the potential to maintain the 30-foot height limit at the highest elevation of a development site where it could create compatibility issues with adjacent lower scale development but allow flexibility or increases in height at lower elevations of the development site where they would not impede any views from higher elevations. These concepts were presented to the CPU Ad-Hoc Subcommittee for several sites with significant changes in grade such as the City's Rose Canyon Operations Yard and the former West Clairemont Plaza site at Morena Boulevard and Clairemont Drive, which is currently serving as the staging area for Mid-Coast Trolley Station.

How did the design approach address stepping back development height in mixed-use commercial-retail centers to create transitions to the adjacent neighborhood?

Design approaches that incorporate building step back provide a transition from lower scale buildings adjacent to neighborhoods to larger buildings in the center of the site. This approach is particularly applicable within the community's commercial-retail centers. Due to their large site area, commercial centers provide more space to transition new development at varying building scales by stepping down building height and intensity from the commercial center to the surrounding residential neighborhoods. Clairemont has two large commercial centers: Clairemont Town Square and Genesee Plaza/Balboa Mesa. By taking advantage of existing surface parking areas, reformatting underutilized commercial areas, and incorporating surface parking stand-alone multifamily development and/or vertical mixed-used development can be introduced at various scales.

How did the design approach address incorporating architectural variation by breaking up building elevations or adding architectural features that break building scale?

Design approaches that incorporate articulating building elevations; stepping back building height; and incorporating architectural features and projections such as balconies, offsetting planes, and tower elements can serve to reduce the perceived scale of new buildings. This approach is applicable to smaller commercial-retail nodes and corridors where flexibility in height needed especially where increased floor-to-ceilings heights would contribute to more inviting commercial storefronts.

Mobility

What are the key mobility issues within Clairemont?

An existing conditions report analyzing vehicle, bicycle, and transit modes was completed in June 2017 that identified Clairemont as largely auto-centric with limited bicycle and transit facilities.

What do the mobility concepts address for the different modes?

At the June 2019 CPU Ad-Hoc Subcommittee meeting, the mobility consultants provided the CPU Ad-Hoc Subcommittee with high-level concepts and ideas that have the potential to address opportunities for improving other modes of transit as well as traffic flow, have been shared with the community. More refined transportation network improvements and mobility concepts will be developed after the analysis of the transportation forecast model has been completed, which is expected in fall of 2019.

To promote bicycling and connectivity within the community, as well as to enhance the bicycling experience in the community, parallel routes along roadways, along canyon trails, and potentially along the 150-foot wide San Diego Gas & Electric easement, which extends north to south across the community, are being considered as alternative routes. Based on the existing conditions, high bicycle volumes occur along Clairemont Drive and Clairemont Mesa Boulevard. Conrad Street which runs parallel to the north of Claremont Mesa Boulevard from the Clairemont Town Square shopping center to Interstate 805, offers a potential opportunity to create a parallel route that connects several schools and commercial centers (ATTACHMENT 5: *Parallel roadway concept along Conrad Avenue*).

Other potential improvements that are being considered include transit priority treatments such as Bus-Only Lanes and Transit Priority Signals along Clairemont Drive, which can improve the efficiency of public transit within the community. Additionally, adaptive traffic signals are being considered along Clairemont Mesa Boulevard and Balboa Avenue to adjust real time demand and result in travel time reductions.

CONCLUSION

Staff will incorporate input from the Planning Commission workshop and further refine the land use scenarios and incorporate both urban design and mobility concepts with the land concepts. The Subcommittee's land use scenario and two additional scenarios will be analyzed as part of the transportation forecast modeling process to help identify specific improvements to the community's mobility element and future transportation network. Staff anticipates releasing a working draft by Fall 2019 for the Subcommittee and public review, releasing a revised draft Community Plan and Environmental Impact Report by Spring of 2020 and starting the public hearing process by Fall 2020.

