

CLEARFIELD CITY COUNCIL  
AGENDA AND SUMMARY REPORT  
November 19, 2019 – SPECIAL AND WORK SESSION

*Meetings of the City Council of Clearfield City may be conducted via electronic means pursuant to Utah Code Ann. § 52-4-207 as amended. In such circumstances, contact will be established and maintained via electronic means and the meetings will be conducted pursuant to the Electronic Meetings Policy established by the City Council for electronic meetings.*

City Council Chambers  
55 South State Street  
Third Floor  
Clearfield, Utah

**6:00 P.M. SPECIAL SESSION**

***SCHEDULED ITEM:***

1. NOMINATE AND APPOINT AN ACTING MAYOR PRO TEMPORE
  
2. CANVASS THE RESULTS OF THE MUNICIPAL GENERAL ELECTION HELD ON NOVEMBER 5, 2019

**BACKGROUND:** State Law requires the governing body verify the results of the General Election, which was held on Tuesday, November 5, 2019.

**RECOMMENDATION:** Verify the official General Election results and authorize the City Recorder to report those results to the Lieutenant Governor's office.

Executive Conference Room  
55 South State Street  
Third Floor  
Clearfield, Utah

**WORK SESSION**

Quarterly Code Enforcement Update

Discussion on the City's Draft Moderate Income Housing Plan (MIHP)

**\*\*COUNCIL MEETING ADJOURN\*\***

Dated this 14<sup>th</sup> day of November, 2019.

/s/Nancy R. Dean, City Recorder

The City of Clearfield, in accordance with the 'Americans with Disabilities Act' provides accommodations and auxiliary communicative aids and services for all those citizens needing assistance. Persons requesting these accommodations for City sponsored public meetings, service programs or events should call Nancy Dean at 525-2714, giving her 48-hour notice.



## STAFF REPORT

**TO:** Mayor Shepherd and City Council Members  
**FROM:** Nancy Dean, City Recorder  
**MEETING DATE:** November 19, 2019  
**SUBJECT:** Canvass of General Election Results

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### **RECOMMENDED ACTION**

Canvass the 2019 general election results and authorize the City Recorder to submit them to the Lieutenant Governor's office.

### **DESCRIPTION / BACKGROUND**

Clearfield City contracted with the Davis County Clerk's office to conduct its Municipal General Election by mail. Utah Law stipulates that the municipal legislative body is the board of canvassers for the election returns in a municipal election. The duties of the board of canvassers include verifying the election results as presented by the County Clerk's office and declaring those individuals who had the highest number of votes elected to public office (for a new term) beginning January 1, 2020.

The official results will not be available for review until the evening of the canvass in order to allow sufficient time for any valid ballots to be counted; therefore, they are not included with this staff report.

### **IMPACT**

- a. **FISCAL** – N/A
- b. **OPERATIONS / SERVICE DELIVERY** – N/A

### **ALTERNATIVES**

N/A

### **SCHEDULE / TIME CONSTRAINTS**

The board of canvassers is required to canvass the returns no sooner than seven days after the election and no later than 14 days after the election.

### **LIST OF ATTACHMENTS**

None



## STAFF REPORT

**TO:** Mayor Shepherd and City Council Members  
**FROM:** Spencer W. Brimley, Community Development Director  
**MEETING DATE:** Tuesday, November 19, 2019  
**SUBJECT:** Quarterly Code Compliance Update

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### **DESCRIPTION / BACKGROUND**

During the February 27, 2018 public work session, staff presented information related to adoption of Title 1, Chapter 16, Code Enforcement, to allow for the ability to enforce selected ordinance violations through a civil administrative process. After discussion, City Council instructed staff to prepare the necessary paperwork to amend the City's Consolidated Fee Schedule to allow for the adoption and implementation of Title 1, Chapter 16, Code Enforcement. This change was approved and completed fully in March of 2018.

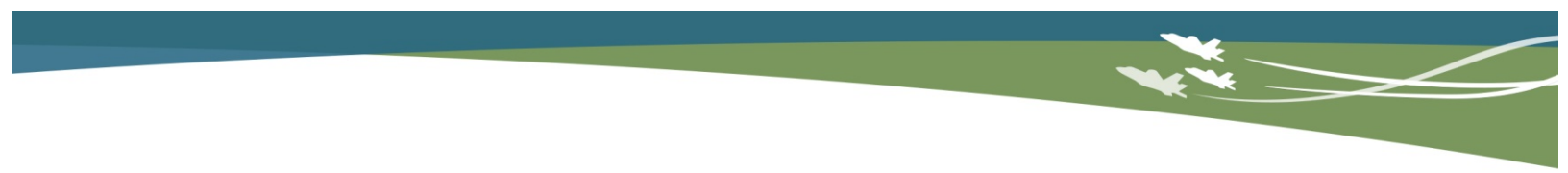
Ordinance/Code Enforcement is part of the general services expected to be provided by the City on behalf of residents, businesses, and those visiting our City. The primary purpose is the prevention, detection, investigation and enforcement of violations of statutes or ordinances regulating public health, safety and welfare, public works, business activities and consumer protection, building standards, land-use, or municipal affairs.

The adopted ordinance specifically acknowledges that the City will maintain a "general enforcement authority," which means that the City will have the power to commence administrative or criminal enforcement procedures, issue a notice of violation, inspect public and private property, abate violations upon private property, and use whatever judicial and administrative remedies are available under this code and applicable state law. The information included in this report is meant to provide the council with an update on these efforts to find additional ways to help serve the citizens, businesses, and visitors to our community.

### **CODE ENFORCEMENT UPDATE**

Each quarter code compliance staff will update the Council on outreach campaigns, current projects, and statistics related to the code compliance efforts.

Staff has created a PowerPoint presentation to illustrate efforts and accomplishments of the division. It is difficult to adequately illustrate the great work of the code officers, but it is the hope that this quarterly meeting will keep the Council be informed on efforts being made in this division for the benefit of the City. Furthermore we look forward to any feedback on ways to refine and improve our effort and the process. Tyler Seaman and Shane Crowton have been working tirelessly to fulfill the Policy Priority of "improving Clearfield's Image, Livability and Economy" by focusing on *beautification*



of the community through enforcement and increasing community *pride, investment, and involvement*. These efforts, outlined in the Strategic Plan for the City are essential to continue the resurgence of Clearfield as an essential hub of activity and opportunity along the Wasatch Front and the Region.

# Clearfield City Council Work Session

November 19, 2019





Code Compliance Division  
Tyler Seaman, Manager  
Shane Crowton, Code officer



# Presentation Agenda

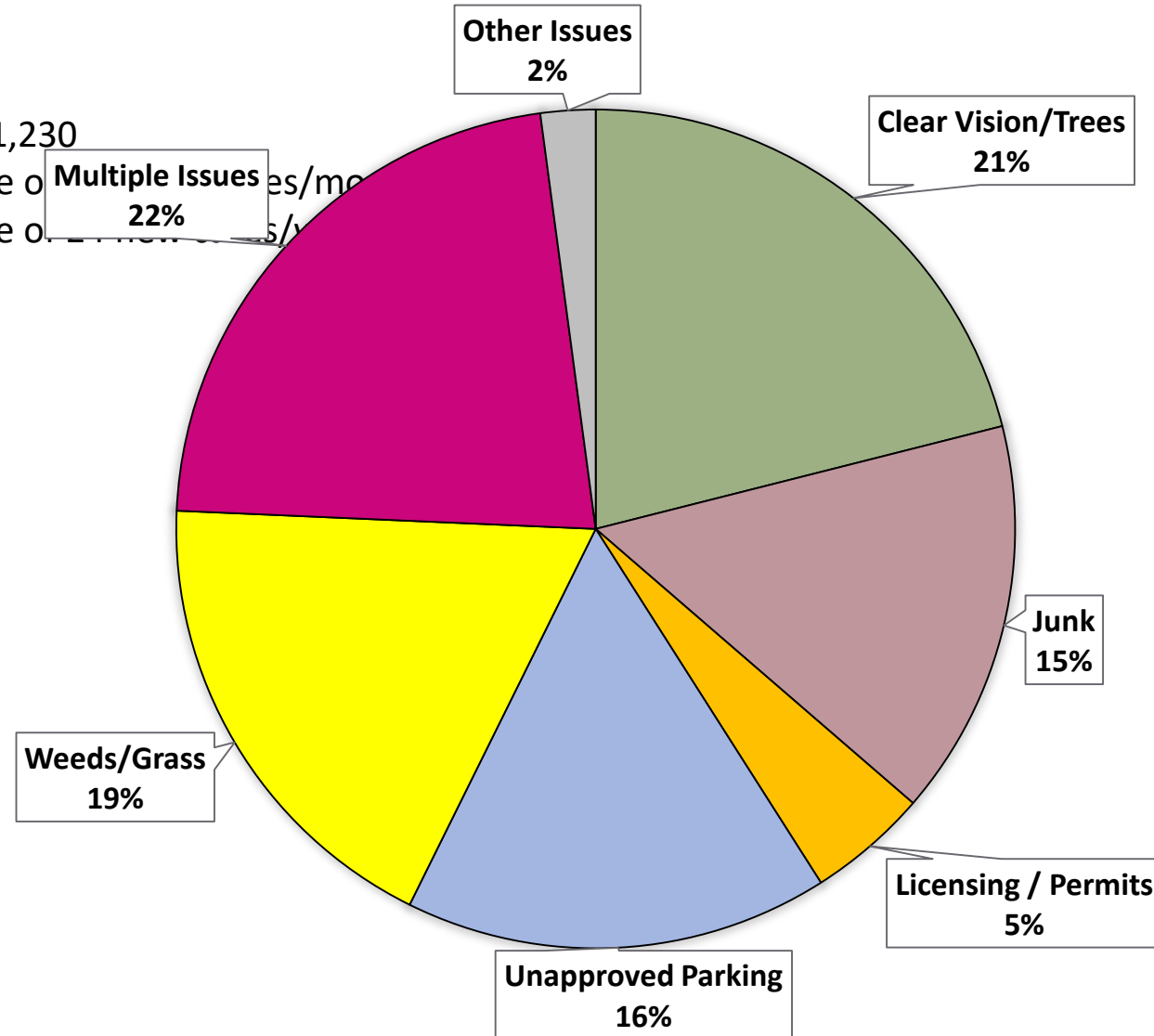
- Calendar year 2019 statistics
  - Violation type
  - Area of the City
  - Compliance report
- Code cases - Before & After
- NOV – the Old and the New
- Raising the bar

# Calendar Year 2019 Statistics

(As of November 1, 2019)

## CASES BY TYPE OF VIOLATION

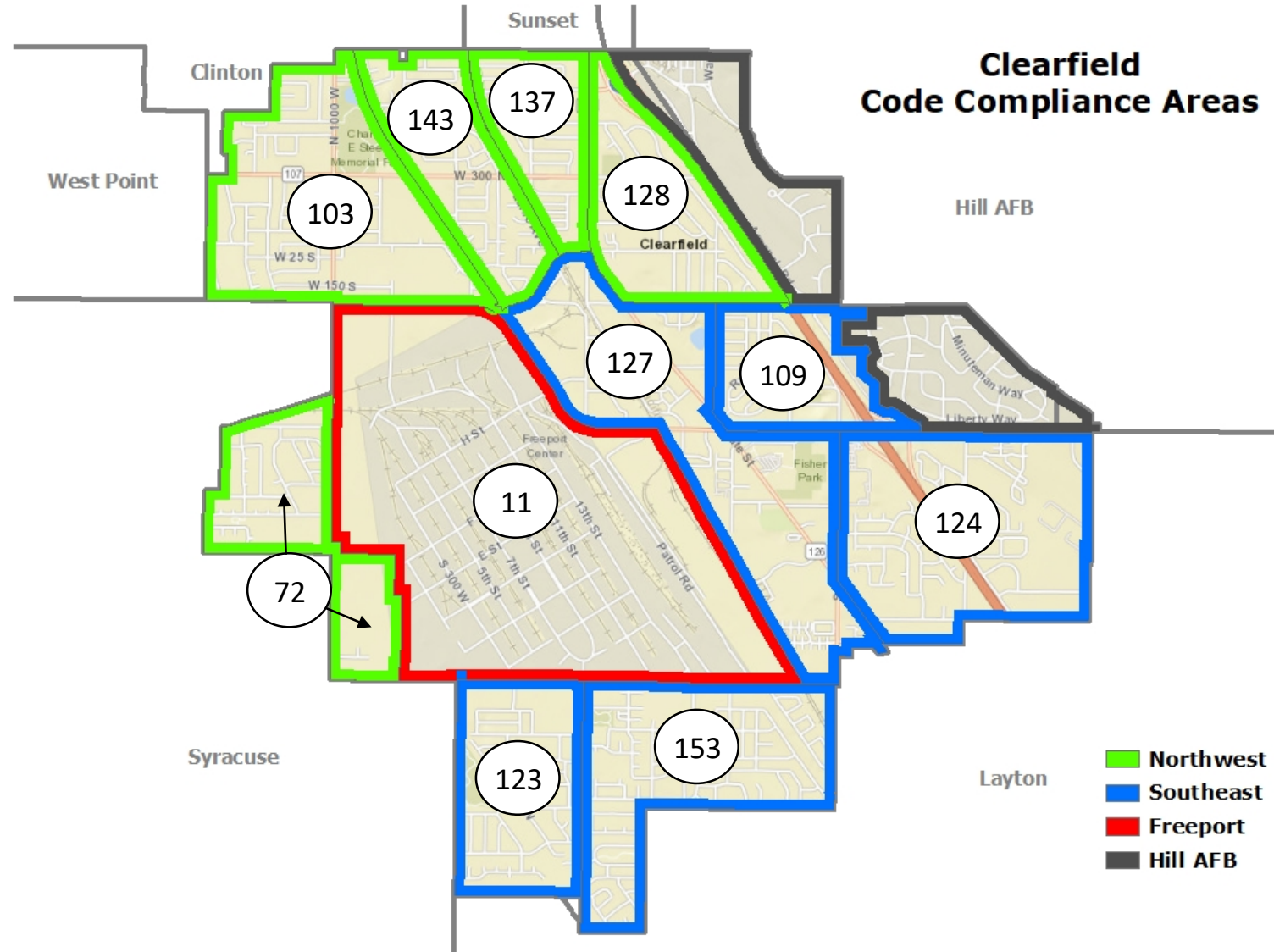
- Total cases: 1,230
  - Average of 1.2 cases/month
  - Average of 12 cases/year



