

CLEARFIELD CITY COUNCIL MEETING MINUTES
6:00 PM WORK MEETING
March 10, 2026

City Building
55 South State Street
Clearfield City, Utah

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PRESIDING: Mayor Mark Shepherd

PRESENT: Mayor Mark Shepherd, Councilmember Karece Thompson, Councilmember Nike Peterson, Councilmember Megan Ratchford, Councilmember Danielle King

ABSENT: Councilmember Dakota Wurth

STAFF PRESENT: Assistant City Manager Spencer Brimley, City Attorney Stuart Williams, Community Services Director Eric Howes, Police Chief Kelly Bennett, Assistant Police Chief Devin Rogers, Lieutenant Scott Manookin, Sergeant Ginny Vance, Detective Blake Whitehead, Sergeant Colby Rasmussen, Public Works Director Adam Favero, Public Works Deputy Director Braden Felix, Associate Planner Tyson Stoddard, Community Relations Director Shaundra Rushton, Deputy City Recorder Chersty Titensor

VISITORS: Taylor Moore, Carson Cronk

Mayor Shepherd called the meeting to order at 6:05 p.m.

DISCUSSION ON THE INTERLOCAL AGREEMENT WITH DAVIS COUNTY FOR PROP 1 FUNDING FOR THE CANAL TRAIL SHARED USE PATH

Braden Felix, Deputy Public Works Director, opened the discussion regarding two interlocal agreements with Davis County for Prop 1 transportation funding. He presented both the Canal Trail and Depot Street projects together for context.

Mr. Felix explained that funding was originally pursued through third-quarter sales tax funds but was reassigned by the County to Prop 1 (fourth-quarter) transportation funds, which were prioritized for transportation-related improvements. He reported that the City was awarded approximately \$219,000 for the Depot Street project and \$363,000 for the Canal Trail project.

Mr. Felix described the Canal Trail alignment, noting that it would close an existing gap between trail segments near 200 South and 300 North. He indicated that design work had already been coordinated with Jones & Associates and that \$150,000 had been previously budgeted, positioning the project well for completion.

For the Depot Street project, Mr. Felix explained that the work aligned with the City's Active Transportation Implementation Plan. Due to constraints associated with nearby development and roadway width, staff proposed relocating bike lanes and incorporating a pedestrian trail behind the Lotus development in coordination with UTA. The project would improve connectivity and tie into existing infrastructure, including the 700 South underpass.

Mayor Shepherd inquired about the City's financial commitment. Mr. Felix indicated a required 20 percent match but cautioned that federal funding requirements, including potential Davis-Bacon wage impacts, could increase the City's contribution to approximately 50 percent. Construction was anticipated in 2027, with flexibility for payments across budget years. Councilmember Peterson acknowledged the likelihood of federal wage requirements.

The Council expressed general support for the projects.

DISCUSSION ON THE INTERLOCAL AGREEMENT WITH DAVIS COUNTY FOR PROP 1 FUNDING FOR THE DEPOT STREET BIKE LANES AND SHARED USE PATH

The discussion on this item was consolidated into the first item on the agenda.

DISCUSSION OF THE ZONING MAP AMENDMENT REQUEST TO REZONE THE FRONT PORTION (APPROXIMATELY 0.5 ACRES) OF THE PROPERTY LOCATED AT 260 WEST 1700 SOUTH FROM R-3 (RESIDENTIAL) TO C-2 (COMMERCIAL

The Council considered a rezone request for the Garden Storage property. Tyson Stoddard, Associate Planner, presented the proposal to rezone approximately 0.5 acres from R-3 residential to C-2 commercial while retaining the remainder of the property as R-3. Mr. Stoddard explained that the property consisted of older multifamily residential structures and an existing storage facility and that the rezone would facilitate subdivision and redevelopment of the frontage along Antelope Drive for commercial use. The proposal was consistent with the General Plan's General Commercial designation, and the Planning Commission had recommended approval. Mayor Shepherd indicated the request was straightforward, and the Council raised no concerns. The item was scheduled for a future public hearing on March 24, 2026.

DISCUSSION OF THE ZONING MAP AMENDMENT REQUEST TO REZONE THE PROPERTIES LOCATED AT 240 EAST 1700 SOUTH FROM C-2 (COMMERCIAL) AND A-1 (AGRICULTURAL) TO C-2 (COMMERCIAL), R-3 (RESIDENTIAL), AND R-1-6 (RESIDENTIAL), TO ALLOW FOR A MIXED-USE DEVELOPMENT

Tyson Stoddard, Associate Planner, presented a second rezone request involving two parcels totaling approximately 2.6 acres. The proposal included C-2 commercial zoning along Antelope Drive, R-3 townhomes in the middle portion, and R-1-6 single-family homes at the rear. Mr. Stoddard explained that the proposal was consistent with the General Plan's General Commercial designation, which allowed mixed-use development, provided commercial components were included. The concept plan included approximately 18 townhomes and two single-family lots.

