

CLEARFIELD CITY COUNCIL MEETING MINUTES
6:00 PM WORK MEETING
September 08, 2026

City Building
55 South State Street
Clearfield City, Utah

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PRESIDING: Mayor Mark Shepherd

PRESENT: Mayor Mark Shepherd, Councilmember Nike Peterson, Councilmember Megan Ratchford, Councilmember Dakota Wurth, Councilmember Danielle King

ABSENT: Councilmember Karece Thompson

STAFF PRESENT: City Manager JJ Allen, Assistant City Manager Spencer Brimley, City Attorney Stuart Williams, Victim Advocate Teresa Vigil, Community Services Director Eric Howes, Police Chief Kelly Bennett, Public Works Director Adam Favero, Community Development Director Stacy Millgate, Planner Tyson Stoddard, Community Relations Director Shaundra Rushton, City Recorder Nancy Dean, Deputy City Recorder Chersty Titensor

VISITORS: Michael Christensen, Michelle Hicks – Animal Control Davis County, Tasha Kosano

Mayor Shepherd called the meeting to order at 6:00 p.m. and noted that Councilmember Thompson was excused. Because the Davis County Animal Care representative had not yet arrived, Mayor Shepherd adjusted the order of the meeting and proceeded with the discussion regarding a temporary land use regulation for data centers.

DISCUSSION OF A PROPOSED TEMPORARY LAND USE REGULATION - DATA CENTERS

Associate Planner Tyson Stoddard explained that the proposed temporary land use regulation followed the Council's previous discussion regarding data centers. He stated that data centers were an evolving land use that was not specifically defined or categorized in the City Code and could have significant infrastructure and operational impacts, including electrical and water demands, that were not fully addressed by existing regulations. The proposed temporary regulation would provide up to 180 days for the City to study the use and consider permanent regulations while protecting the City's ability to plan for potential impacts. If adopted, the regulation would apply citywide and temporarily restrict construction of new data centers, conversion or alteration of buildings for data center use, expansion of existing data centers, and associated subdivision activity. Mr. Stoddard clarified that the regulation would not determine

that data centers were permanently prohibited or incompatible with any zoning district. Staff recommended adoption of the temporary regulation and direction to study data centers and potential permanent regulations. If the Council declined to adopt the temporary regulation, staff still recommended studying the use and its impacts.

Councilmember Peterson asked whether the temporary regulation would allow the City time to respond to anticipated changes at the state level rather than making individual administrative determinations under the City's existing process. Councilmember King stated that the Legislature was actively studying data centers, including regulatory thresholds, tax incentives, and energy demands. She supported providing Clearfield an opportunity to establish its own policy rather than leaving the determination to an administrative decision when a data center use was proposed. Councilmember Peterson agreed.

DISCUSSION OF A PROPOSED CITY-INITIATED ZONING TEXT AMENDMENT TO REMOVE TRAILER SALES AS A PERMITTED USE IN THE T-C ZONE (TOWN MIXED COMMERCE) AND ESTABLISH TRAILER SALES AS A CONDITIONAL USE IN THE M-1 ZONE (MANUFACTURING)

Associate Planner Tyson Stoddard reviewed proposed amendments related to trailer sales. He explained that trailer sales had not originally been a permitted use in the Town Center (TC) Form Based Code when it was established in 2020. In 2025, the code was amended to allow trailer sales following uncertainty over whether the use could be classified as motor vehicle sales and discussions involving a prospective State Street business, the Office of the Property Rights Ombudsman, and the City Council.

Following additional evaluation of the existing trailer sales business, staff determined that trailer sales had operational characteristics distinct from motor vehicle sales, including outdoor display and trailer stacking, and were more compatible with the M-1 Manufacturing Zone than the mixed-use character intended for downtown. The proposed amendment would establish a definition for trailer sales, remove trailer sales as a permitted use in the TC Zone, retain applicable Form Based Code development standards for legal nonconforming trailer sales uses, and establish trailer sales as a conditional use in the M-1 Zone. Mr. Stoddard reported that the Planning Commission had recommended approval of the text amendment based on the findings in the staff report. Mayor Shepherd stated that the proposed approach made sense.

DISCUSSION OF A CITY-INITIATED ZONING TEXT AMENDMENT TO TITLE 11 OF THE CLEARFIELD CITY CODE FOR RESIDENTIAL DESIGN AND PARKING AMENDMENTS

Associate Planner Tyson Stoddard reviewed proposed amendments intended to bring the City Code into compliance with Utah Code § 10-20-618, which limited municipal authority over certain residential design elements and parking requirements for single-family, two-family, and townhome development. Mr. Stoddard explained that the amendments would reduce the City's minimum finished floor area requirement from 1,200 square feet to 1,000 square feet where applicable, consistent with the maximum allowed under state law. He also explained that state law prohibited a municipality from requiring a garage for residential development meeting the

statutory definition of affordable housing, defined as 80% of the median county home price, and established limitations on parking and garage dimensions.