# Calendar Year 2019 Statistics

(As of November 1, 2019)

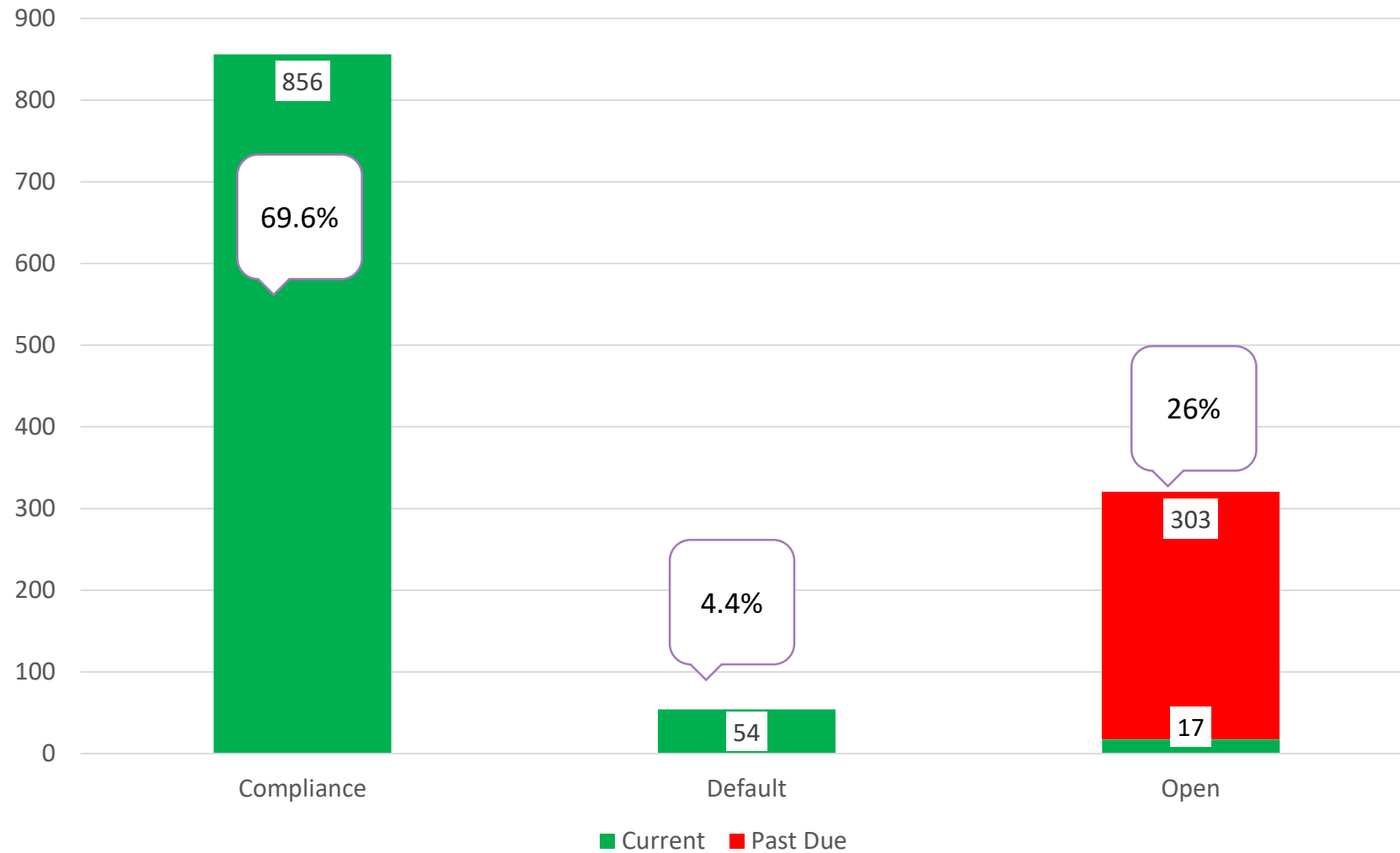
## CASES BY LOCATION



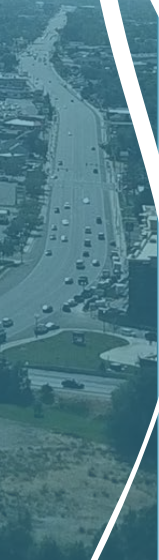
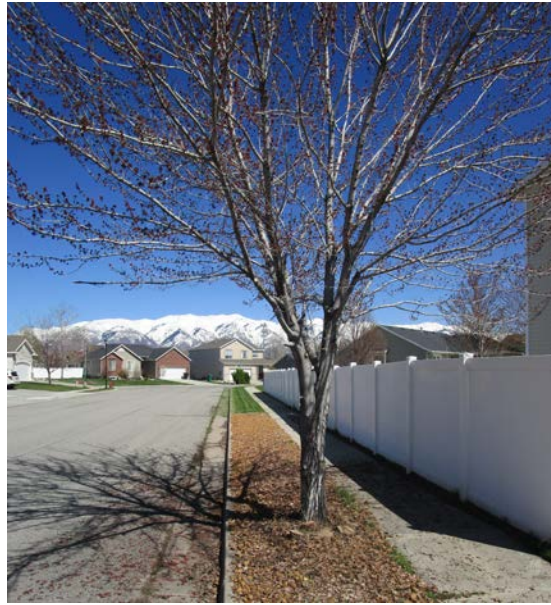
# Calendar Year 2019 Statistics

*(As of November 1, 2019)*

## CASES BY STATUS



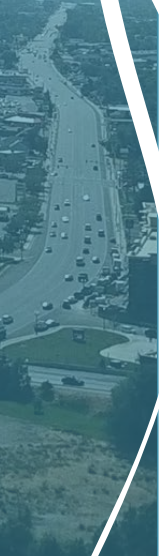
# Before & After



# Before & After



# Before & After





CALL FOR RE-INSPECTION WHEN VIOLATION(S)  
ARE IN COMPLIANCE (801) 525-2845

Code Compliance Division  
55 South State Street  
Clearfield, Utah 84015  
(801) 525-2845

CASE Number:  
PARCEL:

## NOTICE OF VIOLATION

Name of Responsible Person(s):  
Mailing Address:  
Place of Violation Occurrence:  
Inspection/Observation Date:

**SUMMARY OF FINDINGS**  
Code Section(s) violated:

**YOUR RESPONSIBILITIES**  
YOU MUST CONTACT  
CODE ENFORCEMENT FOR A  
RE-INSPECTION WHEN VIOLATION(S)  
ARE IN COMPLIANCE IN ORDER TO  
AVOID FINES OR FEES. A FAILED  
RE-INSPECTION FEE OF \$150.00 WILL  
BE ASSESSED IF A SECOND  
RE-INSPECTION IS NEEDED.

**Required Remedy**  
YOU ARE REQUIRED TO CEASE AND DESIST FROM AND/OR ABATE THE CODE VIOLATIONS DESCRIBED ABOVE.  
SPECIFICALLY:

Deadline for Compliance No Later Than: **Thursday, November 21, 2019**

### ADMINISTRATIVE PENALTY ASSESSED

A penalty of \$50.00 per day will be assessed for the above described violation(s) and this penalty will accrue daily until the violation is corrected. **If you correct the described violation(s) AND seek a City compliance inspection by the DEADLINE listed above, the City will suspend any and all penalties.**

For example, if you fail to correct the violation by the 14th day following the date hereof, the accrued penalty will be \$700.00. The penalty will continue to accrue at the rate of \$100.00 per day after the DEADLINE date.

\_\_\_\_\_  
Signature of Issuing Enforcement Official

\_\_\_\_\_  
Code Enforcement Officer

\_\_\_\_\_  
801.525.2845  
Contact Number for Enforcement Official

# NOV

The Old....



or

# The New



## NOTICE OF VIOLATION

"SAFETY AND BEAUTIFICATION IS OUR MISSION,  
COMPLIANCE IS OUR GOAL"

Code Compliance Division  
55 South State Street  
Clearfield, Utah 84015  
(801) 525-2845  
codecomplaint@clearfieldcity.org

Case Number: \_\_\_\_\_ Violation Date: \_\_\_\_\_  
Enforcement Official: \_\_\_\_\_

**DO NOT IGNORE THIS DOCUMENT**

Name(s): \_\_\_\_\_  
Mailing Address: \_\_\_\_\_  
Violation(s) Address: \_\_\_\_\_  
Parcel Number: \_\_\_\_\_

### KEY INFORMATION

This is the City's courtesy notice informing you that one or more code violations exist on your property.

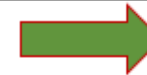
Carefully read all pages of this Notice of Violation to learn about your options and responsibilities, which can include extensions of deadlines and the possible suspension of any fines and fees.

*If you timely bring all code violations into compliance, there may be no fees or fines.*

*It's your responsibility to call for a re-inspection and prove compliance.*

Call and ask questions if you do not understand your obligations prior to the "Compliance Deadline."

**COMPLIANCE DEADLINE**



**SUMMARY OF CODE VIOLATIONS**  
Code Section(s):

### REMEDY REQUIRED

You are required to cease and desist from and/or abate the code violations described above. Specifically you must:

\_\_\_\_\_

READ THE NEXT PAGE



CALL FOR RE-INSPECTION WHEN VIOLATION(S)  
ARE IN COMPLIANCE (801) 525-2845

Code Compliance Division  
55 South State Street  
Clearfield, Utah 84015  
(801) 525-2845

CASE Number:  
PARCEL:

## NOTICE OF VIOLATION

**IMPORTANT:** Please read carefully:

- \* IF YOU NEED ADDITIONAL TIME TO REMEDIATE THE CODE VIOLATIONS SET OUT IN THE NOTICE OF VIOLATION, YOU MUST SEEK AN EXTENSION OF THE DEADLINE IN WRITING (I.E. LETTER, EMAIL, OR TEXT) FROM THE ISSUING ENFORCEMENT OFFICIAL WITHIN FOURTEEN (14) BUSINESS DAYS OF THE DATE OF THE NOTICE OF VIOLATION. THE GRANTING OF YOUR WRITTEN REQUEST FOR ADDITIONAL TIME TO REMEDIATE THE CODE VIOLATIONS SET OUT IN THE NOTICE OF VIOLATION RESULTS IN THE WAIVER OF YOUR RIGHT TO REQUEST A HEARING TO DISPUTE THE NOTICE OF VIOLATION.
- \* ONCE THE VIOLATIONS HAVE BEEN CORRECTED AND/OR STOPPED, THE RESPONSIBLE PERSON(S) HAS THE RESPONSIBILITY TO REQUEST A COMPLIANCE INSPECTION AND TO OBTAIN A NOTICE OF COMPLIANCE TO BRING THIS MATTER TO A CONCLUSION.
- \* THIS NOTICE OF VIOLATION SHALL BECOME A FINAL CITY CODE ENFORCEMENT ORDER BY DEFAULT UNLESS, NO LATER THAN 14-DAYS AFTER THE DATE OF THIS NOTICE, ANY PERSON AGGRIEVED BY THIS NOTICE OF VIOLATION REQUESTS, IN WRITING, A HEARING.
- \* ONLY ONE NOTICE OF VIOLATION IS REQUIRED FOR ANY 12-MONTH PERIOD FOR SIMILAR VIOLATIONS. CIVIL PENALTIES BEGIN IMMEDIATELY UPON ANY SUBSEQUENT VIOLATIONS OF THE NOTICE THE RESPONSIBLE PERSON MAY REQUEST A HEARING ON THE RENEWED VIOLATIONS BY FOLLOWING THE SAME PROCEDURE AS PROVIDED IN THE ORIGINAL NOTICE.
- \* TO REQUEST A HEARING: REQUEST SHALL BE MADE IN WRITING AND FILED WITH THE CITY RECORDER WITHIN TEN (10) CALENDAR DAYS FROM THE DATE OF SERVICE. THE REQUEST SHALL CONTAIN THE CASE NUMBER, THE ADDRESS OF THE VIOLATION, AND THE SIGNATURE OF THE RESPONSIBLE PARTY.

# NOV

The Old....



CC

The New



## NOTICE OF VIOLATION

"SAFETY AND BEAUTIFICATION IS OUR MISSION,  
COMPLIANCE IS OUR GOAL"

Code Compliance Division  
55 South State Street  
Clearfield, Utah 84015  
(801) 525-2845  
codecomplaint@clearfieldcity.org

### Now What?

You have received a Notice of Violation, which is the City's courtesy notice. The determination that one or more code violations exist on your property is based on the City's Code Enforcement Official's observation and determination. Be advised that this Notice of Violation results in you having certain legal obligations to avoid civil penalties. Below you will find general information that is provided to help give you guidance and answer frequently asked questions. Ultimately, you are responsible to know and understand the law.

**PLEASE READ**

### How to Request a Code Enforcement Hearing

You have a right to contest all or part of any Notice of Violation you receive. In order to request a Code Enforcement Hearing, you are required to provide a written request to the Clearfield City Recorder within ten (10) calendar days from the date of service of the Notice of Violation. The request for a Code Enforcement Hearing is required to include the following: (1) the case number, (2) the address of violation(s), (3) a Hearing Fee of \$150.00 that is refundable if the violations are determined to be unfounded, and (4) the signature of the responsible party.

When making a request for a Code Enforcement Hearing, it is highly recommended that you become familiar with all applicable city and state codes that may apply to your Notice of Violation and the hearing process.

### Code Compliance is Important

Code Compliance Officers use City Ordinances as a vital step in the administration and enforcement of the codes adopted by the community. The Code Compliance Division of the City enforces the ordinances by acting on received complaints, researching the issues, and communicating with the involved parties thereby bringing closure to concerns or violations.

Citizens make investments in their properties and neighborhoods. When the integrity of a particular area is jeopardized due to violations, those investments are also at risk.

The Compliance Officers are entrusted to promote and safeguard property with the goal to ensure a safe environment for the citizens to work and play.