Council discussion focused heavily on land use compatibility, access, and transportation impacts:

- Mayor Shepherd questioned whether additional smaller-lot housing could improve affordability rather than limiting the rear to two single-family lots.
- Councilmember Peterson emphasized consistency with surrounding development patterns and supported maintaining single-family transitions adjacent to existing neighborhoods.
- Councilmember Peterson raised significant concerns regarding access, noting that reliance on a single access point from Antelope Drive would create traffic conflicts and safety issues, particularly near a signalized intersection.
- Councilmember Peterson stated that without a secondary access route, the proposal did not meet appropriate land use standards, despite otherwise reasonable zoning transitions.

Staff and Council discussed the City's Transportation Master Plan, which identified a future extension of 1800 South through the property. However, portions of that route were currently private and not under City control. Spencer Brimley, Assistant City Manager, and councilmembers discussed potential complications with long access easements, maintenance responsibilities, and subdivision feasibility if adequate access was not secured. Councilmember Ratchford expressed concern about the scale of development relative to access and indicated discomfort making a decision without further analysis.

The applicant representative explained that the reduced commercial depth was intentional to attract higher-quality, community-serving uses rather than large-scale commercial operations. They also acknowledged challenges with adjacent property ownership preventing coordinated development or access.

Discussion concluded with consensus that:

- Access and transportation connectivity were primary concerns
- A development agreement would be required if the rezone proceeded
- Additional time and analysis were needed before Council consideration

No action was taken, and staff was directed to continue working with the developer to address concerns.

DISCUSSION ON GARAGE DIMENSION REQUIREMENTS AT THE WILCOX FARMS SUBDIVISION.

Mayor Shepherd introduced a discussion regarding non-compliance issues within the Wilcox Farms development. Staff explained that the builder (Lennar) had modified approved plans by adding basements, which raised foundation heights and required interior garage staircases. These changes reduced functional garage space below the intended two-car capacity.

Council discussion addressed several key issues:

- Deviation from approved plans without prior City approval
- Conflict between City expectations and State Code, which limited the City's ability to require functional two-car parking

- Development Agreement language, which emphasized architectural diversity and neighborhood quality but did not explicitly prohibit certain garage configurations

Councilmember Peterson expressed concern that developers had repeatedly altered approved plans to increase profitability, undermining affordability goals and prior Council concessions. Councilmember King noted real-world impacts, including residents being unable to park in garages and receiving citations for street parking. Staff and the City Attorney outlined potential options:

- Enforce the existing development agreement and pursue legal remedies (with cost and risk)
- Require a new or amended development agreement to address non-compliance and clarify expectations
- Allow modifications to proceed to avoid prolonged disputes while preserving neighborhood quality

Councilmember Thompson arrived at 6:57 p.m.

Mayor Shepherd acknowledged frustration but emphasized the need to balance enforcement with practical outcomes and the City's reputation for working cooperatively with developers. Staff recommended pursuing a formal amendment to the development agreement to:

- Address garage design issues
- Reaffirm expectations for architectural diversity
- Ensure compliance moving forward

Council generally supported the direction, recognizing it as a pragmatic solution while preserving some level of accountability.

Councilmember Peterson moved to adjourn the work meeting to reconvene in the policy meeting at 7:06 p.m., seconded by Councilmember Ratchford.

The meeting reconvened at 7:28 p.m.

DEPARTMENT UPDATES

Police Department Update – Mental Health Officer Program

Kelly Bennett, Police Chief, introduced members of the department leadership that were present in the meeting, including supervisory and command staff, and explained recent internal restructuring within the department.

Detective Blake Whitehead provided an overview of the City's Mental Health Officer program. Detective Whitehead explained their professional background in investigations, including financial crimes, and described how that experience informed their transition into a mental health-focused role emphasizing compassion and follow-up. Detective Whitehead reported that the program was unique compared to other jurisdictions, particularly in its emphasis on post-response follow-up, rather than only crisis response. He noted that other agencies, such as CIT

units, typically responded to incidents but relied on external providers for ongoing care, whereas Clearfield's model emphasized continued engagement.

Program statistics were provided for the initial reporting period:

- 60 clients served through follow-up contacts
- 11 cases initiated proactively by the officer
- 20 hours of specialized mental health training completed
- 4 criminal justice diversions achieved
- 35 clients connected to supportive resources

Detective Whitehead emphasized that proactive engagement and relationship-building had led to measurable success, including preventing individuals from remaining in cycles of crisis or entering the criminal justice system unnecessarily. A detailed case example was shared involving a resident experiencing a mental health crisis. Detective Whitehead described ongoing outreach efforts that ultimately led to successful intervention and connection to services, highlighting the program's impact on community trust and outcomes.

Council expressed appreciation for the program and its outcomes.