Respectfully submitted,

Tart Galloway

Program Manager
Planning Department

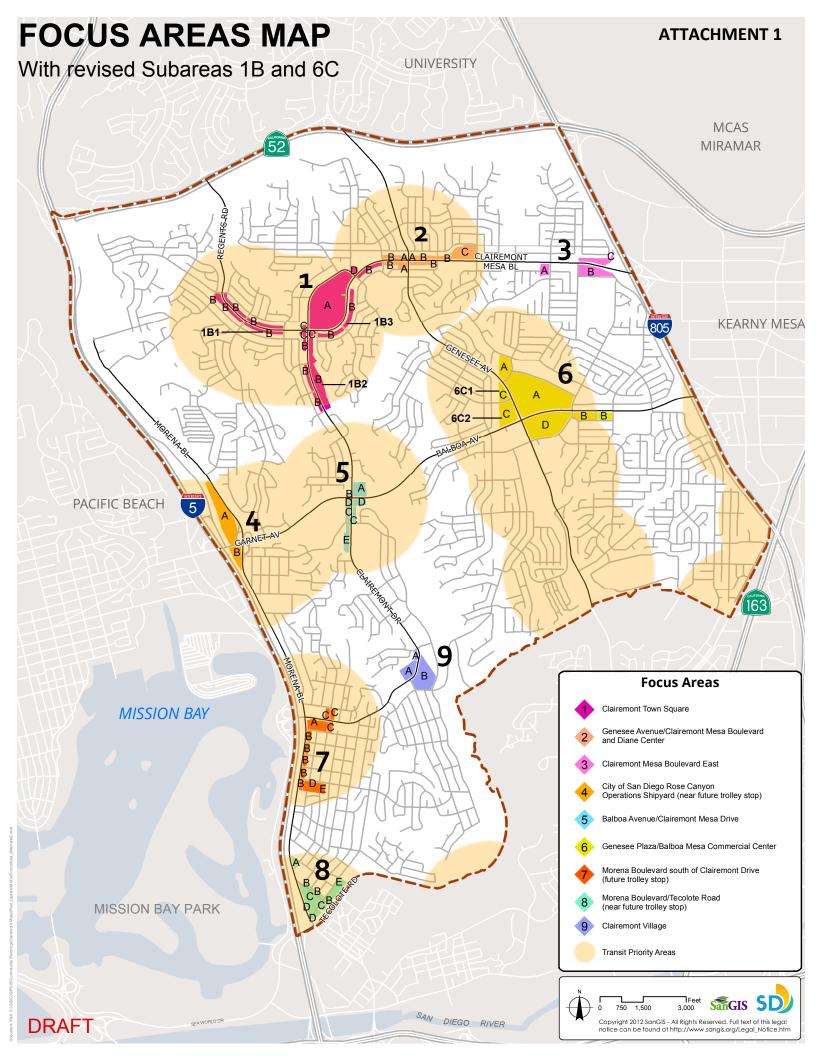
Marlon I. Pangilinan Senior Planner

Planning Department

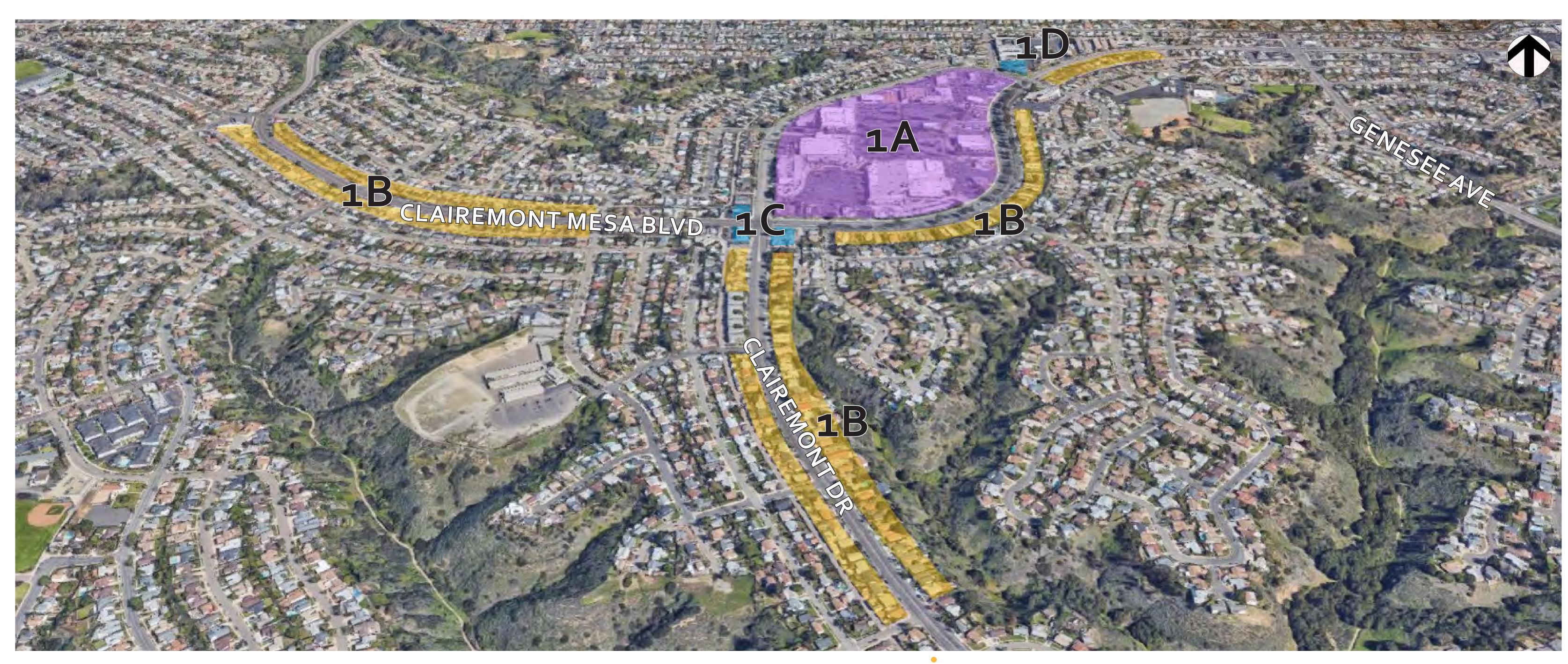
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Attachments:

- 1. Focus Areas Map
- 2. Sample OCET Focus Area and Subarea Selection Pages
- 3. LU Scenario Maps
- 4. Approaches to bulk and scale
- 5. Parallel roadway concept along Conrad Avenue







LOCATION:

CLAIREMONT MESA BLVD & CLAIREMONT DR

USES ON-SITE:

RESIDENTIAL, RETAIL COMMERCIAL, AND SERVICE STATIONS

FOCUS AREA TOTAL ACREAGE:

86 ACRES

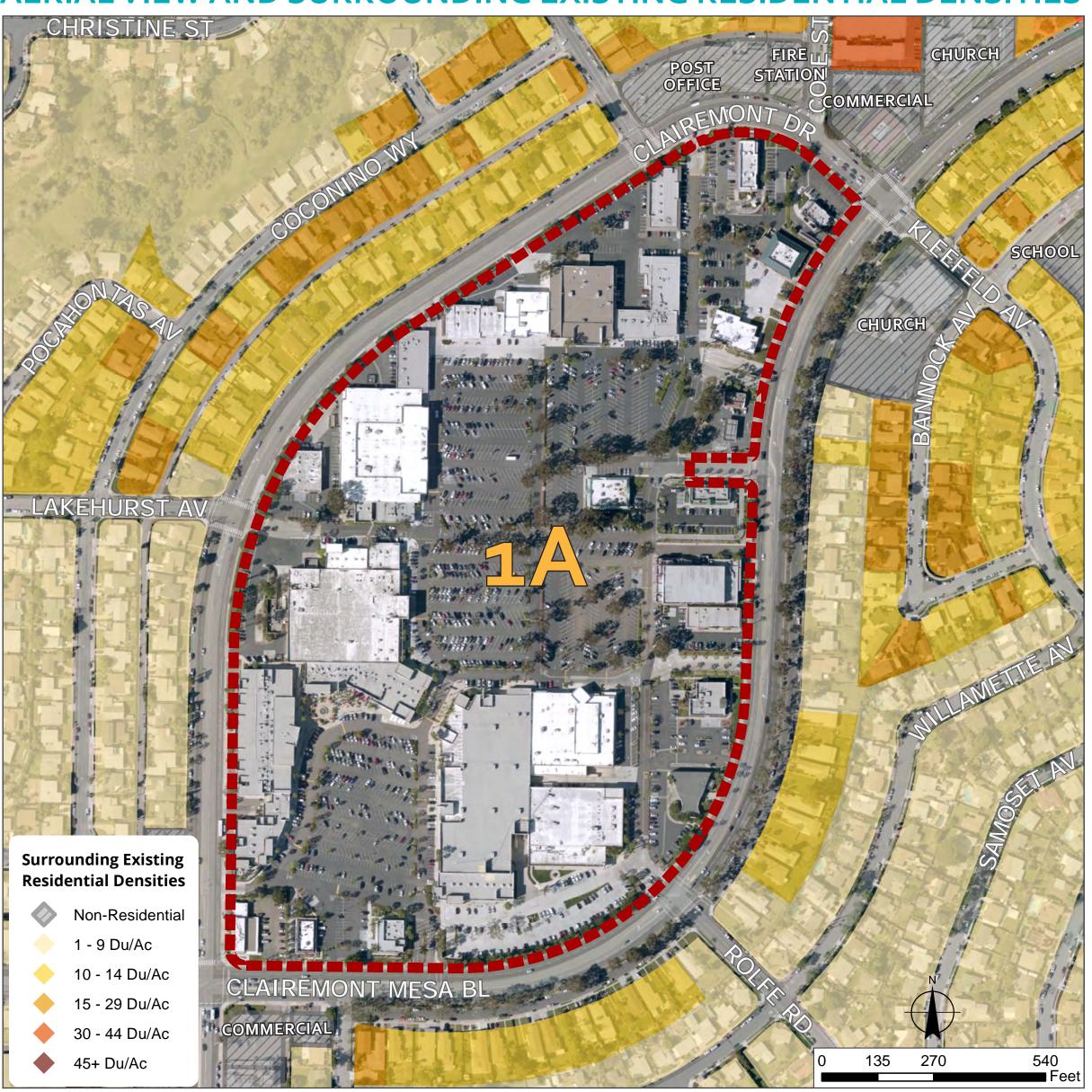
SUBAREAS INCLUDED:

1A, 1B, 1C, 1D



SUBAREA 1/A

INSTRUCTIONS: Please select your preferred land use option for this subarea by marking your selections in your comment booklet.



CURRENT PLAN - COMMUNITY CENTER (0-29 DU/ACRE)





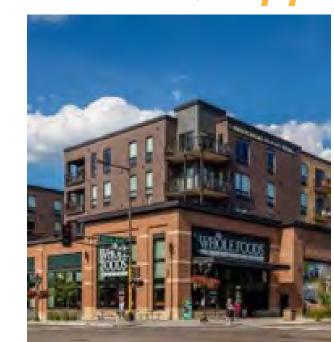
MIX OF USES: COMMERCIAL & RESIDENTIAL

NUMBER OF UNITS: 667 UNITS

(Total with Current Plan)

OPTION 1 - COMMUNITY COMMERCIAL (0-44 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

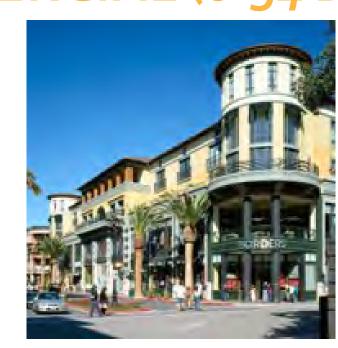
ADDITIONAL UNITS: **335 UNITS**

(Above Current Plan)

NUMBER OF UNITS: 1,002 UNITS (Total with Option 1)

OPTION 2 - COMMUNITY COMMERCIAL (0-54 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

ADDITIONAL UNITS: **566 UNITS**

(Above Current Plan)

NUMBER OF UNITS: 1,233 UNITS (Total with Option 2)

SUBAREA EXISTING CONDITIONS

LOCATION: CLAIREMONT MESA BLVD & CLAIREMONT MESA DR

ACREAGE: 46.1 ACRES

DENSITY: NOT APPLICABLE (o UNITS)

USES ON-SITE: RETAIL COMMERCIAL

OPTION 3 - COMMUNITY COMMERCIAL (0-73 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

ADDITIONAL UNITS: 1,003 UNITS

(Above Current Plan)

NUMBER OF UNITS: 1,670UNITS (Total with Option 3)



LOCATION:

BALBOA AVE & CLAIREMONT DR

FOCUS AREA
TOTAL ACREAGE:
10.7 ACRES

USES ON-SITE:

MULTIFAMILY RESIDENTIAL, RETAIL COMMERCIAL, OFFICE & SERVICE STATION

LAND USE DESIGNATION:

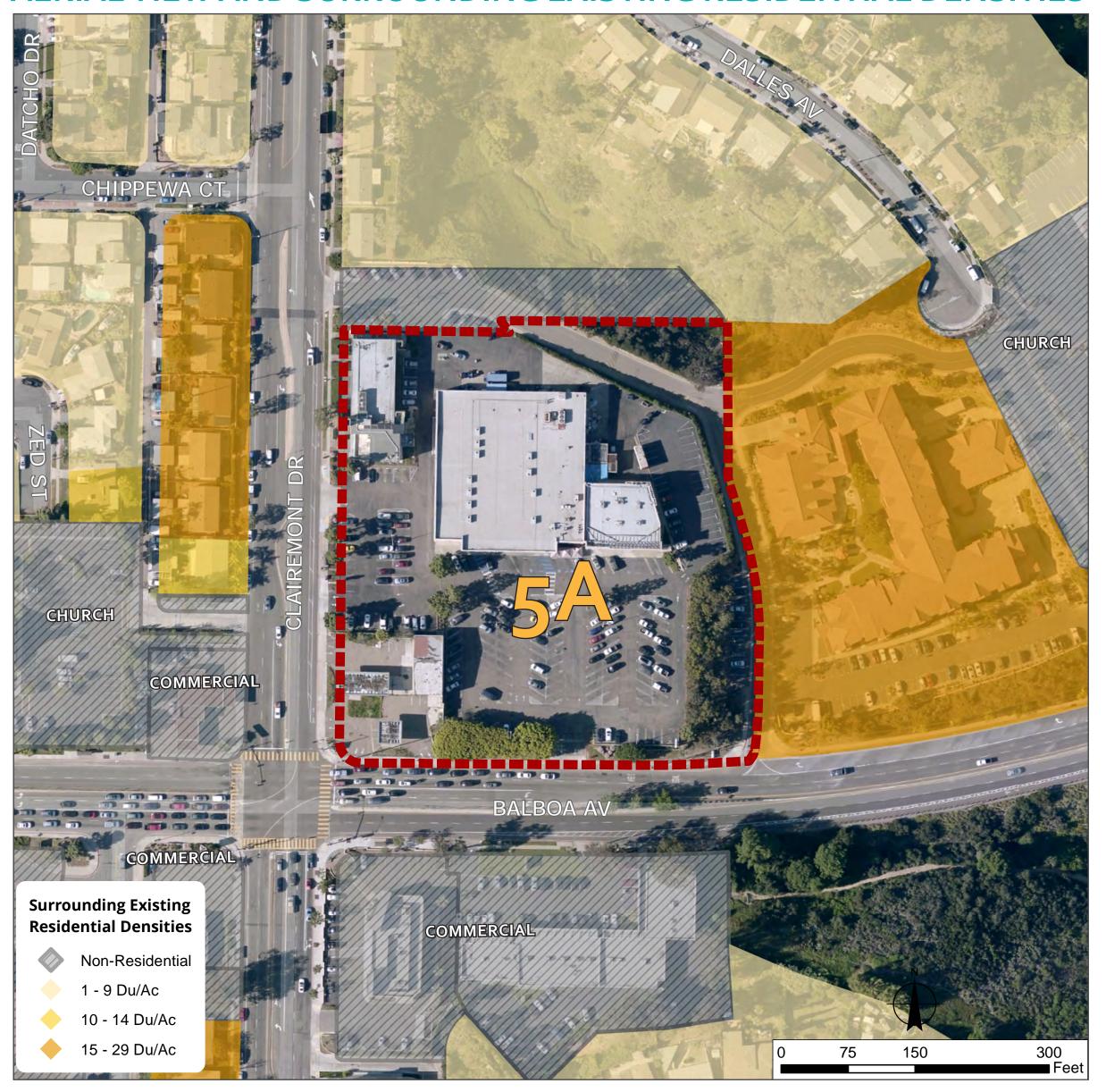
PLEASE REVIEW EACH
SUBAREA BOARD
(WHERE SITE-SPECIFIC
DETAILS ARE INCLUDED)



SUBAREA 5

INSTRUCTIONS: Please select your preferred land use option for this subarea by marking your selections in your comment booklet.

AERIAL VIEW AND SURROUNDING EXISTING RESIDENTIAL DENSITIES



CURRENT PLAN - NEIGHBORHOOD COMMERCIAL (0-29 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

NUMBER OF UNITS: 148 UNITS

(Total with Current Plan)

OPTION 1 - NEIGHBORHOOD COMMERCIAL (0-44 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

ADDITIONAL UNITS: 17 UNITS

(Above Current Plan)

165 UNITS NUMBER OF UNITS:

(Total with Option 1)

OPTION 2 - NEIGHBORHOOD COMMERCIAL (0-54 DU/ACRE)





MIX OF USES: COMMERCIAL & RESIDENTIAL

ADDITIONAL UNITS: 54 UNITS (Above Current Plan)

NUMBER OF UNITS: 202 UNITS

(Total with Option 2)

SUBAREA EXISTING CONDITIONS

LOCATION: NORTHEAST OF CLAIREMONT DR &

BALBOA AVE

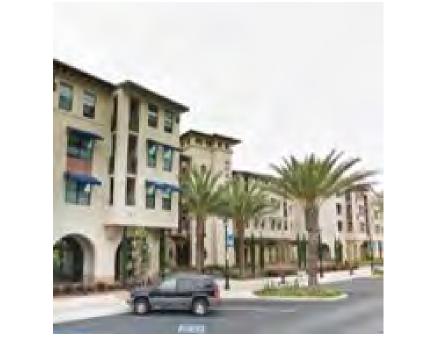
ACREAGE: 5.1ACRES

DENSITY: NOT APPLICABLE (o UNITS)

USES ON-SITE: COMMERCIAL & RESIDENTIAL

OPTION 3 - NEIGHBORHOOD COMMERCIAL (0-73 DU/ACRE)