### Contact Information

Code Compliance Division  
55 South Main Street  
Clearfield, Utah 84015  
Office #: (801) 525-2845  
codecomplaint@clearfieldcity.org

### Find More Legal Information

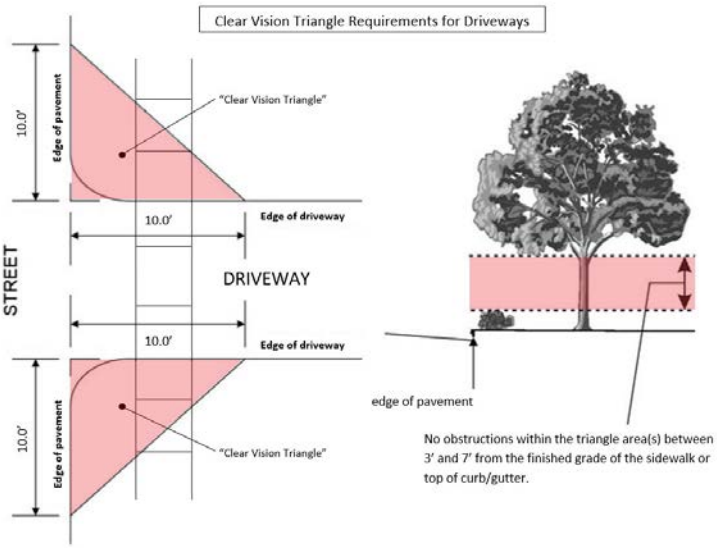
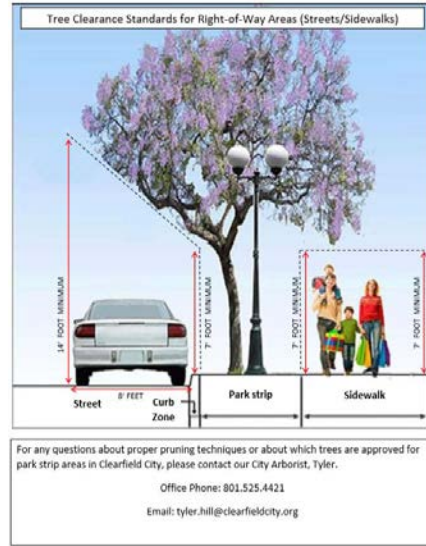
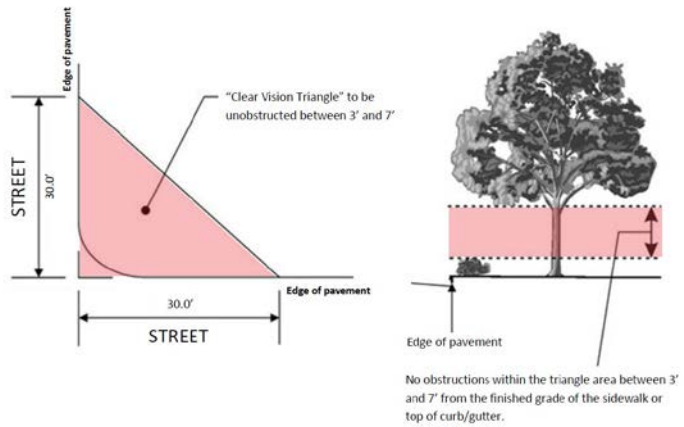
Clearfield Municipal Code, which includes all City Ordinances, as well as definitions, procedures, fines, and fees can be located online at the City's webpage, [www.clearfieldcity.org](http://www.clearfieldcity.org).

You may also find more legal information regarding state statutes, definitions, administrative procedures, and other related information in the Utah State Code which can be accessed online at [www.le.utah.gov](http://www.le.utah.gov).

# Raising the Bar

○ ~~No~~ ~~wisdom~~ ~~was~~ ~~ever~~ ~~made~~ ~~without~~ ~~someone~~ ~~asking~~, ~~is~~ ~~there~~ ~~a~~ ~~better~~ ~~way~~?

○ We are successful because we've always done it this way



**Clearfield City**  
October 22 at 2:39 PM · 🌐

Did you know that if you own a rental property in Clearfield, city code requires that you have a rental license on file with the city? If you don't, it could mean a fine. If you have questions or would like to know more, call our Customer Service Center at [801.525.2701](tel:8015252701) to find out what your rental options are.

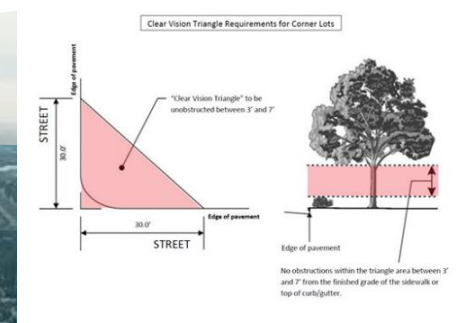


**Clearfield City**  
November 1 at 1:51 PM · 🌐

If you own rental properties or you are a tenant in a rental property, it is important to know and understand codes and ordinances to keep them in compliance and make the city a safe and beautiful place to live and work. As an owner of these properties, you should educate your tenants on how to keep the property in compliance. A good place to start is getting familiar with Title 5, Chapter 1 of the city code, <http://clearfieldcity.org/cms/One.aspx...> Even if you don't own the property, as a tenant you have a responsibility to take an active role in property maintaining the place you call home. Be a good steward of the property you are entrusted with and do your research to know if your landlord is property licensed by the city.

**Clearfield City**  
October 24 at 12:04 PM · 🌐

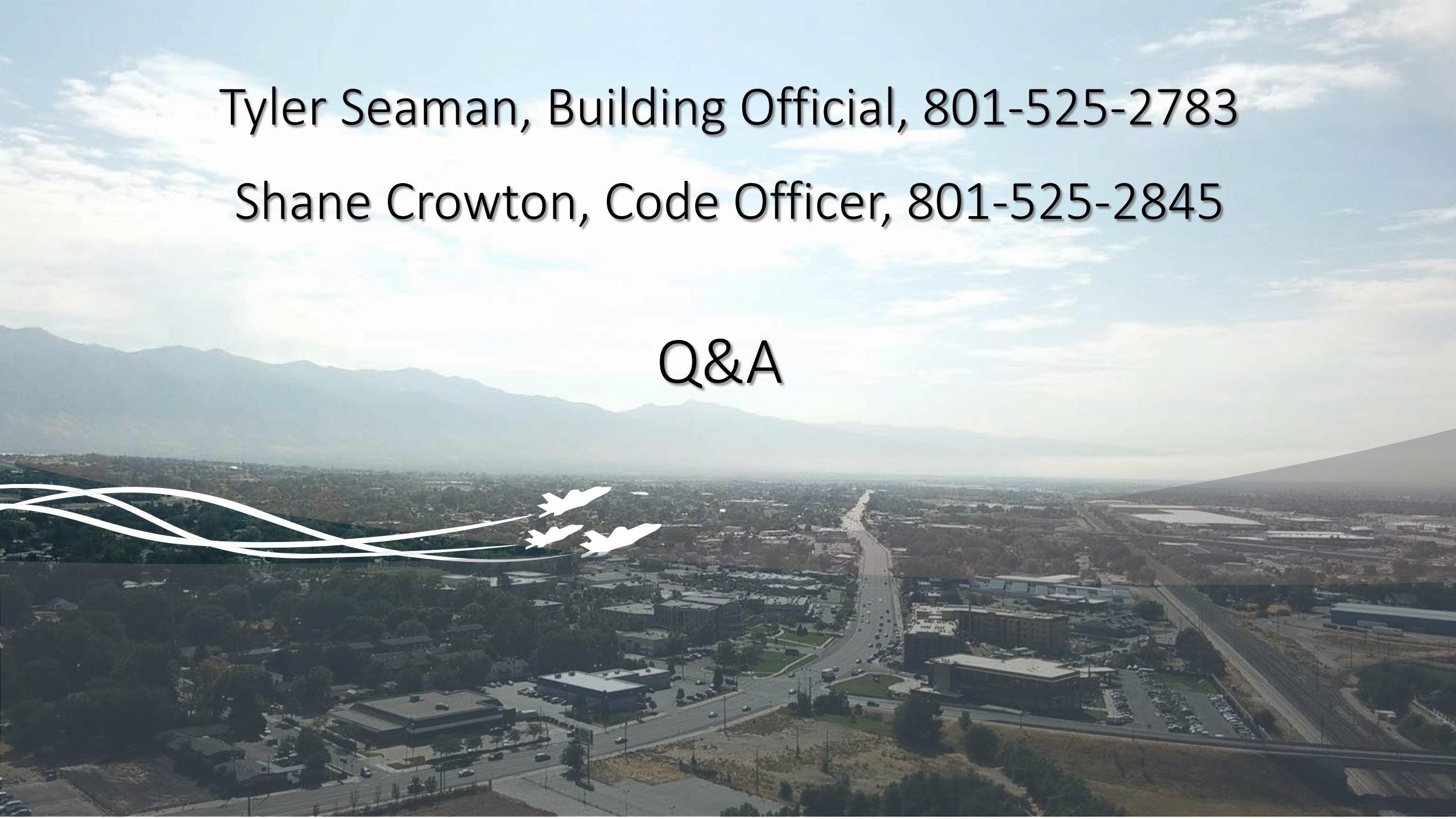
Did you know that if you have a corner lot as a resident or business, there are certain requirements you must follow when you have landscaping or structures/fixtures near the corner where two streets intersect? For safety purposes, corner lots have an area referred to as the Clear Vision Triangle. This is an area that needs to be free of obstructions (i.e. privacy fencing, landscaping, tree canopies) between 3' and 7' high above the surface of the curb/sidewalk to protect the safety of pedestrians and vehicle operators, and allow them a clear view of the other street. The occasional power pole, light pole, street sign, and tree trunk are exceptions that you will find. Take the time to assess your corner property to see if any changes or maintenance needs to be made.



Tyler Seaman, Building Official, 801-525-2783

Shane Crowton, Code Officer, 801-525-2845

Q&A





# Planning Commission

## STAFF REPORT

AGENDA ITEM  
**#1**

**TO:** Clearfield City Planning Commission

**FROM:** Spencer W. Brimley, Community Development Director  
[Spencer.Brimley@Clearfieldcity.org](mailto:Spencer.Brimley@Clearfieldcity.org)  
801-525-2785

**MEETING DATE:** Wednesday, November 6, 2019

**SUBJECT:** Public Hearing, Discussion and Possible Action on **GPA 1910-0015**, a General Plan amendment request by Clearfield City to amend Chapter 4 – Affordable Housing Element of the Clearfield City General Plan to comply with current Utah State regulations related to Moderate Income Housing. **Staff:** Spencer W. Brimley (**Legislative Matter**).

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### STAFF RECOMMENDATION

Staff recommends that the Planning Commission forward a recommendation of **APPROVAL** to the City Council for the proposed general plan amendment, based upon the findings outlined in the staff report.

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### COMMISSION RECOMMENDATION OPTIONS:

Following careful consideration of the information included in this report the commission may decide to vary from Staff's recommendation and may choose to forward the following recommendations:

1. **Move to recommend Approval of GPA 1910-0015** to the Clearfield City Council, a proposal by Clearfield City Staff to amend Chapter 4 – Affordable Housing Element of the Clearfield City General Plan to comply with current Utah State regulations related to Moderate Income Housing Residential.
2. **Move to recommend Denial of GPA 1910-0015** to the Clearfield City Council, a proposal by Clearfield City Staff to amend Chapter 4 – Affordable Housing Element of the Clearfield City General Plan to comply with current Utah State regulations related to Moderate Income Housing Residential.
3. **Move to table GPA 1910-0015** and request additional time to consider the request.

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### BACKGROUND

In 2008 Clearfield City created an "Affordable Housing Element" as a part of the General Plan. Since the creation of this element there have been updates, but no real analysis has been conducted to evaluate housing needs throughout the community. The current effort to redevelop the downtown area and implement zoning to support housing options provides an opportunity not recognized in other communities. The proposed amendments discuss several programs to help the City accomplish goals for housing affordability and accessibility.

New regulations were passed by the Utah State Legislature to help communities address housing issues and develop objectives and goals to support this effort. Most recently the State approved Senate Bill 34 (SB 34) to further help cities address housing needs and actively work to assist with the issues related to housing affordability throughout the State. Staff has provided those requirements below in bullet format. A more detailed description has been included in the SB 34 Summary from the Utah League of Cities and Towns (ULCT).

1. Land Use Element - **Completed**
2. Transportation and Circulation Element - **Completed**
3. Moderate Income Housing (MIH) Element – **Under Review**
  - a. Menu of Items to be included...must choose 4
4. Annual Reporting and review of MIHP – **Due December of 2020**

SB34 encourages local communities to plan housing for residents of all income levels, and to coordinate that housing with transportation. Communities are required to develop a moderate income housing (MIH) plan as part of their general plan. Communities are required to report annually on their MIHP and its implementation. Each city must satisfy requirements outlined in SB34 to remain eligible for State transportation investment funds.

Staff has attached the amended MIHP which includes the “menu” items for review by the Commission. The plan has been scaled back, based on some timing issues and the desire to be in compliance by December 1<sup>st</sup>. The proposed plan will meet the requirements of SB 34 and allow staff to include greater detail and analysis in the upcoming update to the General Plan. Staff as requested funding from the WFRC for an overhaul and update to the General Plan, given the efforts to be more consistent and compliant with local and regional planning and transportation goals outlined in WC 2050.

The current housing element, included as a part of the General Plan, is required to be updated with greater detail and to provide an analysis of existing and prospective housing needs.

It is staff’s analysis that given current construction and data the needs of SB 34 are met within the current General Plan, and the proposed amendment is meant to address new requirements of SB 34 for the list of menu items to be included within the General Plan. These are not requisite nor does it impede the City’s ability to move forward with projects that support the need and opportunity to provide housing that is consistent with the recent legislative changes. This information must be included in all plans by December 1, 2019. The Commission, along with community feedback, will help staff fine tune these items to make sure they are in line with Council priorities and objectives for the development of low to moderate housing and housing affordability within the community.

The goals and objectives are required to be evaluated on an annual basis to determine how cities are doing with housing goals and objectives related to accountability for housing affordability within their community. If the City is not progressing with its goals, the objectives should be restructured and/or amended to better meet the City’s housing goals, objectives and needs.