Police Department Update – Vehicle Incident

Chief Bennett provided an update on a recent police vehicle accident. An officer responding to a cardiac arrest call was involved in a collision when another driver made a left-hand turn. The officer sustained minor injuries and had returned to work. The vehicle incurred approximately \$26,000 in damages. The City had initiated a claim through insurance and would coordinate with risk management and fleet services regarding repair or replacement. No further action was required.

Community Services Update – Bicentennial Park Basketball Court Grant

Eric Howes, Community Services Director, reported that the City had been awarded a grant in partnership with the Utah Jazz and private partners to construct a new basketball court at Bicentennial Park. The project included:

- Approximately \$120,000 in funding support
- Additional in-kind contributions, including concrete work
- Coordination with private partners for construction

The City's responsibilities included design coordination, project management, and hosting a ribbon-cutting event. The project was described as a positive community investment opportunity.

Communications / Council Initiatives Update

Shaundra Rushton, Communications Manager, provided an update on a mural project, noting that:

- Final design had been approved by the County

- Contracts with the property owner and artist were complete
- Installation timeline had been accelerated, with work anticipated to begin in March rather than April

Council acknowledged the progress.

Opioid Settlement Funding

Stuart Williams, City Attorney, explained that the City was a recipient of funding through national opioid litigation settlements. He anticipated the amount of the settlement would be approximately \$7,000. These funds were restricted in use and must be allocated toward eligible purposes, including opioid prevention, treatment, and mitigation efforts. It was noted that the Police Department's Mental Health Officer program aligned with allowable uses of the funding, particularly in areas of intervention, diversion, and connection to services. Staff indicated that the program could be supported, in part, through these funds.

Council discussed the importance of ensuring that expenditures comply with settlement requirements and are directed toward programs that provided measurable community benefit. The conversation emphasized using the funds strategically to support existing initiatives that addressed substance abuse and mental health needs.

No formal action was taken. Staff would continue to evaluate eligible uses and may return with recommendations for allocation of opioid settlement funds in the future.

DISCUSSION ON RETAIL IN CLEARFIELD 2.0

Spencer Brimley, Assistant City Manager & Economic Development Director, led the discussion to present a preliminary map identifying areas of potential economic investment and redevelopment focus. Mr. Brimley explained that the discussion was intended to help Council evaluate strategic priorities for retail recruitment and infrastructure investment. Key themes included:

Strategic Planning and Investment Approach

Mr. Brimley outlined three primary considerations identified by Council:

1. Identifying areas of opportunity citywide
2. Determining costs associated with development (including professional services and feasibility analysis)
3. Evaluating the role of CDRA/RDA funding in supporting projects

Mr. Brimley emphasized that while the City had undertaken multiple initiatives, measurable results often took time due to the nature of economic development.

RDA/CDRA Funding and Constraints

Mr. Brimley reviewed the status of redevelopment project areas, noting that several RDAs had recently closed or would be closing soon. The Council was informed that changes in state law significantly reduced the timeframe for spending remaining funds (from five years to six months, with possible extension). This change required the City to be more deliberate and strategic in allocating available funds within eligible project areas. Mr. Brimley indicated that current CDRA fund balances were “healthy,” but no exact figures were available at the time.

Use of Incentives and Infrastructure

Discussion focused on how available funds could be used to:

- Provide retail incentives where allowed by statute
- Fund infrastructure improvements to support development
- Bridge financial gaps for projects that would not otherwise be feasible

Mr. Brimley noted that retail incentives must meet statutory requirements but that infrastructure investments could indirectly support retail growth. Councilmember Ratchford suggested amenities such as a splash pad as potential community investments.

Market Conditions and Retail Challenges

Mr. Brimley referenced a prior market study from 2015, and noted that retail challenges identified at that time persisted and had, in some cases, worsened. It was discussed that:

- Retail development often required financial incentives
- Certain areas of the City may require substantial investment to attract development
- Infrastructure limitations can hinder project feasibility

Target Areas and Ongoing Projects

Staff identified several focus areas and projects, including:

- Clearfield Station
- Legend Hills / Crush development area
- Lakeside Square development
- Potential redevelopment corridors along Antelope Drive

Mayor Shepherd noted that participation in industry events, such as ICSC, helped market those opportunities and attract developers.

Connectivity and Community Integration

Mr. Brimley emphasized the importance of connecting retail to existing infrastructure, such as trails and transportation systems. A specific example was provided of residents walking via trail connections to access retail destinations, demonstrating the value of integrated planning.

Council Direction

Council discussion indicated:

- A desire for additional data and financial analysis before prioritizing projects
- Recognition that resources were limited relative to development needs
- Support for a strategic, project-by-project approach to retail investment

Mayor Shepherd emphasized the need to evaluate opportunities based on available funding and long-term impact.

**APPROVED AND ADOPTED
This 28th day of April 2026**

/s/ Mark R. Shepherd, Mayor

ATTEST:

/s/ Nancy R. Dean, City Recorder

I hereby certify that the foregoing represents a true, accurate, and complete record of the Clearfield City Council meeting held Tuesday, March 10, 2026.

/s/ Nancy R. Dean, City Recorder