Mr. Stoddard stated that the amendments otherwise generally maintained the City's existing requirements for attached two-car garages for single-family, two-family, and townhome development. The amendments also proposed a new definition of "townhome," added townhomes as permitted uses in the R-2 and R-3 Zones, and limited connected townhome buildings to a maximum of six units, consistent with previous development agreements and the downtown Form Based Code. Mr. Stoddard presented the proposed townhome definition and explained that the draft stated that townhome developments "may" be regulated using multifamily development standards for site design, open space, landscaping, and similar requirements.

Councilmember Peterson questioned the use of "may" rather than mandatory language. Councilmember Peterson stated that if multifamily standards were considered the appropriate standards for townhome developments, the ordinance should clearly require their application rather than create ambiguity regarding which standards would apply. Mr. Stoddard agreed with the concern and stated that he could not identify a situation in which the City would not regulate the development in that manner. Mr. Stoddard agreed to revise the language before the item went to the policy meeting, absent Council objections.

Councilmember King asked whether the new state law specifically referenced townhomes. Mr. Stoddard confirmed that townhomes were specifically referenced in the parking and garage dimension provisions. Councilmember King confirmed that the statute prohibited requiring covered parking for qualifying affordable housing but still allowed the City to require two uncovered parking spaces. Councilmember King clarified that, under the proposed City amendments, the primary distinction for housing falling within the statutory affordability threshold would be whether a garage could be required. Mr. Stoddard confirmed that interpretation.

Mr. Stoddard reported that the Planning Commission had received public comment supporting optional garages in all zones and questioning whether the statutory affordable housing threshold would apply to much new construction based on current county home values. Mr. Stoddard stated that, regardless of how frequently the threshold might apply, the City Code needed to comply with state law. The Planning Commission recommended approval of the amendments.

Councilmember Wurth asked about the rationale for requiring attached two-car garages for townhomes and noted that some existing townhome developments could not be constructed under that requirement. Mr. Stoddard explained that garages helped provide orderly parking and reduced spillover onto public streets. Mayor Shepherd added that garages also provided storage space for residents. Councilmember Wurth suggested that allowing developers some flexibility regarding garages could have value when the objective was to create denser and potentially more affordable housing.

Councilmember Peterson discussed concerns with garage, driveway, and street dimensions in newer townhome developments. Councilmember Peterson stated that some garages and

driveways were not functionally sized for modern vehicles, which resulted in vehicles extending into sidewalks or parking on narrow streets. She emphasized that eliminating garage requirements would need to be accompanied by adequate street circulation, roadway widths, driveway dimensions, or other parking accommodations to maintain access for police, fire, snow removal, and other services. Mayor Shepherd agreed that adequate roadway and driveway dimensions would be necessary if garages were not required, particularly because winter parking restrictions limited the use of streets for overnight parking.

Councilmember Peterson stated that the City should retain appropriate development standards that addressed the long-term functionality and safety of neighborhoods, even when state policy was focused on reducing housing costs. Councilmember Peterson indicated a willingness to consider eliminating townhome garage requirements if subdivision and circulation standards were adjusted to provide adequate alternative parking and emergency access. Councilmember King asked whether the City could still require two off-street parking spaces, and Mayor Shepherd stated that this could require driveways of sufficient depth.

Mr. Stoddard noted that garages were not currently required for townhomes in the downtown area, yet developers had generally chosen to construct garages. Councilmember King observed that parking problems had still occurred in some developments where garages or parking areas were inadequate. Councilmember Peterson reiterated concerns regarding the cumulative loss of municipal authority over local development standards and emphasized the City's responsibility to maintain safe and functional neighborhoods. Mayor Shepherd discussed the challenges of achieving housing affordability through regulatory changes alone and noted that market conditions continued to influence housing prices.