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#### **SCHEDULE / TIME CONSTRAINTS**

As outlined in SB 34, the MIHP is required to be approved and posted on the City’s website no later than December 1, 2019. Annual reporting is required each December, starting in 2020. Next steps are outlined below:

- ~~Framework of report and outline for the MIHP – August~~

- ~~○ Data sets and analysis for inclusions into the report Draft MIHP Plan – September and October~~
- ~~○ DRAFT goals and objectives provided to Council for review and feedback, prior to final data presentation~~
  - ~~○ Tuesday, October 29<sup>th</sup> – Council discussion and feedback on “Menu” Items (SB 34)~~
- **Final Data analysis and document presented to the Planning Commission and Council – November**
  - ~~○ Wednesday, November 6<sup>th</sup> – Public hearing with Planning Commission in order to consider amending the City’s General Plan and recommend approval of the MIHP plan as chapter 4, to the Council (additional meeting with the PC may be held on 11/20 as needed)~~
  - Tuesday, November 19<sup>th</sup> – Work session with Council on DRAFT MIHP for the City as well as outstanding item or issue discussion
  - Tuesday, November 26<sup>th</sup> – Public Hearing with Clearfield City Council for potential adoption of the MIHP and inclusion in the General Plan of the City (update to chapter 4)

**Public Comment**

No comments have been received to date.

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**GENERAL PLAN ANALYSIS**

Review Consideration	Staff Analysis
The proposed amendment is in accordance with the General Plan and Map; or	The requested amendment is consistent with the goals and objectives of the Clearfield City General Plan and required standards imposed by SB 34.
Changed conditions make the proposed amendment necessary to fulfill the purposes of this Title.	The proposed amendment will provide a greater diversity of housing options within the community and bring the City General Plan into compliance with State Codes, and fulfill the purposes of this title.

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**LIST OF ATTACHMENTS**

1. Clearfield City General Plan\_amended
2. DRAFT MIHP Plan
3. List of Menu Items (highlighted)
4. Gap Analysis 2019 (appendix to draft MIHP)

**What all is on this “menu” of housing strategies?**

All cities and counties must select at least 3 strategies. Cities with a “fixed guideway public transit station” must select a 4<sup>th</sup> item (choose either G or H).

- (A) rezone for densities necessary to assure the production of MIH
- (B) facilitate the rehabilitation or expansion of infrastructure that will encourage the construction of MIH
- (C) facilitate the rehabilitation of existing uninhabitable housing stock into MIH
- (D) consider general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the city
- (E) create or allow for, and reduce regulations related to, accessory dwelling units in residential zones
- (F) allow for higher density or moderate income residential development in commercial and mixed-use zones, commercial centers, or employment centers
- (G) encourage higher density or moderate income residential development near major transit investment corridors
- (H) eliminate or reduce parking requirements for residential development where a resident is less likely to rely on their own vehicle, e.g. residential development near major transit investment corridors or senior living facilities
- (I) allow for single room occupancy developments
- (J) implement zoning incentives for low to moderate income units in new developments
- (K) utilize strategies that preserve subsidized low to moderate income units on a long-term basis
- (L) preserve existing MIH
- (M) reduce impact fees, as defined in Section 11-36a-102, related to low and MIH
- (N) participate in a community land trust program for low or MIH
- (O) implement a mortgage assistance program for employees of the municipality or of an employer that provides contracted services to the municipality
- (P) apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of MIH
- (Q) apply for or partner with an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity
- (R) apply for or partner with an entity that applies for affordable housing programs administered by the Department of Workforce Services
- (S) apply for or partner with an entity that applies for programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act [not in county list of recommendations]
- (T) apply for or partner with an entity that applies for services provided by a public housing authority to preserve and create MIH
- (U) apply for or partner with an entity that applies for programs administered by a metropolitan planning organization or other transportation agency that provides technical planning assistance
- (V) utilize a MIH set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency
- (W) any other program or strategy implemented by the municipality to address the housing needs of residents of the municipality who earn less than 80% of the area median income.

# CLEARFIELD CITY GENERAL PLAN

ADOPTED JUNE 2016

UPDATED JULY 2017



# ACKNOWLEDGEMENTS

## CLEARFIELD CITY COUNCIL

**Mark Shepherd**, Mayor

**Kent Bush**, Councilmember

**Vern Phipps**, Councilmember

**Nike Peterson**, Councilmember

**Tim Roper**, Councilmember

**Bruce Young**, Councilmember

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## PLANNING COMMISSION

**Brady Jugler**, Chair

**Kathryn Murray**, Vice Chair

**Michael Millard**

**Robert Browning**

**Michael Britton**

**Mallory Call**

**Ron Jones**

**Chris Uccardi**

**Steve Parkinson**

**Karece Thompson**

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## CLEARFIELD CITY STAFF

**Adam Lenhard**, City Manager

**JJ Allen**, Assistant City Manager

**Summer Palmer**, Admin. Services Dir.

**Scott Hodge**, Public Works Dir.

**Greg Krusi**, Police Chief

**Eric Howes**, Community Services Dir.

**Stuart Williams**, City Attorney

**Spencer W. Brimley**, Dev. Services Manager


**Michael McDonald**, Building Inspector

**Scott Nelson**, City Engineer



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# CHAPTER 1 - INTRODUCTION


## BACKGROUND

The General Plan has been prepared in accordance with Utah State Code and is intended to provide a comprehensive long-term plan to support the future growth and development of Clearfield City, through the creation of specific goals and policies that are intended to promote economic growth, encourage neighborhood stability, and improve the present and future development needs of the community, Utah Code Ann. § 10-9a-401.

## PURPOSE

Although the intent of the General Plan is to facilitate a planning process that is as simple, fair, efficient, and predictable as possible, the General Plan is an advisory document. The General Plan should be used by the City Council, Planning Commission, developers, property owners, and City staff as a policy guide for development related decisions, and should be consulted when considering zoning changes, site plan review for specific developments, and other land use matters.

The General Plan consists of three main elements:

1. Land Use
2. Transportation
3.  Affordable Housing

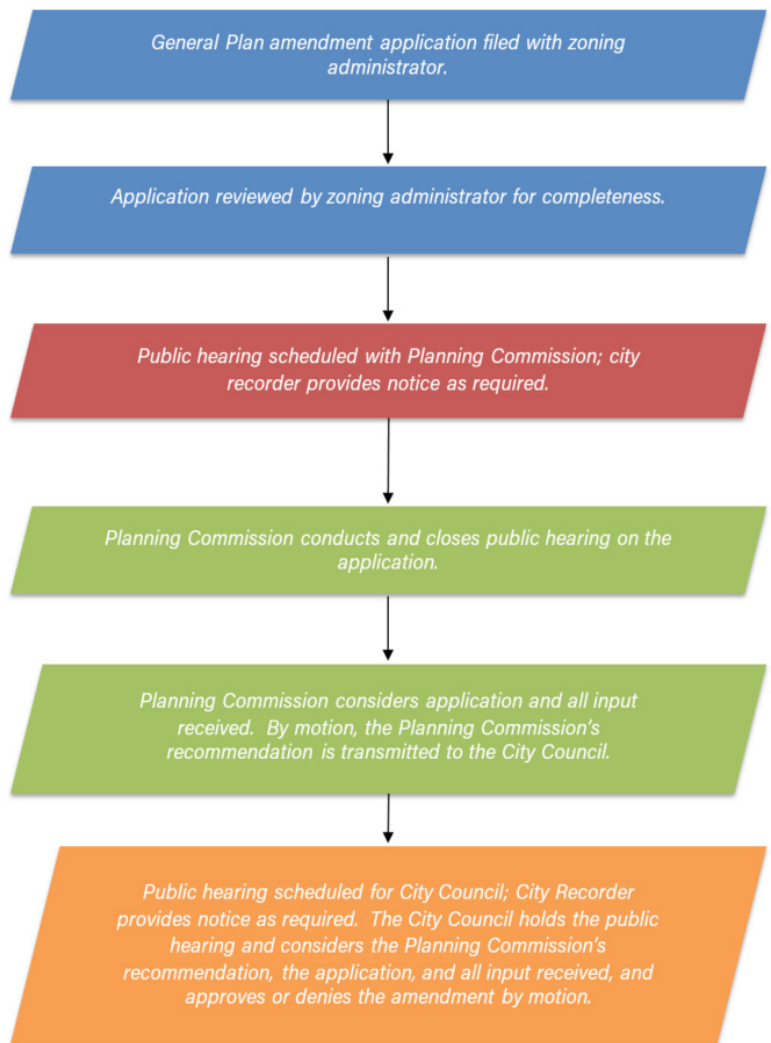
The maps referred to throughout the General Plan are to be considered essential documents and are hereto incorporated into the General Plan.

## DYNAMICS OF THE GENERAL PLAN

The General Plan is intended to be a living document and should be updated or amended as necessary to ensure that it reflects the current goals and objectives of the City. Once the General Plan has been adopted, the Planning Commission, and City Council should refer to it for guidance to make decisions pertaining to the physical development of the City. Amendments to the General Plan may be initiated by the Planning Commission, the City Council, City Staff, or the Public.

## AMENDMENTS TO THE PLAN

The flowchart to the right illustrates the process of adopting or amending the General Plan.



## COMMUNITY VISION

It is Clearfield City's community vision to provide for a strong, positive civic image and identity based on a high-quality living environment in a clean and attractive physical setting.

### The Objectives of this Community Vision are to:

1. Recognize and promote Clearfield as a leading Davis County community with a positive environment, consistent with its traditional family-oriented values.
2. Promote Clearfield as a regional center for manufacturing, governmental, and commercial facilities with excellent accessibility and a high-quality business environment.
3. Encourage redevelopment to take full advantage of Clearfield's strategic location with respect to major rail and highway amenities and proximity to air transportation.
4. Preserve, protect and enhance the historical, cultural, and natural resources of the community.
5. Ensure the continued and orderly growth of the City through long-term utility and infrastructure planning for culinary water, sewer, storm drainage, and waste removal.
6. Channel future growth and development into areas that can be efficiently and effectively served by public infrastructure and facilities.
7. Ensure that new development is of exceptional quality and expresses attractive architectural and site design standards consistent with its particular use and location.
8. Promote intergovernmental cooperation and communication regarding issues of future development within and around Clearfield City.
9. Promote the policies of the Clearfield City Corporation Strategic Plan that improve the Image, Livability and Economy of Clearfield City.



# CHAPTER 2 – LAND USE ELEMENT

## INTRODUCTION

The General Plan is intended to provide land use policy direction and guidance to decision-makers as they address future land use changes within the City, and shall be used in conjunction with Exhibit 1, Land Use Map of the General Plan.

## CURRENT LAND USE

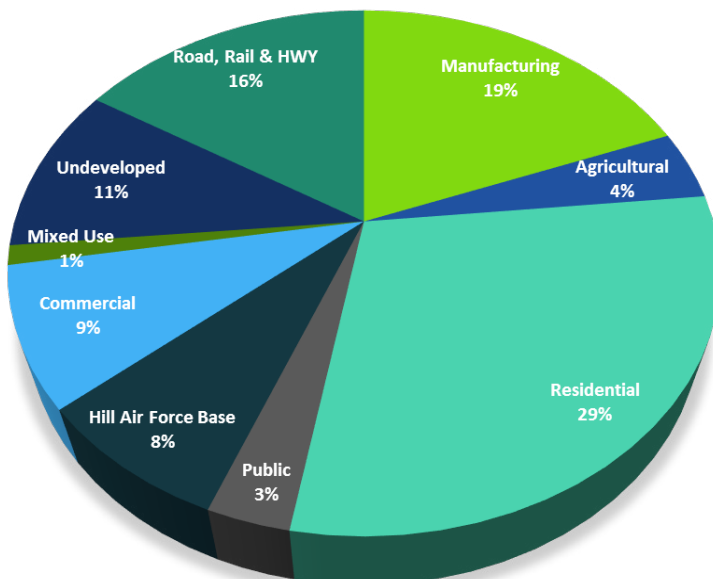
Clearfield City encompasses approximately 4,949 acres of land (7.73 square miles), including transportation corridors, parks and open space, and a portion of the west side of Hill Air Force Base. Figures 2.1 and 2.2 show the current distribution of land throughout the City.

LAND USE TYPE	TOTAL ACRES BY TYPE	PERCENT OF TOTAL
Manufacturing	943.66	19.1%
Agricultural	213.51	4.3%
Residential	1454.08	29.4%
Public (parks, schools, government)	158.54	3.2%
Hill Air Force Base	387.75	7.8%
Commercial	423.23	8.6%
Mixed Use	58.06	1.2%
Undeveloped	515.79	10.4%
Road, Rail & HWY	794.76	16.1%
<b>TOTAL LAND USE</b>	<b>4949.38</b>	<b>100.0%</b>

## CURRENT ZONING

There are currently 20 zoning classifications in Clearfield City – two overlay zones, two agricultural zones, eight residential zones, five commercial zones, one manufacturing zone, one public facilities zone, and the Hill Air Force Base Zone. Figure 2.3 shows the percentage of land by zoning category as of January 1, 2017. A short description of the general intent and uses allowed in each zone is presented in the text below.

**Current Land Use by Type**



### *Agricultural Zones:*

The A-1 Agriculture Zone provides for agricultural uses on lots that are a minimum of fourteen thousand five hundred twenty (14,520) square feet in size.