MIX OF USES: COMMERCIAL &

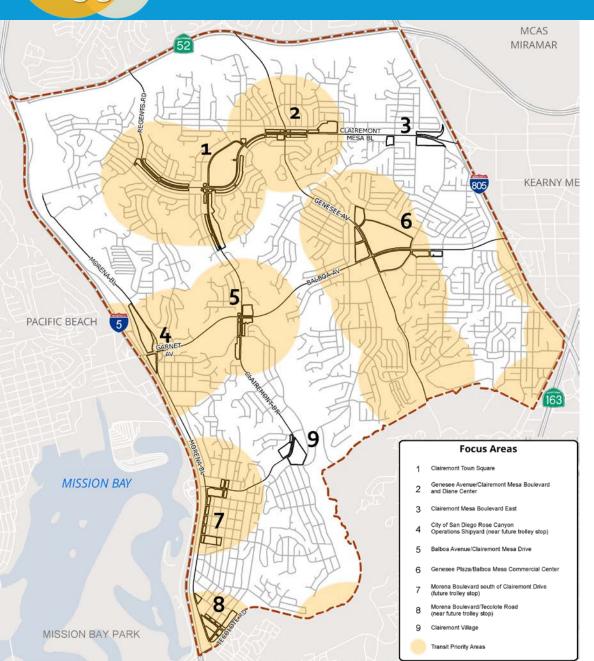
RESIDENTIAL **ADDITIONAL UNITS:** 127 UNITS

(Above Current Plan)

275 UNITS **NUMBER OF UNITS:**

(Total with Option 3)

CLAIREMONT COMMUNITY PLAN UPDATE



Presentation DRAFT LAND USE SCENARIOS May 9, 2019

MCAS MIRAMAR **KEARNY ME** PACIFIC BEACH PROPOSED DENSITIES 109 du/ac **Focus Areas** Genesee Avenue/Clairemont Mesa Boulevard 54 du/ac Clairemont Mesa Boulevard East 44 du/ac City of San Diego Rose Canyon 36 du/ac Balboa Avenue/Clairemont Mesa Drive nesee Plaza/Balboa Mesa Commercial Center 29 du/ac Morena Boulevard south of Clairemont Drive No Change (Current Plan) Transit Priority Areas

CLAIREMONT COMMUNITY PLAN UPDATE **Draft** Land Use Scenarios 5/9/19

ONLINE TOOL & WORKSHOP

- Higher density at Mid-Coast Trolley Stations
- Higher density at Centers and Nodes
- No change to the Community Core except in 6B
- No change to Clairemont Village

Total Increase above Adopted Plan:

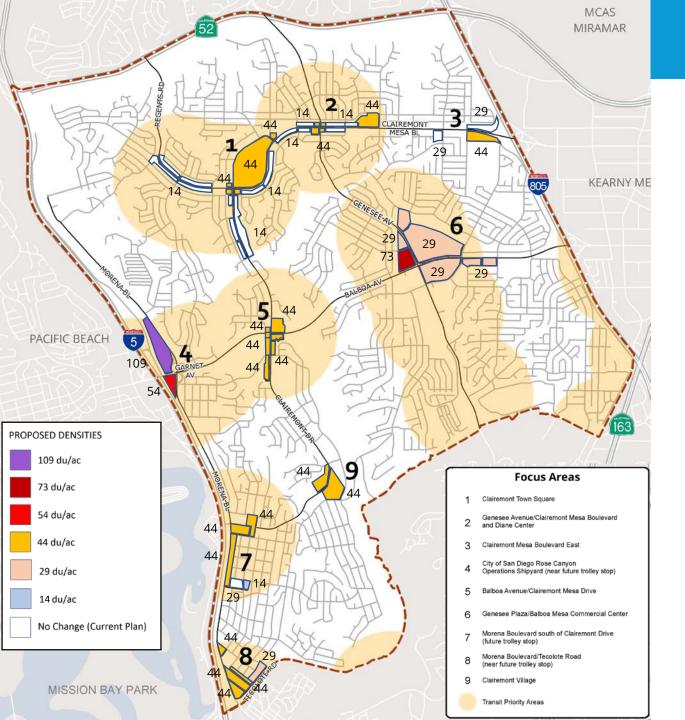


6,564 DU

Within Mid-Coast Trolley TPA Focus Areas 4, 7 & 8:



3,701 DU



CLAIREMONT COMMUNITY PLAN UPDATE **Draft** Land Use Scenarios 5/9/19

SCENARIO A

CENTERS & NODES FOCUSED

- Increases residential densities at Centers and Nodes – which are major road intersections served by transit
- Maintains Corridors at current plan densities, with the exception of Clairemont Drive, south of Balboa Avenue (Focus Area 5)

Total Increase above Adopted Plan:

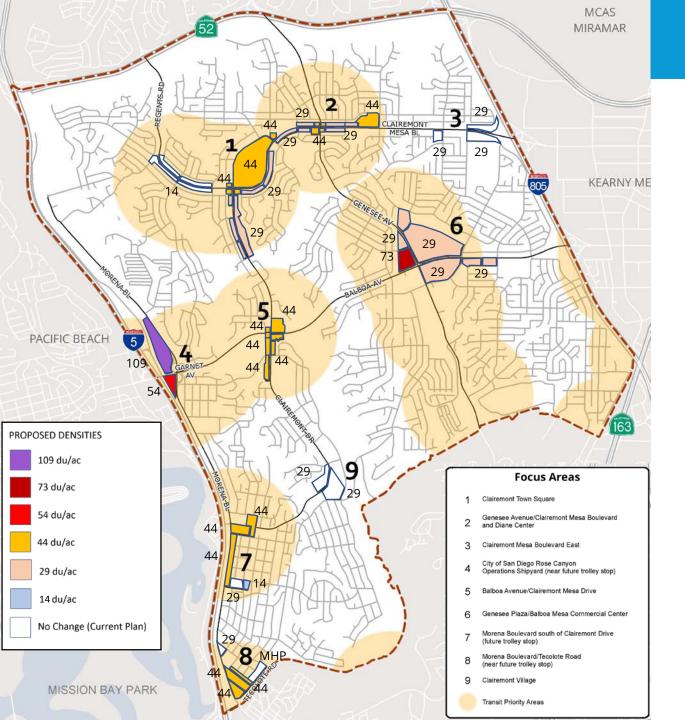


5,577 DU

Within Mid-Coast Trolley TPA Focus Areas 4, 7 & 8:



2,739 DU



CLAIREMONT COMMUNITY PLAN UPDATE **Draft Land Use Scenarios 5/9/19**

SCENARIO B

CENTERS, NODES & CORRIDORS FOCUSED

- Increases residential densities at Centers and Nodes – which are major road intersections served by transit
- Increases densities along Corridors

Total Increase above Adopted Plan:

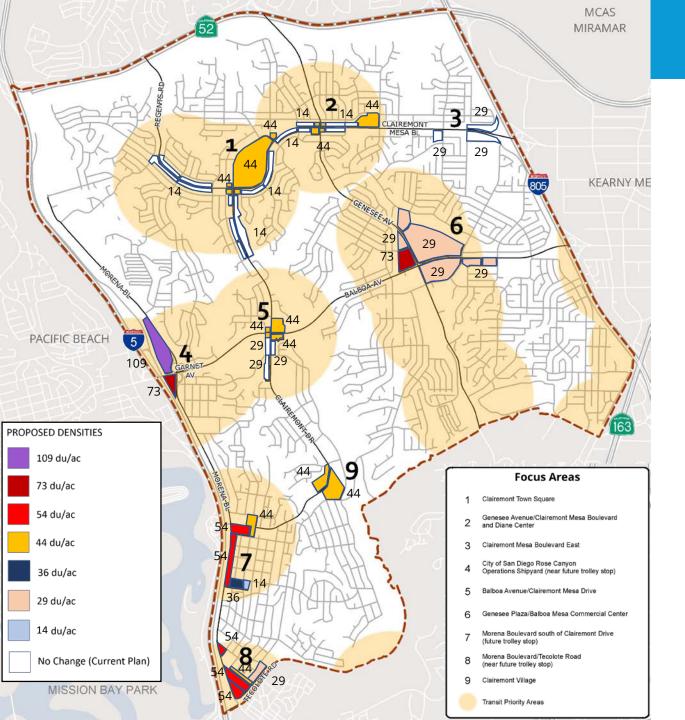


5,691 DU

Within Mid-Coast Trolley TPA Focus Areas 4, 7 & 8:



2,670 DU



CLAIREMONT COMMUNITY PLAN UPDATE **Draft Land Use Scenarios 5/9/19**

SCENARIO C

MID-COAST TROLLEY FOCUSED

- Focuses higher residential densities near the Mid-Coast Trolley stations – Tecolote Road, Clairemont Drive and Balboa Avenue
- Increases residential densities at Centers and Nodes – which are major road intersections served by transit
- Maintains Corridors at current plan densities

Total Increase above Adopted Plan:

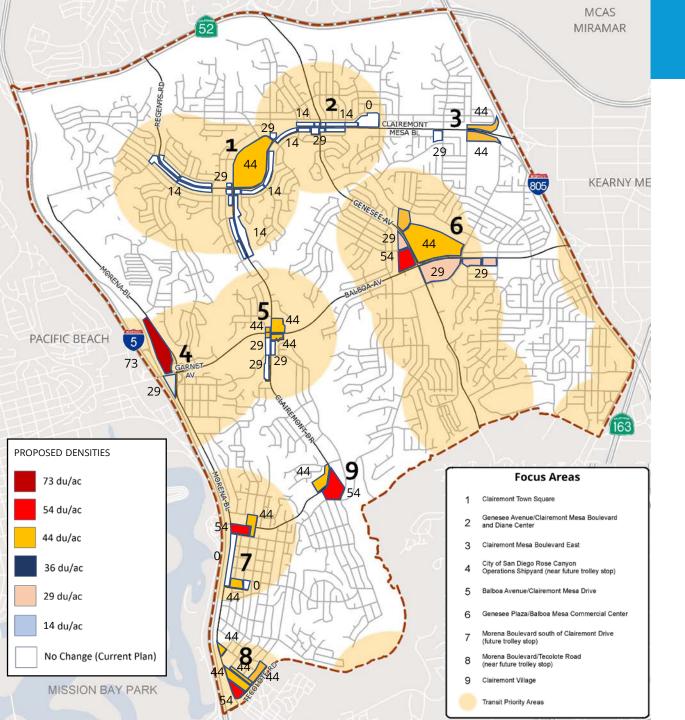


5,643 DU

Within Mid-Coast Trolley TPA Focus Areas 4, 7 & 8:



3,075 DU



CLAIREMONT COMMUNITY PLAN UPDATE **Draft Land Use Scenarios 6/11/19**

CPU AD-HOC SUBCOMMITTEE RECOMMENDATION

 Focuses higher residential densities at nodes and centers

Total Increase above Adopted Plan:



4,981 DU

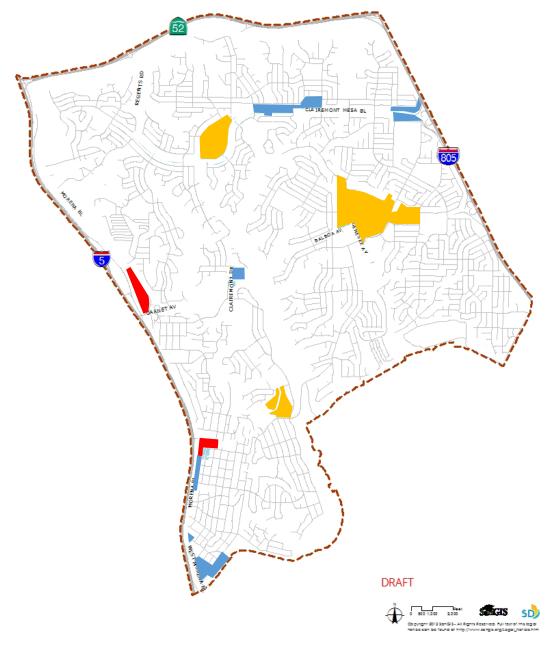
Within Mid-Coast Trolley TPA Focus Areas 4, 7 & 8:



2,184 DU



Overview: Building Height Concepts



Concept 1:

Working with Topography

Concept 2:

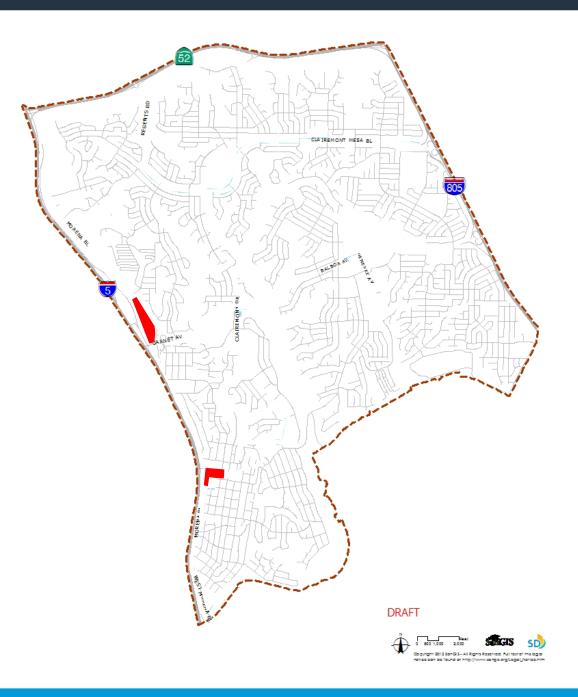
Transitions in Height from the Center to the Neighborhood

Concept 3:

Architectural Variation



Building Height Concept



Concept 1: Working with Topography

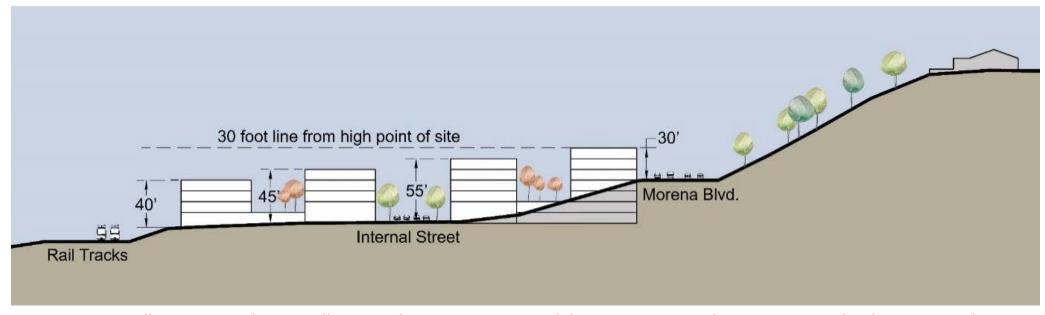


Rose Canyon Operations Yard





Rose Canyon Operations Yard



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal

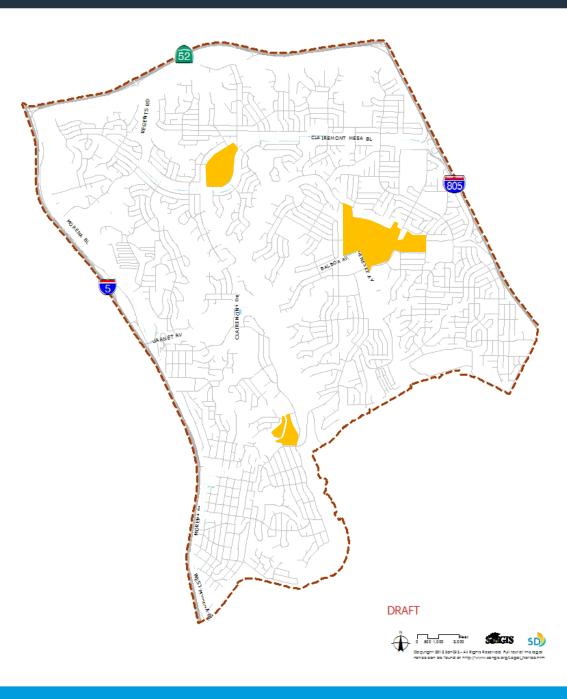


Rose Canyon Operations Yard

Internal View " Main Open Space Terraces Street"