DISCUSSION OF A ZONING MAP AMENDMENT REQUEST TO REZONE
APPROXIMATELY 2.6 ACRES OF THE PROPERTY LOCATED AT 1000 EAST ANTELOPE
DRIVE FROM M-1 (MANUFACTURING) TO C-2 (COMMERCIAL), AND APPROXIMATELY
5 ACRES OF THE PROPERTY TO R-3 (RESIDENTIAL)

Associate Planner Tyson Stoddard presented a proposed rezone for approximately 7.62 acres at the corner of 1000 East and Antelope Drive. The property was zoned M-1 Manufacturing and contained a residential dwelling and commercial storage, primarily of camping trailers. The applicant proposed rezoning approximately 2.6 acres near the corner to C-2 Commercial and approximately five acres at the rear to R-3 Residential.

Mr. Stoddard explained that the conceptual plan showed an approximately 28,000-square-foot, two-story commercial building, with medical office identified as a potential use, and approximately 67 townhomes at a density of approximately 13.4 units per acre. He clarified that the medical office use was conceptual and no tenant had been finalized.

Mr. Stoddard reported that the Davis and Weber Counties Canal Company had submitted written comments regarding an irrigation line along Antelope Drive and a pressurized water line along 1000 East. Residents from an adjacent Layton neighborhood raised concerns regarding traffic on 1000 East, particularly during morning and afternoon peak periods and when trains blocked nearby crossings. Residents also expressed concerns about pedestrian safety and incomplete

sidewalks on both the Clearfield and Layton sides of the roadway.

Mayor Shepherd noted that Layton City had obtained funding for pedestrian improvements. Mr. Stoddard stated that Layton was planning a pedestrian bridge and that Layton public works staff anticipated completing the project by approximately the end of 2028, with the federal grant requiring completion by the end of 2030. Councilmember Wurth asked about the location of the bridge, and Councilmember Peterson noted that the project was intended to provide continuous pedestrian access between Gordon Avenue and Antelope Drive.

Mr. Stoddard reported that the Planning Commission recommended approval of the rezone subject to a development agreement. The applicant had expressed willingness to address development timelines, standards, site layout, and owner-occupancy requirements through the agreement. The applicant anticipated the townhomes would be a for-sale product and was willing to evaluate owner-occupancy requirements.

Mr. Stoddard explained that staff found the proposed rezone generally consistent with the General Plan and Station Area Plan. Manufacturing was not envisioned as the long-term use for the property, while commercial and residential uses could support the City's transit-oriented development goals and proximity to the Clearfield FrontRunner Station. The General Plan identified the area primarily for commercial use but allowed residential development when commercial development was included as part of the project. Mr. Stoddard stated that the Council would need to determine whether the proposed amount of commercial development sufficiently fulfilled the City's vision for the Antelope Drive corridor.

Councilmember Ratchford asked whether the commercial parking area could result in reduced parking within the residential portion. Mr. Stoddard stated that the residential development would still be required to satisfy the City's multifamily parking standards and indicated that three-bedroom townhomes would require approximately 2.67 parking spaces per unit. Mayor Shepherd anticipated that some shared or cross-access parking could potentially occur because commercial parking would generally be less utilized at night.

Councilmember Peterson stated that the combination of commercial and residential uses could work but expressed concern that the conceptual plan did not provide enough commercial development to justify the requested residential component. Councilmember Peterson compared the proposal with development north of Antelope Drive, where significant commercial activity had accompanied residential development, and stated that the conceptual medical office appeared substantially overparked. Councilmember Peterson believed the commercial component should provide a more meaningful contribution to the commercial corridor rather than represent the minimum amount necessary to facilitate housing on the remainder of the site.

Mr. Stoddard cautioned against evaluating the conceptual site plan too specifically because the current application concerned the rezone rather than final site design. Councilmember Peterson acknowledged that distinction but stated that because the rezone was a legislative decision and would be accompanied by a development agreement, the Council should determine whether the applicant was making a sufficient commitment to the commercial vision for the corridor.

Mayor Shepherd stated that the site presented significant engineering and grading challenges, particularly on the commercial portion near Antelope Drive. Mayor Shepherd supported residential development on the lower portion of the site and stated that detailed issues such as building size, phasing, and development progression could be addressed through the development agreement. Mayor Shepherd supported the overall commercial/residential concept and particularly supported three-bedroom for-sale townhomes because of the limited supply of that housing type.

Councilmember Wurth expressed support for the potential redevelopment and believed the traffic impacts might be manageable based on familiarity with the area. Mayor Shepherd acknowledged that 67 townhomes would generate additional vehicles but noted that train crossings also periodically stopped northbound traffic, creating opportunities for vehicles to enter and exit 1000 East. Staff indicated that the rezone was expected to return for Council consideration in approximately two weeks.