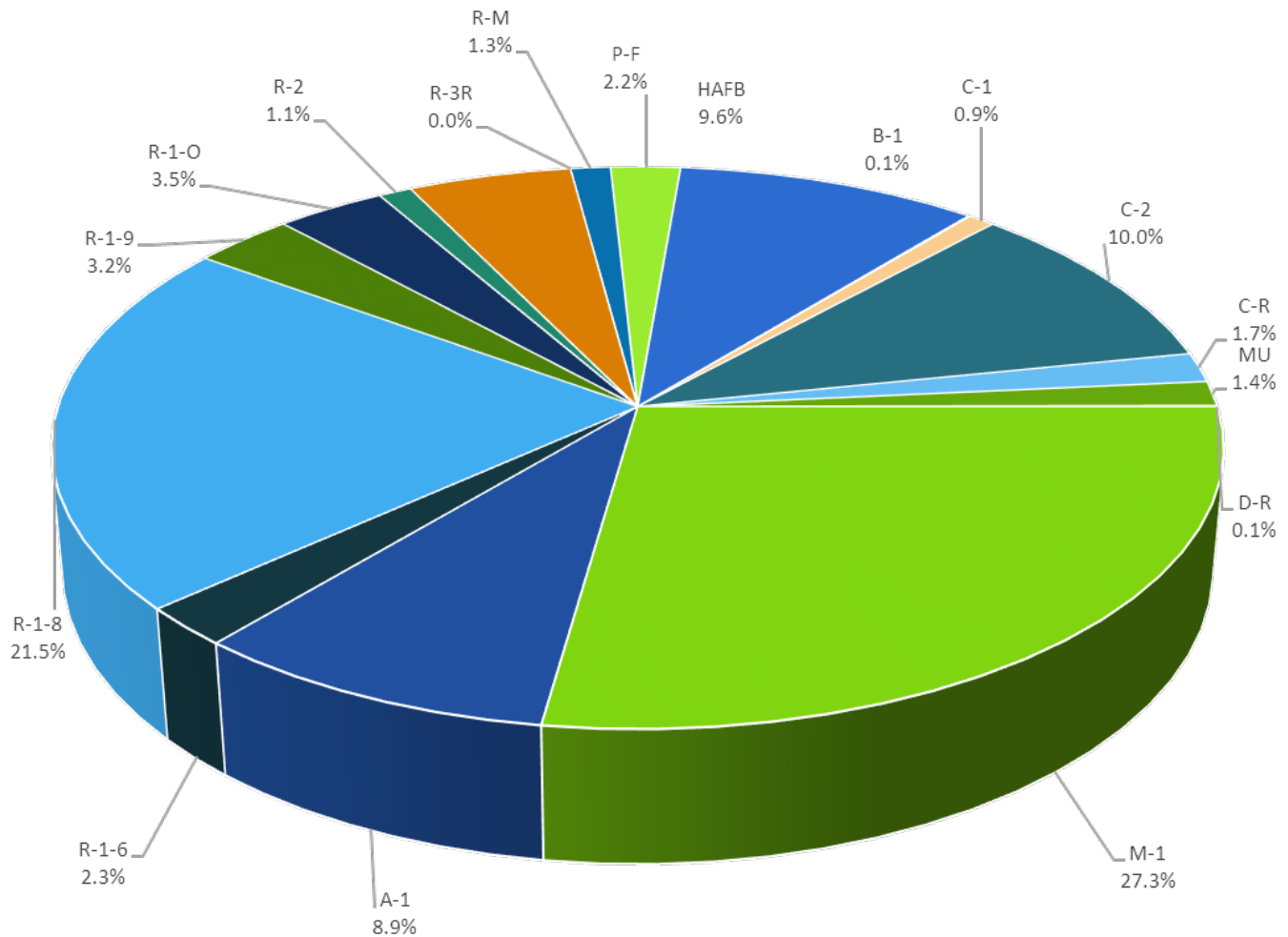
The A-2 Agriculture Zone was created in 2009 to provide for agricultural uses and certain animal rights on existing, developed single-family lots that are a minimum of fourteen thousand five hundred twenty (14,520) square feet in size.

### *Residential Zones:*

The R-1-6 Zone was created for single family use with building lots a minimum of six thousand five hundred (6,500) square feet in size. Due to

the large number of existing single family lots developed throughout the City under the provisions of the R-1-6 Zone and in order to promote a more balanced pattern of land use development, it is the City's policy that no new parcels of land be rezoned to R-1-6. Any property with existing R-1-6 zoning may continue with that designation until such time as it is removed or changed in accordance with applicable law.

Current Land Use by Zoning Category



The R-1-8 Zone was developed to allow for slightly larger single-family lots within the City. A majority of the residential neighborhoods in the City were built under this zone. Building lots in this zone must be a minimum of eight thousand (8,000) square feet. This zone is Clearfield City's default residential single family zone, and is the preferred zone for future development of single family housing.

The R-1-9 Zone requires single-family building lots that are at least nine thousand (9,000) square feet. In order to simplify the administration of the City's zoning ordinance and to promote a more balanced pattern of land use development, it is the City's policy that no new parcels of land be rezoned to R-1-9. Any property with existing R-1-9 zoning may continue with that designation until such time as it is removed or changed in accordance with applicable law.

The R-1-Open Zone calls for single-family homes built around an open space element. The intent of the R-1-Open Zone is to provide local parks or open space for the City's residents. It is the City's policy that no new parcels of land be rezoned to R-1-O. Any property with an existing R-1-O designation may continue with that designation until such time as it is removed or changed in accordance with applicable law.

The R-M Zone is for mobile homes or modular housing, generally built at higher densities than other residential zones. The City has adopted several new zones which provide for high density residential development in a variety of configurations, including the R-2 Zone, R-3 Zone, and R-3R Redevelopment Zone. Therefore, it is the City's policy that no new parcels of land be rezoned to R-M. Any property with existing R-M zoning may continue with that designation until such time as it is removed or changed in accordance with applicable law.

The R-2 Zone is designated for multi-family dwelling units with a density up to eight (8) units per acre. Developments under this zone are typically arranged as duplexes, twin homes, or townhome-style units.

The R-3 Zone is designated for high-density multi-family dwelling units in configurations up to sixteen (16) units per acre. There have been numerous apartment complexes and condominium projects built under this Zone. Each project, as proposed, shall be evaluated on its own merits, and R-3 Zone shall be approved or denied on a case by case basis. Increasing R-3 zoning in the downtown area of Clearfield City will create more opportunities and support the development of commercial and retail space.

The R-3R Redevelopment Zone was created in 2009 to provide an attractive setting for new and redeveloped high density multiple-family dwellings with upgraded design features. It is primarily intended to encourage the redevelopment of existing high-density residential developments within the City. Certain nonresidential uses that are compatible with residential development are also anticipated and provided for.

#### *Commercial Zones:*

The B-1 Buffer Zone was developed to separate intense uses in the Commercial and Manufacturing Zones from less-intense residential neighborhoods. This zone has helped in the development of several service-oriented businesses which are located in close proximity to their clientele. The 2009 zoning ordinance amendments contain numerous regulations that accomplish the purposes of the B-1 Buffer Zone. Therefore, it is the City's policy that no new parcels of land be rezoned to B-1. Any property with an existing B-1 designation may continue with that designation until such time as it is removed or changed in accordance with applicable law.



The C-1 Zone is intended to provide areas for general office and service use mixed with light retail. This zone is also used to provide personal and clerical services near residential neighborhoods and hospitals.

The C-2 Zone is for general commercial business activities. This is the primary zone found along the major transportation corridors of the City.

The C-R Commercial Residential Zone is intended to allow for a more traditional mix of compatible residential and commercial uses within the same area.

The D-R Downtown Redevelopment Zone is intended to provide for an attractive, vibrant, and safe downtown in the City; to encourage the development of vacant or underutilized parcels of land; and to encourage the replacement, renovation, or rehabilitation of dilapidated or decaying structures.

The MU Mixed Use Zone is intended to provide a variety of land uses that are purposely combined for larger areas (40 acre minimum) located near transportation nodes and corridors. Mixed use areas are intended to support a broad range of land uses such as commercial, office, entertainment, recreational, civic and residential uses within single buildings (vertical mixed use) or within neighborhoods (horizontal mixed use). The mixed use zoning permits nonresidential development (i.e. commercial or employment), or nonresidential and residential development, but it does not permit residential development without a substantial nonresidential component.

#### *Manufacturing Zone:*

The M-1 Manufacturing Zone provides areas within the City for processing, assembling, manufacturing, warehousing and storage activities. This zone is primarily utilized in and around the Freeport Center.

#### *Public Facilities Zone:*

The P-F Public Facilities Zone is appropriate for uses such as churches, schools, public buildings, open space, parks, public utilities, publicly owned property and other related uses, although many of these uses are also allowed as permitted or conditional uses in other zones.

#### *Hill Air Force Base:*

The HAFB Hill Air Force Base consists of property within the boundaries of the federally-owned Hill Air Force Base on the northeast side of the City. This area is utilized primarily for Base housing and other military-related activities. It is currently shown on the City's Zoning Map, but no corresponding regulations exist for the area due to the City's limited land use authority over property owned by the Federal Government.

#### *MIDA or "FALCON HILL":*

The MIDA District consists of property that has been annexed into Clearfield City from Hill Air Force Base. This area is developed and maintained by the Military Installation Development Authority (MIDA), but adopts Clearfield City's tax rates. It is shown on the City's Zoning Map, but no corresponding regulations from Clearfield City are applicable in the zoning due to the City's limited land use authority over property owned by the Federal Government.

### *Overlay Zones “non-standard” or “inactive”:*

The P-D Planned Development Overlay Zone was originally created to guide development of the City’s remaining high-density residential properties. In late 2009, the City adopted a number of comprehensive amendments to the land use ordinance that accomplish the purposes of the P-D Overlay Zone. Therefore, it is the City’s policy that no new parcels of land be rezoned with a P-D Overlay. Any property with an existing P-D overlay may continue with that designation until such time as it is removed or changed in accordance with applicable law.

The S-P Special Purpose Overlay Zone is a contract zone that was originally intended to provide a flexible approach to land use regulations based on the proposed use of the property. The 2009 land use ordinance amendments contain numerous regulations that accomplish the purposes of the S-P Overlay Zone. Therefore, it is the City’s policy that no new parcels of land be rezoned with an S-P Overlay. Any property with an existing S-P overlay may continue with that designation until such time as it is removed or changed in accordance with applicable law.

## FUTURE ZONING

It may be necessary to amend the City’s zoning classifications from time to time to ensure that the goals of the City are being reached. The Planning Commission and City Council approved comprehensive amendments to the land use ordinance in 2009, 2010, 2015 and 2017. Those amendments should be carefully monitored to ensure they accomplish their stated purposes.

## FUTURE LAND USE

The Future Land Use Map is attached to this Plan as Exhibit 1. It is an idealized “snapshot” of the City’s land use at a future date, and is an integral part of this General Plan. The following land use categories of the map are intended to help guide future land use decisions:

*Commercial.* Lands designated as “Commercial” on the Future Land Use Map are to be used primarily for commercial activities, including office and retail.

*Business Park.* The primary purpose of the Business Park designation is job creation in an attractive office/light manufacturing/commercial environment.

*Falcon Hill.* Lands designated as “Falcon Hill” on the Future Land Use Map are part of the Falcon Hill Master



Plan at Hill Air Force Base. The primary uses of this land will be for office and other commercial activities, as well as other uses identified in the Falcon Hill Master Plan approved by the Base.

*Hill Air Force Base (HAFB).* A majority of the land occupied by Hill Air Force Base is designated with the HAFB land use category. This land will be used for ongoing military operations and training.

*Manufacturing.* Lands designated as “Manufacturing” on the Future Land Use Map are to be used primarily for manufacturing-related activities.

*Mixed-Use.* Lands designated as “Mixed-Use” on the Future Land Use Map are places where a variety of land uses are purposely combined. Mixed-Use areas are intended to support a broad range of residential, commercial, recreational, entertainment, office, and civic uses within single buildings (vertical mixed-use), or within neighborhoods (horizontal mixed-use). The Mixed-Use designation allows for commercial development or commercial and residential development, but not for residential development without a significant commercial component.

*Residential.* Lands designated as “Residential” on the Future Land Use Map are to be used primarily for residential activities in a variety of configurations and densities. A portion of the existing housing on Hill Air Force Base is included in this designation. Additionally agricultural land is also included in this designation, as this designation contains and allows for single homes with some agricultural or animal uses.

GENERAL PLAN LAND USE CATEGORY	APPROPRIATE ZONING CLASSIFICATIONS
COMMERCIAL	C-1
	C-2
	B-1**
BUSINESS PARK	C-1
	C-2
FALCON HILL	Falcon Hill*
HAFB	HAFB
MANUFACTURING	M-1
MIXED-USE	C-R
	C-1
	C-2
	D-R
	MU
RESIDENTIAL	A-1
	A-2
	R-1-9**
	R-1-8
	R-1-6
	R-1-Open
	R-2
	R-3
R-3R	
R-M**	
PUBLIC USE	Public Facilities

*\*Indicates appropriate zoning classifications that do not currently exist at the time of adoption of this General Plan*

*\*\*Existing zoning only, not to be applied to additional parcels*

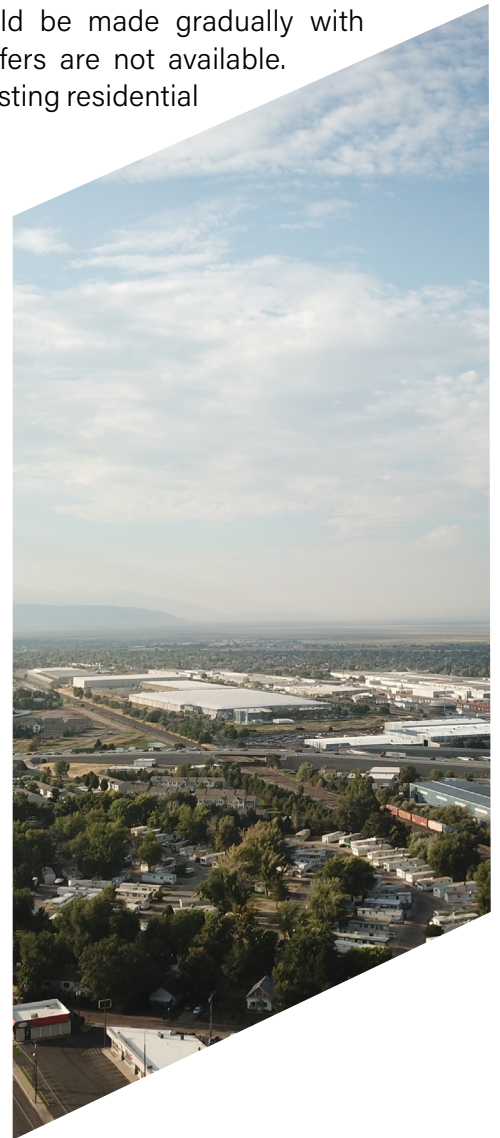
Figure 2.4 lists appropriate zoning classifications for each of the categories on the Future Land Use Map of the General Plan.