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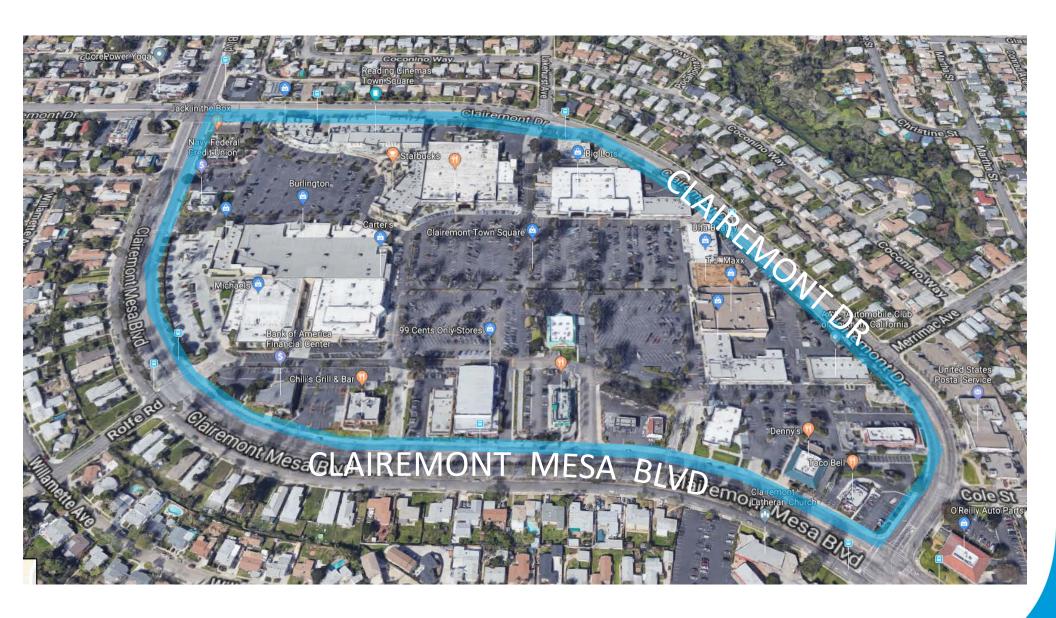


Concept 2:

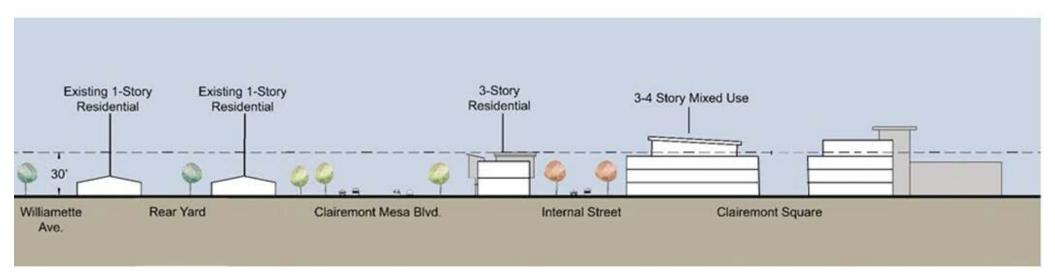
Transitions in Height from the Center to the Neighborhood



Clairemont Town Square



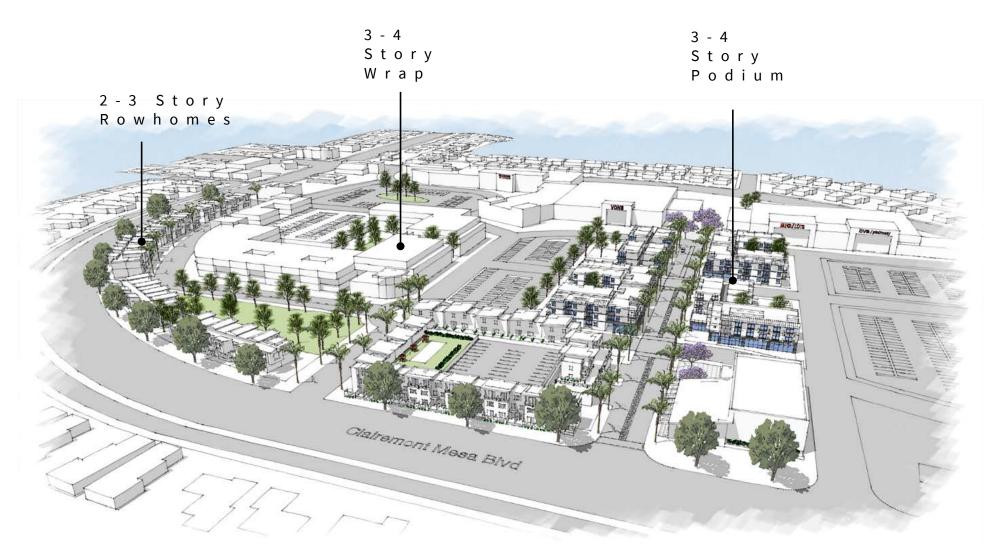
Concept: Building Height Transitions



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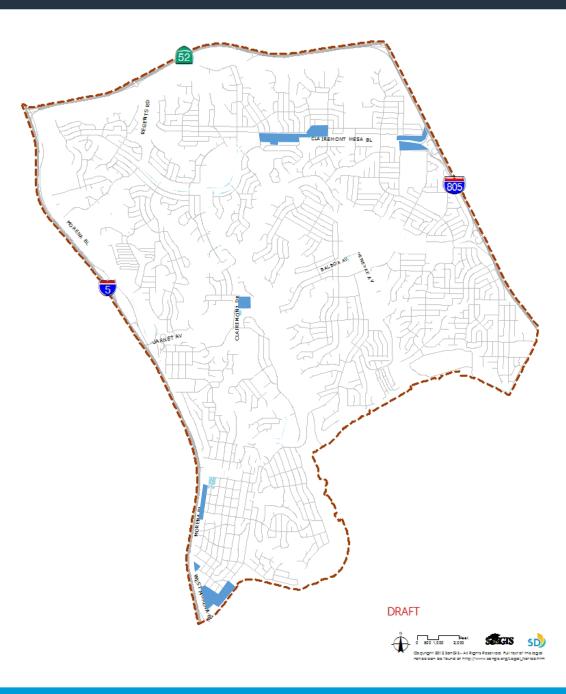


Clairemont Town Square



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal





Concept 3: Architectural Variation



Architectural Variation: Multifamily Residential



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal



Architectural Variation: Multifamily Residential



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal



Architectural Variation: Mixed-use



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal



Architectural Variation: Mixed-use



DRAFT – All images are shown to illustrate planning concepts and do not represent a design, project or land use proposal



Clairemont Community Plan Update

Multi-use Path

- Conrad Ave
 - Multi-use path on north side of road
 - Immediately adjacent to schools and retail