UPDATE FROM ANIMAL CARE OF DAVIS COUNTY – DIRECTOR, MICHELLE HICKS

Mischelle Hicks, Davis County Animal Care Director, presented a report regarding services provided by Davis County Animal Care and Clearfield-specific activity. Ms. Hicks stated that Animal Care intended to provide reports to the City approximately twice each year.

Ms. Hicks reviewed services including shelter adoptions, owner surrenders, private rehoming assistance, field enforcement, volunteer and foster programs, the community cat program, emergency animal preparedness, a donation-supported pet food pantry, and lost-and-found resources. She stated that Animal Care employed 10 officers, including one focused on community cats, and worked with law enforcement on animal-related incidents. Ms. Hicks emphasized the importance of volunteer and foster support to shelter operations.

Ms. Hicks reported that Clearfield represented slightly more than 9 percent of Davis County's population while accounting for approximately 10.5 percent of Animal Care field services. For January through June 2026, Clearfield's most common field service calls involved animal welfare checks, followed by animal-versus-animal incidents. Hicks stated that leash law violations were often a contributing factor. She also reported 87 adoptions associated with Clearfield compared with 60 owner surrenders during the period.

Ms. Hicks discussed nuisance and barking complaints and explained that Animal Care provided information and education when complaints met ordinance requirements. She then reviewed recommendations following Animal Care patrols of parks throughout Davis County. For Steed Park, staff recommended additional leash law/pet waste signage and waste stations near the Rio Grande Rail Trail intersection, the 300 North pickleball courts, and baseball fields. Fisher Park and Hamblin Park were identified as active locations that lacked leash law and pet waste signage. Ms. Hicks also recommended replacing a faded leash law sign at Train Watch Park. She explained that visible and standardized signage assisted officers with education and enforcement and offered to provide examples of signage used by North Salt Lake.

Ms. Hicks invited the City to include Animal Care at community events when appropriate. She

reported that 68 Clearfield-related volunteers had provided more than 600 volunteer hours during 2025, excluding foster care hours. She also described programs that allowed members of the public to take shelter dogs on short outings or weekend stays, providing animals with time outside the shelter and giving staff additional information useful for matching the animals with permanent homes.

Councilmember Peterson moved to adjourn from the work-session portion of the meeting and transition to the policy meeting at 7:02 p.m., seconded by Councilmember Wurth.

RESULT: Passed [4 to 0]

YES: Councilmember Peterson, Councilmember Ratchford, Councilmember King, Councilmember Wurth

NO: None

ABSENT: Councilmember Thompson

Mayor Shepherd re-convened the work meeting at 8:00 p.m.

DEPARTMENT UPDATES

VICTIM SERVICES / VOCA FUNDING UPDATE

City Attorney Stuart Williams reported that the State had notified agencies that additional Victims of Crime Act (VOCA) funding was available and needed to be distributed within a short period. Clearfield requested an additional \$10,000 and was awarded \$8,000. Mr. Williams explained that the additional funding would allow the City to provide increased assistance through the end of the funding period and potentially serve eligible individuals outside Clearfield when appropriate to ensure the funds were used. He stated that the additional \$8,000 would be reflected in a future budget amendment.

EMPLOYEE SURVEY

Communications Manager Shaundra Rushton presented an update on the City's newly launched all employee survey. She stated that employees had received a survey containing 30 questions designed to measure overall organizational health, including employee engagement and alignment with the City's vision, direction, core values, and projects; employees' ability and resources to perform their work; whether employees felt respected and supported; opportunities for professional growth; and whether employees believed they received fair value through compensation, benefits, flexibility, and other employment factors.

Ms. Rushton explained that most questions used an agree/disagree scale and that optional open-ended questions were included at the end. The survey was being administered by Energage, a third-party survey company, to support anonymity and provide research-based questions. Ms. Rushton reported that she had met individually with seven departments or employee groups to encourage participation and explain the survey. City Manager JJ Allen noted that Ms. Rushton and Human Resources had partnered on the effort.

Ms. Rushton stated that the survey would remain open for three weeks, with results anticipated by the end of September. Staff intended to report the results to employees and departments,

identify areas for improvement, and likely repeat the survey the following year to establish comparative data. Mr. Allen indicated that the cost of repeating the survey should be anticipated in the next budget.

JETS 2.0

Communications Manager Shaundra Rushton presented two vendor options for the next phase of the City's jet display project. She explained that a new vendor had initially quoted approximately \$70,000 for four unique aircraft molds but provided a revised option for four F-35 aircraft with approximately eight-foot wingspans. She had also obtained a competing proposal from the City's previous vendor for four different aircraft designs, identified as an F-35, F-34, B-24, and B-21, with a comparable lead time. The previous vendor would also provide base paint colors so the aircraft would be ready for artists.