## LAND USE GUIDELINES

The following land use guidelines should be followed throughout the City:

1. The identity of Clearfield City should be strengthened by land uses which improve the image of the community and foster a positive, healthy living environment conducive to long-term residency.
2. The relationship of planned land uses should reflect consideration of existing development, environmental conditions, service and transportation needs, and fiscal impacts.

3. Redevelopment should emphasize the reuse of developed areas and existing community resources in such a way as to increase the livability and aesthetics of the City.
4. The Land Use Plan should provide for a full range and mix of land uses including residential, commercial, manufacturing, and public use areas.
5. Transitions between differing land uses and intensities should be made gradually with compatible uses, particularly where natural or man-made buffers are not available. Adequate screening and design should be provided to protect existing residential areas from more intense land uses.
6. Development approval should be tied to the construction of culinary water, sewer, storm drainage, and circulation systems.
7. Density increases should be considered only after adequate infrastructure and resource availability have been sufficiently demonstrated.
8. An interconnecting public open space system should be provided, including pedestrian linkages, recreational areas, natural areas, on-road cycling facilities, and drainage ways.
9. Commercial and manufacturing uses should be highly accessible, clustered near the center of their service areas, and developed in harmony with the uses and character of surrounding districts.
10. The Land Use Plan should promote and encourage land use patterns that provide a high quality of life to all and offer choice in mobility and transportation.
11. The remaining vacant properties in the City should be developed at their highest and best use to maximize their value to the landowner and the City.
12. The quality and usefulness of parks and open space should be maximized. Open spaces that are small, inaccessible, difficult to maintain, or encumbered by utilities, drainage basins, or excessive slopes should not be encouraged.
13. Manufacturing and industrial activities should be limited to those areas already zoned for such uses.
14. Properties registered with the County or State for agricultural or industrial protection should be recognized by the City to allow such land uses.
15. Land use decisions should be based on a comprehensive understanding of their effects on the environment and surrounding areas.



## GOALS AND POLICIES OF LAND USE

*Goal 1:* Maintain consistency between the Cities' Land Use Ordinance and the General Plan.

*Policy:* Continue to update the City's Land Use Ordinance as necessary to maintain consistency with this General Plan.

Implementation Measure #1: Establish new criteria as necessary for the Downtown Redevelopment and infill development projects

Implementation Measure #2: Evaluate the efficacy of existing zones and make amendments as necessary.

Implementation Measure #3: Consider the use of Form Based Code and other zoning tools to assure new development is high quality with a built form that is appropriate for the area it is developed within.

*Goal 2:* Facilitate the Development of Falcon Hill at Hill Air Force Base.

*Policy:* Continue to work with the Military Installation Development Authority (MIDA), Hill Air Force Base, and the Falcon Hill developers to begin construction of the Falcon Hill project.

Implementation Measure #1: Continue to be actively involved in all Falcon Hill discussions and meetings with MIDA, Hill AFB, and the developers.

Implementation Measure #2: Develop processes for efficient review and administration of MIDA building permits, sign permits, development, and business license applications.

*Goal 3:* Increase Employment and Commercial Opportunities.

*Policy:* Promote the creation of new jobs, businesses, and retail opportunities in the City.

Implementation Measure #1: Continue to actively work with the Economic Development Corporation of Utah (EDCUTAH), the Governor's Office of Economic Development (GOED), and other similar organizations to attract new businesses and jobs to Clearfield City.

Implementation Measure #2: Work with the owners of the Freeport Center to develop a revitalization plan to increase the Center's desirability and ability to compete against newer manufacturing centers.

Implementation Measure #2: Following the adoption of the Downtown Small Area Plan, work with community partners and agencies for the successful implementation of this plan.

*Goal 4:* Revitalize Neighborhoods and Commercial Districts with a focus on a Downtown Core.

*Policy:* Encourage redevelopment and renovation of deteriorating neighborhoods and commercial districts.

Implementation Measure #1: Facilitate the redevelopment of downtown Clearfield City through public-private partnerships. Continue funding of the Façade and Site Improvement Grant program for downtown businesses. Incentivize redevelopment of the downtown area by using tax increment financing.

Implementation Measure #2: Create land use ordinances that allow and encourage infill and redevelopment. Envision downtown as public places that have the potential to become destinations for pedestrians.

Implementation Measure #3: Prioritize code enforcement and property maintenance throughout the City. Hold regular coordination meetings with code enforcement and the planning office, to ensure compliance with City ordinances.

Implementation Measure #4: Adopt small area (district) plans to focus on neighborhoods and provide specific goals and strategies to enhance the positives and improve upon those items of concern.

Implementation Measure #5: Encourage the mixing of uses along a corridor, including jobs and housing in close proximity to one another.



# CHAPTER 3 - TRANSPORTATION

## INTRODUCTION

The General Plan is intended to provide for the safe and efficient movement of people and goods in the City, reinforce surrounding land development patterns, and enhance regional transportation facilities, and should be used in conjunction with Exhibit 2, Master Streets Plan and Transportation Map of the General Plan.

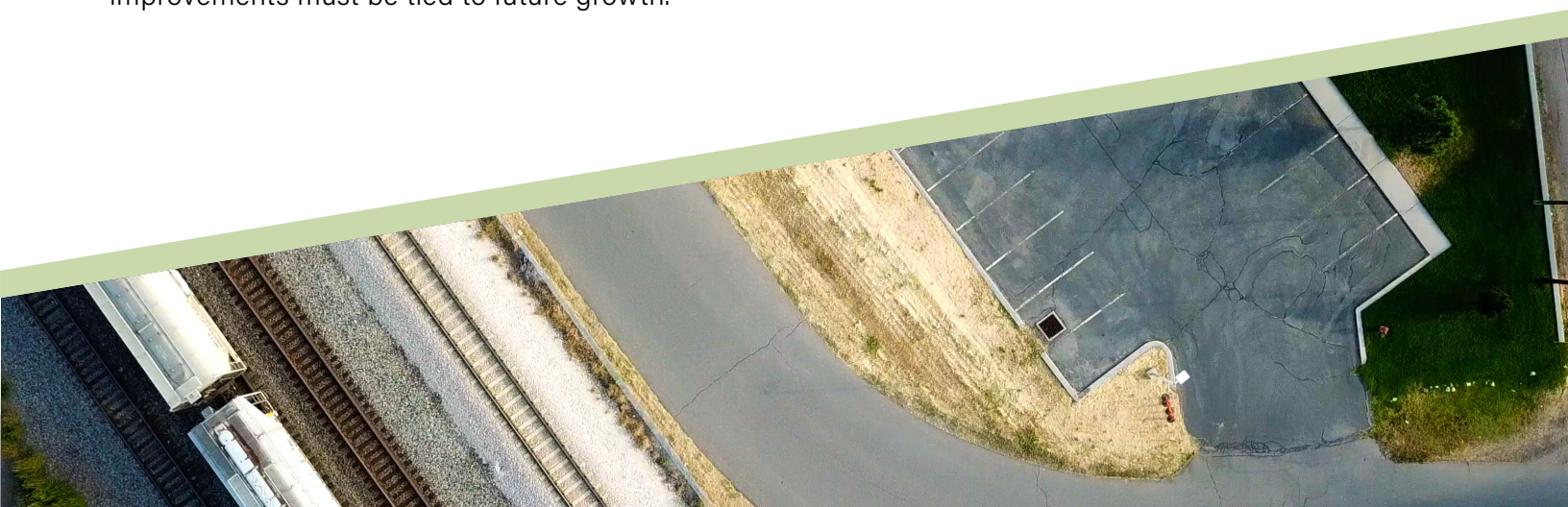
The primary purpose of addressing transportation through the General Plan is to ensure balance between future transportation needs based on the demands generated by future land use development through multi-modal infrastructure improvements with the goal of providing transportation choices that meet the needs of all users. Transportation planning requires both a regional and local perspective with plans that account for transportation issues in the local area as well as in surrounding communities to be successful.

The recommendations included herein represent street capital improvements that may ultimately be needed if Clearfield fully developed according to the Land Use Element. It is important to emphasize that the recommendations do not necessarily suggest required needs in the next five, ten, or even twenty years. Also, inherent in a long-range projection is the potential for variation due to unforeseen economic, political, social, and technological changes.

Clearfield City's long-range Transportation goals should include:

1. Secure right-of-way prior to or concurrent with land development.
2. Determine if outlying potential development could degrade existing streets, and consider actions to limit or concentrate future land-use densities, if required.
3. Identify trucks routes throughout the city to reduce truck traffic in residential areas, as well as impacts to streets designed for less impactful traffic.
4. Anticipate long-range financial demands and search for additional methods of street improvement funding.
5. Establish long-range improvement plan for all facilities including those under UDOT and UTA control to help direct those agencies in future development.

Although the above recommendations are important and should be considered when appropriate, actual improvements must be tied to future growth.



## TRANSPORTATION AMENITIES

Clearfield City is easily accessed through a well-developed network of transportation amenities, including the Utah Transit Authority's Frontrunner commuter rail service, Interstate I-15, Highway 193, Antelope Drive (1700 South), State/Main Street (SR 126), 300 North, 800 North, and 1000 West. The City should preserve and enhance these amenities in a manner that maximizes their usefulness and service to the community.

## TRANSPORTATION MAP

Exhibit 2, Maters Streets Plan and Transportation Map of the General Plan depicts transportation infrastructure in accordance with future build out and capacity. The following street classifications are utilized:

**Freeways.** Streets designated as Freeways on the Transportation Map are to be designed to safely handle very large volumes of through-traffic. Direct access should be limited to widely-spaced interchanges. Design, construction, and operation of Freeways shall be provided by the Utah Department of Transportation (UDOT) and the Federal Highways Administration (FHWA).

**Arterial Streets.** Streets designated as Arterial Streets on the Map are intended to provide through-traffic circulation between areas of the City and across the City. Direct access to adjacent uses should be limited. Arterials have two categories: major and minor.

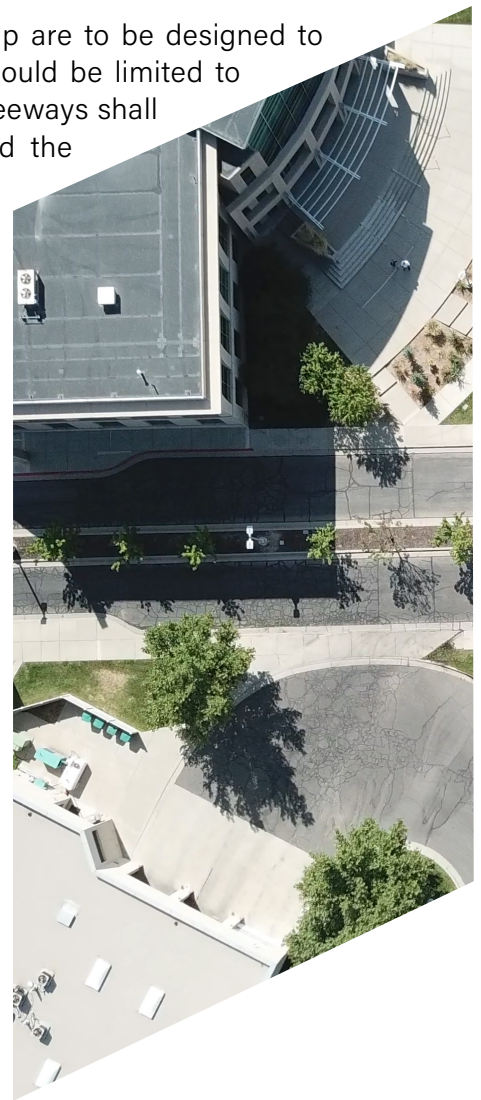
**Collector Streets.** Streets designated as Collector Streets on the Map are intended to provide for traffic movement between Arterial and Local Streets. Center left-turn lanes should be provided where possible to allow for greater access to adjacent uses. Driveway accesses should be evenly spaced. Collectors also have two categories: major and minor.

**Local Streets.** Streets designated as Local Streets on the Map (not all shown) are intended to provide for direct access to abutting land uses as needed and for local traffic movement.

## TRANSPORTATION GUIDELINES

The following transportation guidelines should be followed throughout the City for both standard Transportation as well as Active Transportation infrastructure:

1. Land use and transportation planning should be coordinated to maximize the development opportunities created by major transportation routes and interchanges.
2. Arterial Streets should be protected from encroachment resulting from improper access to adjacent land uses.
3. An adequate thoroughfare system should be designed within future growth areas and sufficient rights-of-way should be designated prior to land development or through the plan approval process.



4. There should be adequate access to and around commercial and manufacturing areas, public facilities, and other activity centers.
5. Localized traffic congestion and operational problems should be minimized and mitigated as much as possible.
6. All roadways in the community should have properly designed surfaces with drainage facilities which are maintained in adequate condition.
7. The overall design and appearance of roadways within the community should be improved.
8. Transportation facilities should be designed and developed in harmony with the natural environment and with respect to adjacent land uses such as schools, churches, libraries, and other public facilities.
9. Non-local and commercial traffic should be minimized within residential neighborhoods and be directed to designated truck routes in the City.
10. Adequate off-street parking facilities should be provided for all activity centers.
11. Safe and convenient bicycle and pedestrian movement should be provided.
12. The City should continue to provide for alternative modes of transportation, including the integration of the UTA Frontrunner Commuter Rail Stop into the City's overall transportation plan.
13. Efforts should be made to provide for the safe and efficient movement of trucks and service vehicles within the community in a manner that does not adversely affect nearby land uses. Consideration of preferred freight routes within the City, or within Freeport should be considered and identified.
14. Pedestrian signals should be provided only at vehicular signal locations. Crosswalks should be restricted to intersections.
15. Street lighting should be consistent with the need for public safety, intensity of adjacent land uses and aesthetics. .
16. Streets in developing areas should provide for the free flow of traffic when the construction is complete.
17. Existing streets should be upgraded to minimize congestion. Where congestion can be attributed to new construction, needed improvements should be the responsibility of the developer.
18. Street classification should be determined by projected traffic volumes, desired operation speeds, projected traffic types, projected construction phasing, and location.
19. Intersections should be located at intervals which maximize street capacities and provide necessary access. Traffic signals should be installed as needed.
20. The demands generated by private development should be equal to its participation in street system improvements through the payment of impact fees, the dedication of land, and the construction of necessary facilities.
21. Sidewalks should be provided in all commercial and residential areas, as well as along major transportation corridors that have access to necessary services.
22. The City should continue to work in a cooperative manner with other governmental agencies and organizations in the planning and construction of transportation infrastructure that benefits the City.
23. Safe and efficient transportation routes should be provided to and from commonly used public facilities such as parks, schools, libraries, and churches.
24. All transportation improvements should be responsive in both planning for and development of infrastructure that will meet the needs of all users.

## GOALS AND POLICIES OF TRANSPORTATION

*Goal 1:* To preserve, enhance, and beautify the City's main transportation corridors.

*Policy:* Promote the preservation, enhancement and beautification of State Street, North Main Street, 700 South, 200 South, 1700 South, 300 North, 800 North, and 1000 West.

Implementation Measure #1: Implement the D-R Downtown Redevelopment Zone to improve the appearance of the City's main transportation corridors. Adhere to strict application of design standards in the main transportation corridors.

Implementation Measure #2: Work with developers to encourage high-quality, attractive development at the main entrances to the City.

Implementation Measure #3: Develop Form Based Code and Small Area Plans for downtown area, S.R. 126 area, and Antelope Drive to establish predictable high quality development.

*Goal 2:* Promote the development of alternative modes of transportation throughout the City and to the Salt Lake and Ogden metropolitan areas.

*Policy:* Encourage the development of opportunities for alternative modes of transportation including active transportation between local communities and from Clearfield City to the Salt Lake and Ogden metropolitan areas.

Implementation Measure #1: Take advantage of existing infrastructure such as streets, highways, and railroads to allow for alternative modes of transportation.

Implementation Measure #2: Facilitate the construction of the commuter rail transit oriented development to encourage use of transit by residents of Clearfield City.

Implementation Measure #3: Facilitate the implementation of the Clearfield Utah Transit Authority (UTA) Circulator Study.

Implementation Measure #4: Facilitate the construction of bicycle and pedestrian improvements on Antelope Drive as part of the Utah Collaborative Active Transportation Study (UCATS).



*Goal 3:* Improve the City's existing transportation infrastructure.

*Policy:* Maintain high quality transportation facilities by focusing on improving, maintaining, and repairing the City's existing streets and trails.

Implementation Measure #1: Maximize available resources to repair and maintain in good condition the City's streets and trails.

Implementation Measure #2: Update the City's Capital Facilities Plan for streets.

Implementation Measure #3: Support Davis County in implementing 2015 H.B. 362 Local Option Sales Tax to increase local transportation funding for roads and active transportation.

*Goal 4:* Make Clearfield City more pedestrian-friendly.

*Policy:* Encourage the development of trails and walkable areas in the City.

Implementation Measure #1: Encourage site planning methods that result in pedestrian connectivity between and within developed areas.

Implementation Measure #2: Preserve adequate space for future trail corridors where appropriate.

Implementation Measure #3: Plan for crosswalks at intersections, improve all necessary mid-block crossings.

Implementation Measure #4: Complete a comprehensive sidewalk inventory along with a needs analysis.

Implementation Measure #5: Apply for Utah State Safe Routes to School Funds along school walking routes that require needed improvements.



## CHAPTER 4 – AFFORDABLE HOUSING

Affordable housing is defined in the Utah Code as housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the city is located.

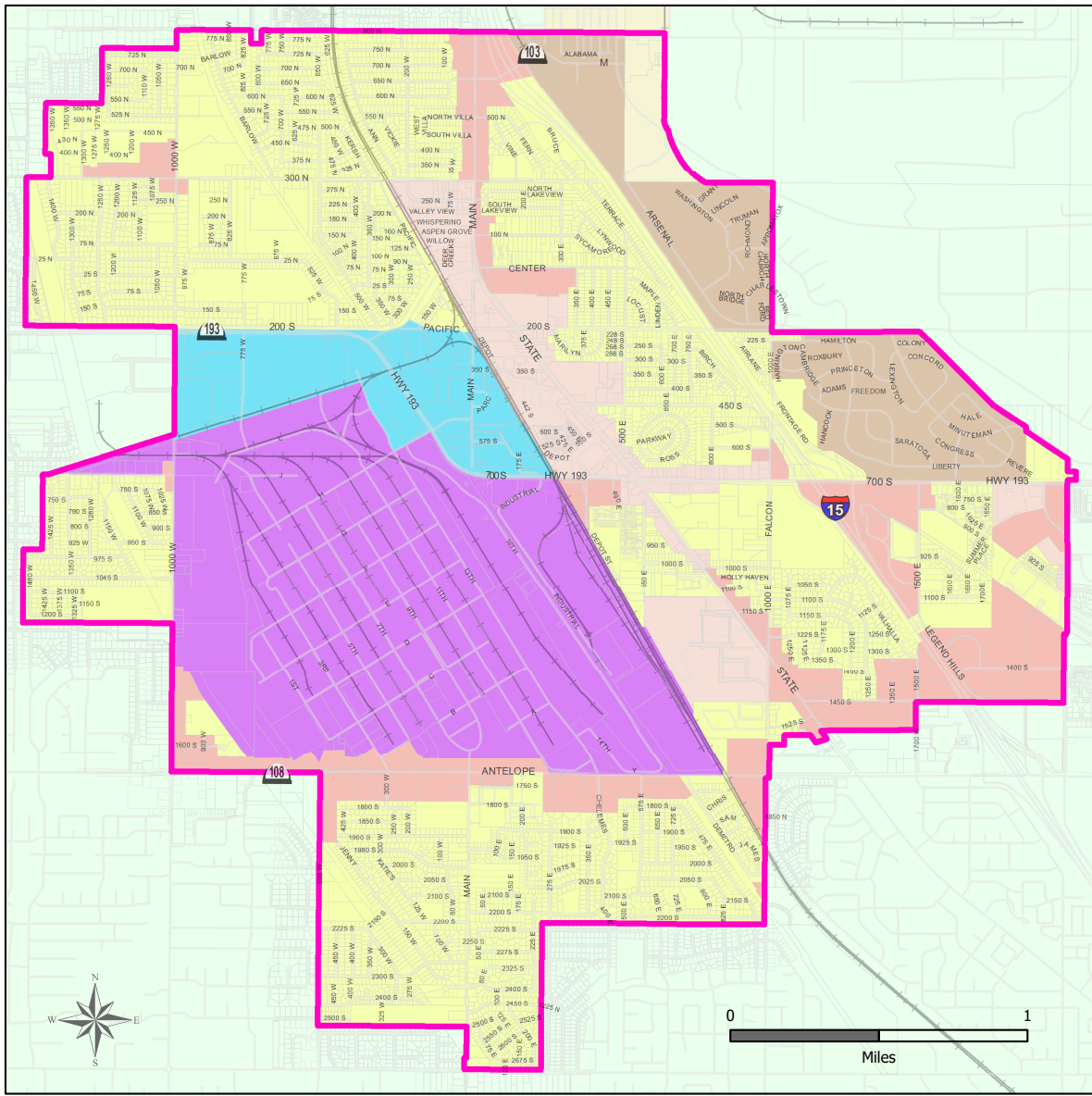
The overall goal of providing moderate housing is to meet the needs of those people who desire to live here, and to allow them to benefit from and fully participate in all aspects of the community.

The City's various residential zoning designations provide an opportunity for a variety of housing types, which can be defined as affordable housing. Clearfield's housing stock exceeds the current estimated need for affordable housing required through build out of the city. It is estimated that the development of housing in the land use areas identified on the general plan map and in potential zoning designations will provide a realistic opportunity for housing for income levels, families and individuals.

Current data show that more than 55% of the City's housing stock is considered affordable. According to the 2010-2014 American Community Survey 5-Year Estimates (census.gov), of the 9,767 households in Clearfield, 5,162 (52%) have an income of less than \$50,000 (71% of the Davis County area median—\$70,388). A reasonable estimate of the number of Clearfield households at or below 80% (\$56,310) of the area median income is 59%.








# EXHIBIT 1 - FUTURE LAND USE MAP OF THE GENERAL PLAN



## Clearfield City

Future Land Use  
for the  
2017 General Plan

-  Business Park
-  Commercial
-  Falcon Hill
-  Hill AFB
-  Manufacturing
-  Mixed Use
-  Residential
-  City Limits




# EXHIBIT 2 - TRANSPORTATION MAP OF THE GENERAL PLAN



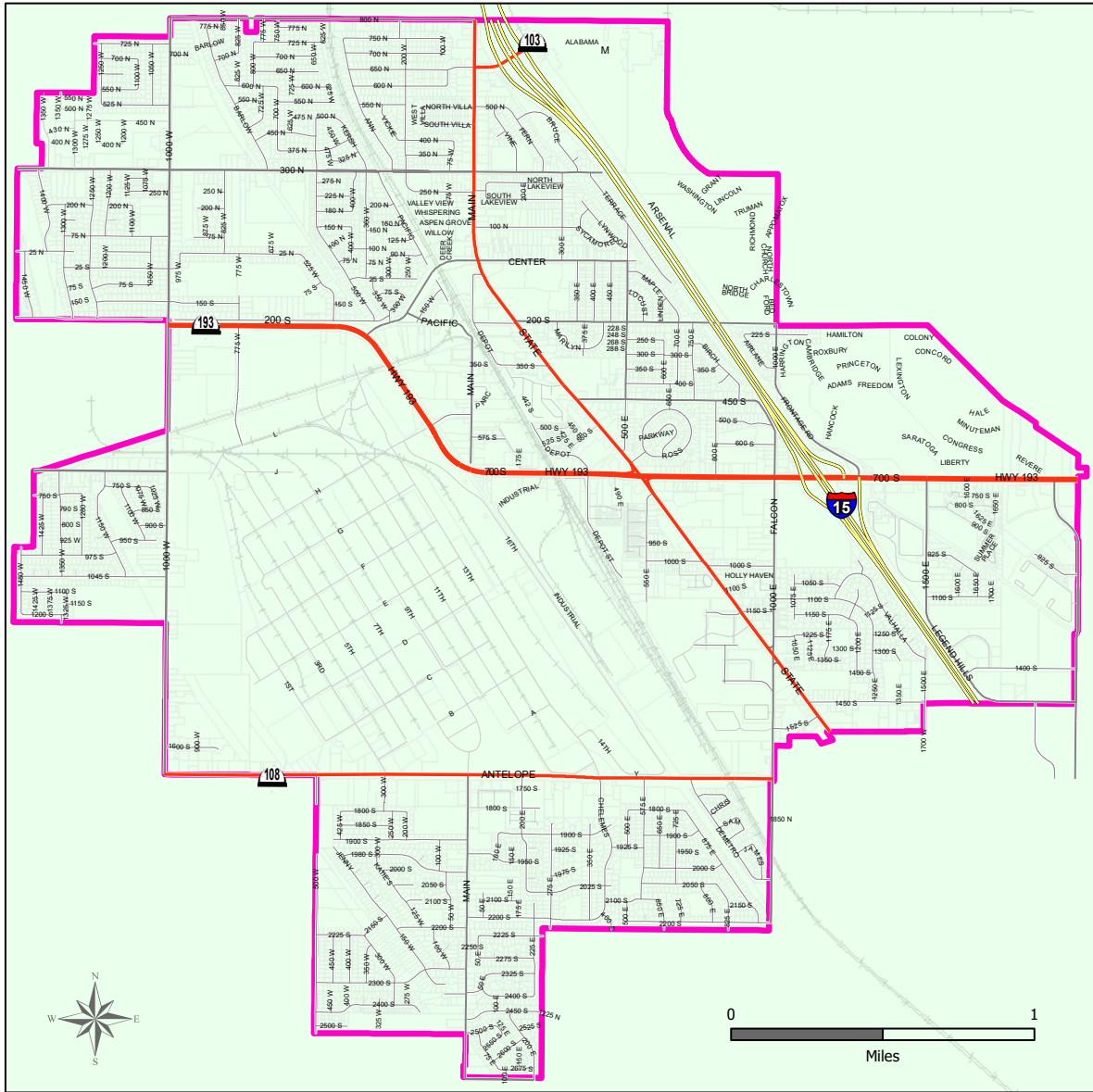
Clearfield City

Master Trails Plan  
for the  
2017 General Plan

-  Trails
-  City Limits










# EXHIBIT 3 - TRAILS MASTER PLAN & MAPS



## Clearfield City

### Master Street Plan for the 2017 General Plan

-  Interstate
-  State Highway
-  Arterial
-  Collector
-  Local
-  Private
-  City Limits



# Creating Downtown Clearfield

2016



Utah State Archives

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# Acknowledgments

The process of Creating Downtown Clearfield would not have been possible without the support of the following:

## MAYOR MARK SHEPHERD

### CITY COUNCIL

Keri Benson  
Kent Bush  
Nike Peterson  
Vern Phipps  
Bruce Young

### PLANNING COMMISSION

Tim Roper  
Kathryn Murray  
Brady Jugler  
Ron Jones  
Robert Browning  
Amy Mabey  
Michael Millard  
Michael Britton  
Steve Parkinson  
Chris Uccardi

### BUSINESS OWNERS

### KENT'S MARKET

### CLEARFIELD CITIZENS

### CITY STAFF

Adam Lenhard, City Manager  
JJ Allen, Assistant City Manager  
Scott Hodge, Public Works Director  
Eric Howes, Community Services Director  
Spencer W. Brimley, Development Services Manager  
Christine Horrocks, Building Permit Technician  
Stacy Millgate, Business Liscencing Official  
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Susie Becker  
Benj Becker



Clearfield City Hall.



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**“** *If you don't know where you are going, you might wind up someplace else.*

- Yogi Berra



Clearfield Aquatic Center. Source: Clearfield City.