Ms. Rushton explained that staff had explored another vendor because of delays experienced with the previous project, although some of those delays were related to health issues experienced by the vendor. She stated that the new vendor was a larger operation and had provided a more standardized proposal, while the previous vendor was a smaller business that offered more customization and flexibility.

Mayor Shepherd stated a preference for having a variety of aircraft and noted the local connection of the B-21 to Northrop Grumman employees working in Clearfield. Councilmember Wurth identified the base color coating and the City's familiarity with the previous vendor as benefits. Councilmember Ratchford also favored incorporating different aircraft and supporting the smaller business, provided the vendor could meet the City's expectations.

Councilmember Ratchford asked whether the size and quality of the new aircraft would meet expectations, noting concerns that the previous aircraft appeared smaller than anticipated. Ms. Rushton explained that the previous vendor had complied with the dimensions originally specified by the City, but the new proposal would specifically require an eight-foot wingspan. Mayor Shepherd stated that the larger aircraft should be readily visible from the street.

Mayor Shepherd requested that the contract include a penalty or other consequence for late delivery. City Attorney Stuart Williams stated that such a provision could be included, subject to the vendor agreeing to it. Mayor Shepherd stated that the vendor needed to commit to the quoted seven to nine month delivery schedule rather than extending the schedule solely to avoid accountability for delays.

After further discussion, Mayor Shepherd asked for a consensus on the second option, involving the previous vendor and multiple aircraft designs. Councilmembers indicated agreement by consensus. Staff was therefore directed to proceed with the second vendor option, with emphasis on the specified eight-foot wingspan and contractual accountability for the delivery schedule.

FISHER PARK IMPROVEMENTS

Community Services Director Eric Howes reported on improvements underway at Fisher Park. He stated that the playground installation contractor had been working for approximately two weeks and had installed an estimated 85 to 90 percent of the playground elements. Remaining

work primarily involved smaller ground-level features and surfacing.

Mr. Howes stated that the contractor responsible for civil improvements, including sidewalks, retaining walls, and fencing, had begun work that day. The sidewalk on the south side had been removed and would be replaced with a wider, wheelchair-accessible sidewalk. Contractors were working toward installing the poured-in-place playground surfacing on approximately September 17, although Mr. Howes noted that the schedule was aggressive and temperature conditions could affect installation later in the year.

Mr. Allen asked about shade at the playground. Mr. Howes stated that four shade elements were included with the playground structure and that staff was also discussing a potential Holy Cross Hospital donation for covered benches, which could provide additional shade.

Mr. Howes also reported on the basketball court improvements at Bicentennial Park. Site preparation and road base work had been completed, a contractor had been selected, basketball standards had been ordered, and construction was anticipated to begin the following week. The Utah Jazz had expressed interest in participating in a grand opening. Although September had initially been discussed, Mr. Howes anticipated the event would likely occur in October. The Jazz had indicated that a player and the Jazz Bear could participate.

Councilmember King asked whether the City would hold a ribbon cutting for the playground. Mr. Howes stated that a date had not been established but anticipated an October event if construction remained on schedule.

POLICE COMMUNITY OUTREACH

Police Chief Kelly Bennett reviewed recent Police Department community outreach activities. Chief Bennett first reported on the Cops and Cars event held in June. The department selected the Jason W. Reed Foundation to receive event proceeds. The foundation was named for a former Centerville police officer who died in an off-duty motor vehicle accident and provided safety equipment to law enforcement agencies throughout the Wasatch Front. Chief Bennett reported that the event raised slightly more than \$4,500 for the foundation and included 144 vehicles, making it the largest Cops and Cars event to date. Attendance remained steady throughout the approximately four-hour event.

Chief Bennett then reported on the department's more recent community event, Night Out Against Crime, which also experienced record or near-record attendance. Approximately 630 meals were served. Mission Barbecue provided food to participating officers and samples for attendees. Ten agencies or community resource organizations participated. Two Clearfield businesses provided free haircuts, and AirMed also participated. Chief Bennett thanked the Council for its support and stated that the department intended to continue the outreach events in future years.

Councilmember Ratchford moved to adjourn at 8:21 p.m., seconded by Councilmember Wurth.

RESULT: Passed [4 TO 0]

YES: Councilmember Peterson, Councilmember Ratchford, Councilmember Wurth,
Councilmember King

NO: None

ABSENT: Councilmember Karece Thompson

APPROVED AND ADOPTED
This 22nd day of September 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, September 08, 2026.

/s/ Nancy R. Dean, City Recorder