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## chapter

## 1.1

## Introduction

## Background

This plan is based on feedback from residents, stakeholders, elected officials and city staff to establish a strong Downtown in Clearfield City. The plan seeks to accomplish two main objectives: (1) to create a vision for downtown Clearfield, and (2) to develop supporting recommendations on how to achieve and implement the vision over time. The planning effort was initiated by Clearfield City to explore creating a city heart and a true live/work/play corridor for the community. The process brought a diverse group of stakeholders together to develop a unified vision that establishes a blueprint for the future of Clearfield for generations to come. Exhibit 1 displays the study area, along SR126 from 700 South to 650 North, with the inclusion of Clearfield FrontRunner Station.

*Exhibit 1: Project Area*

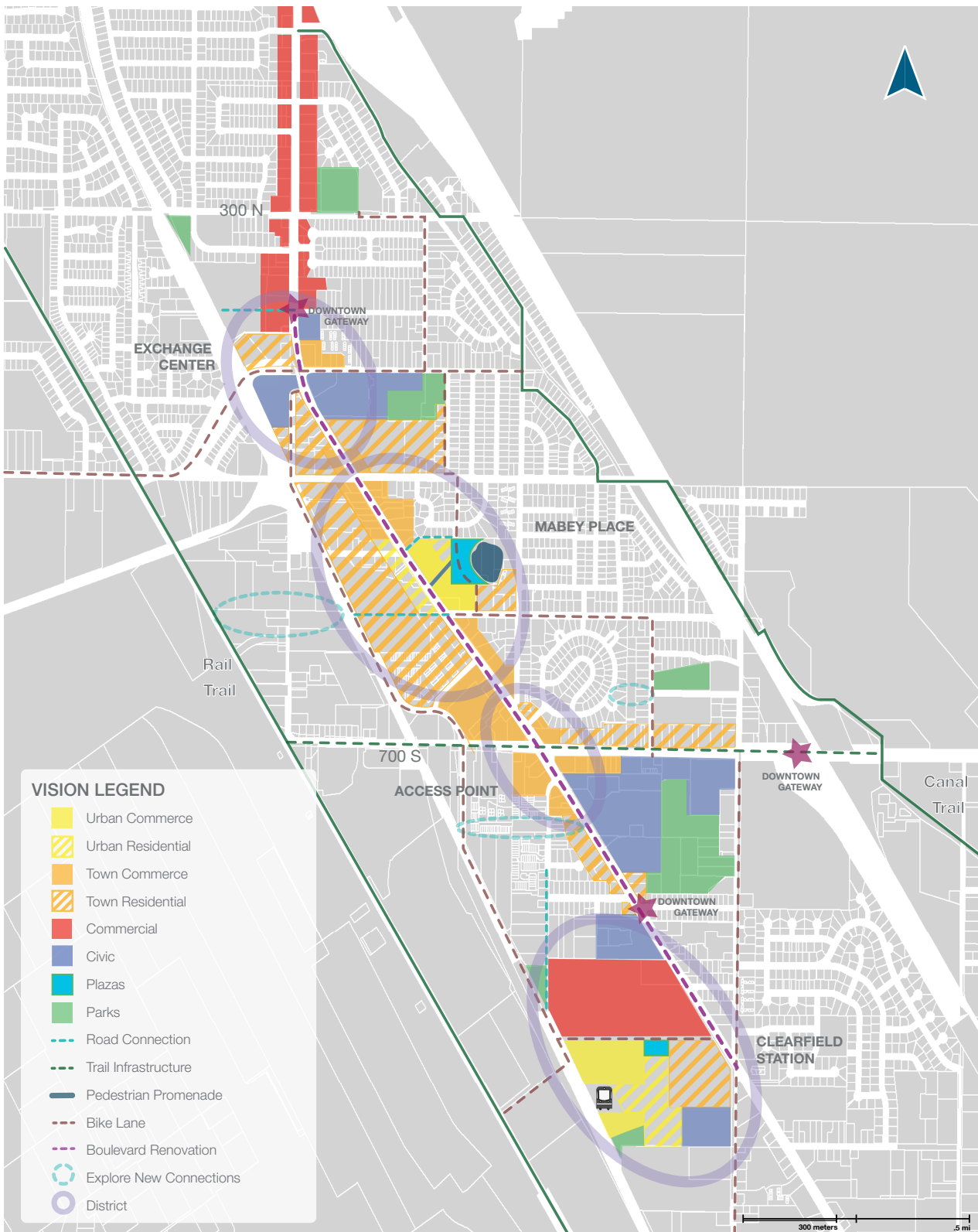
## Why Create a Downtown?

A Downtown serves several key purposes:

- » The economic driver for the city overall
- » The center of activity, jobs, and commerce for the community
- » A walkable and distinct part of the city
- » It is a destination, a place of civic pride where people want to spend time

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chapter  
**1.2** The Downtown Vision





Exchange Center.



Mabey Place.



Access Point.



Clearfield Station.

## Introduction to the Vision

This plan outlines a vision for the future of downtown Clearfield. The vision was developed from a robust stakeholder process engaging a variety of perspectives. The Vision comprehensively addresses land use and transportation for the Main/State Street SR 126 corridor. It identifies individual districts, a cohesive “string of pearls” that make up the central focus of the Clearfield Downtown.

## The Downtown Districts

Moving North to South through the Downtown corridor there are four key districts of focus outlined by a faint purple circle. In each district development is intended to serve a particular and unique role, yet act cohesively for the overall functionality of the Downtown.

### Exchange Center

Exchange Center, surrounding 200 South and Main Street, is a mix of Civic and Town place types, and is the district that includes municipal services and a small hub of housing with supporting commercial. This is the District for government offices—the existing Clearfield City Hall and Davis County Health Department serve as focal points for this District. The Exchange Center is where the walkable, vibrant Downtown begins on the north end.

### Mabey Place

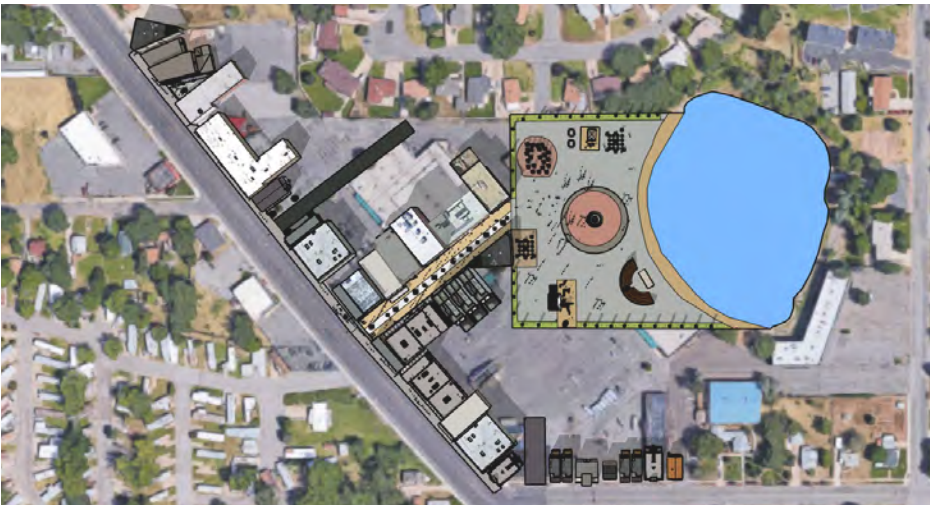
Mabey Place is envisioned to become easily recognizable as the heart of Clearfield. Both Urban Commerce and Urban Residential place types are located here, indicating the most intense part of Downtown. Utilizing the existing Mabey Pond as a community-identified asset, this District includes a central public plaza. To increase visibility and access to the pond and plaza, a pedestrian promenade is planned from State Street to Mabey Plaza. This will enhance walkability in the area, and emphasize the focal point of the Downtown. See Exhibit 2 for Mabey Place Renderings.

### Access Point

Access Point, centered at 700 South and Main Street, is the most well-connected, accessible part of the city and Downtown area. It is the first main intersection north of the Clearfield Station District, and the gateway intersection from the freeway exit to the Downtown. This makes it a great place to shop. Access point is planned with Town Commerce place types on all four corners of the intersection, indicating a small mixed use hub with a strong retail focus connecting the central Downtown, the entrance into the City, and the FrontRunner station.

### Clearfield Station

This district is that redevelopable area surrounding Clearfield Station, adjacent to the intersection of 1250 South and State Street. Planned development includes a transit oriented core or Urban place type, and surrounding residential, civic, and flex business uses. Enhancing the connection between Clearfield Station and the remaining downtown area will strengthen the vitality of this corridor.

*Exhibit 2: Mabey Place Renderings*

## Mabey Place

Potential Elements of Mabey Place District:

- » Pedestrian Promenade
- » Town square and event venue
- » A mix of uses allowing residents to live, work, and play
- » Park Once District
- » Outdoor seating and dining
- » Public art and sculpture
- » Distinct signage and thematic lighting
- » Strategically placed landscaping for shade and aesthetic enjoyment
- » Splash pad and water features

## Place Types

Place Types are general context for what will be designed in a particular location as established by the vision. The place type descriptions below are intended to guide the user through the appropriate recommendations that were defined by the visioning process. The Downtown plan recognizes that places are complex in reality and won't conform to a template; these place types are provided to convey the Vision's intent.

### Urban

The Urban Commerce and Urban Residential place types are the most commonly found in the most concentrated part of a Downtown district. These place types are most centrally located. Both Urban place types have a height maximum of six stories, and are the only place types in the plan with a minimum height requirement (two stories). The Urban place type calls for higher ground floor transparency, and places parking only in the rear of buildings. The building setback of the Urban place type is the most conservative to encourage the creation of a street wall. This creates an enjoyable pedestrian experience with business and areas of interest right up to the sidewalk and a feeling of pedestrian safety. Front door entrances are oriented to the sidewalk. Due to the closer proximity of businesses and community activities in the Downtown, the Park Once district concept described on page 9 will be most applicable in the Urban place type and in the Mabey Place District.

The main difference between the two Urban place types is that commercial uses are strongly incentivized in the Urban Commerce place type. While residential and commercial uses are not exclusive to the Urban Residential or Urban Commerce place types, respectively, the solid Urban Commerce place type is significant in that this is where commercial uses should be incentivized by the city. Residential development in Urban Commerce can take place, but only when accompanied by commercial development. Commercial development is welcomed in Urban Residential, but is not incentivized. The Urban place type is intended to be a mixed use center conducive to a walkable Downtown. Office is welcomed within both Urban place types.

### *Exhibit 3: Sample Rendering of an Urban Place Type Eye Level View*



Image Source: Christopher Illustrations

## Town

The Town Commerce and Residential place types are similar to the Urban place types, however with a slightly lower height limit and differing building orientation. The height range for both place types is from one to four stories, allowing flexibility. The setbacks can be slightly regressed from the sidewalk, allowing space for landscaping, bike parking, outdoor seating, etc. A requirement remains for mid to high commercial ground floor transparency in the Town place types to increase pedestrian interest. The parking lot location is directed to either the rear or side of buildings. Entrances should be oriented to the sidewalk or on the side of the buildings.

Similar to the Urban Commerce and Residential place types, the Town Commerce and Residential place types can include both residential and commercial uses. Town Commerce place types are focused at intersections and on street fronts to encourage commercial development in optimal locations. Residential development within the Town Commerce place type should be accompanied by commercial development. The Town Residential allows commercial uses but also establishes a range of uses and encourages a mix of housing options. Office is welcomed within this place type.

## Commercial

The Commercial place type is aligned with the existing zoning and density along the Main/State corridor with a height of one to two stories, but encourages additional design improvements as established by the Vision. While building height is one to two stories and setbacks are greater here than in the Town and Urban place types, the Commercial place types requires a medium ground floor transparency and directs parking to the rear or side of the building. Entrances can be oriented to the sidewalk or the side of the building for the Commercial place type. However, this place type does not put a designation on the location of the front door, to allow design flexibility. This commercial development is placed at the outskirts of the Downtown; the improvement in development quality and walkable design will support the prosperity of the Downtown core. Residential uses are not present within this place type, however office development is welcomed.

## Civic

The Civic place type is mainly for government services and community facilities, and includes office uses. Residential uses are not permitted within this place type. The Civic place type has a height range of one to six stories and a ground floor transparency requirement. The setback for some Civic buildings can fluctuate to allow community space to front the buildings, however the place type overall will see setbacks similar to those of the Town place type. Parking in the Civic place type is to be placed to the rear or side of buildings. The front door entrance should be oriented to the sidewalk.

## Place Types Use Table

*Exhibit 4: Land Uses and Housing Types within Place Types*

USE	URBAN COMMERCE	URBAN RESIDENTIAL	TOWN COMMERCE	TOWN RESIDENTIAL	COMMERCIAL	CIVIC
Retail	Incentivize	Yes	Incentivize	Yes	Yes	Limited
Office	Yes	Yes	Yes	Yes	Yes	Yes
Civic	Yes	No	No	No	No	No
Multi-plex Residential	Bonus <sup>2</sup>	Yes	Bonus <sup>2</sup>	Yes	No	No
Townhouse <sup>1</sup>	No	No	Bonus <sup>2</sup>	Yes	No	No
Single Family Homes	No	No	No	No	No	No

Notes:

1. Townhouse includes duplex, triplex, fourplex
2. Must be accompanied by the development of retail, commercial (%)



Dedicated Bike Lane.



Amenity-rich Sidewalk.



Pedestrian Oriented Signage.



High Ground Floor Transparency.

## Downtown Design Guidelines

In order to achieve the vision set forth in this plan the following Design Guidelines should be considered:

### Streets

- Increase connectivity where opportunities arise, breaking up large blocks and increasing access for all modes
- Incorporate safe, separated bike lanes into all street configurations
- Take traffic calming measures in the core of Downtown to enhance both vehicle operator, pedestrian, and bicycle safety
- Reduce the number of vehicular access points along State/Main Street to enhance bicycle and pedestrian safety, and provide enhanced pedestrian street crossing locations

### Sidewalks

- Include sidewalks on all Downtown streets
- Make Downtown sidewalks larger than the standard 4-5 foot sidewalk to allow for pedestrian comfort and usable public space where viable
- Provide amenities such as lighting and seating throughout the Downtown; a consistent street lighting design or model should be considered in future ordinance updates
- Plant small to medium trees within wells or park strips in order to uniformly insulate and shade the sidewalk, at a minimum of every 30 feet; a street tree theme should be considered
- Place power lines and poles underground where viable

### Architecture

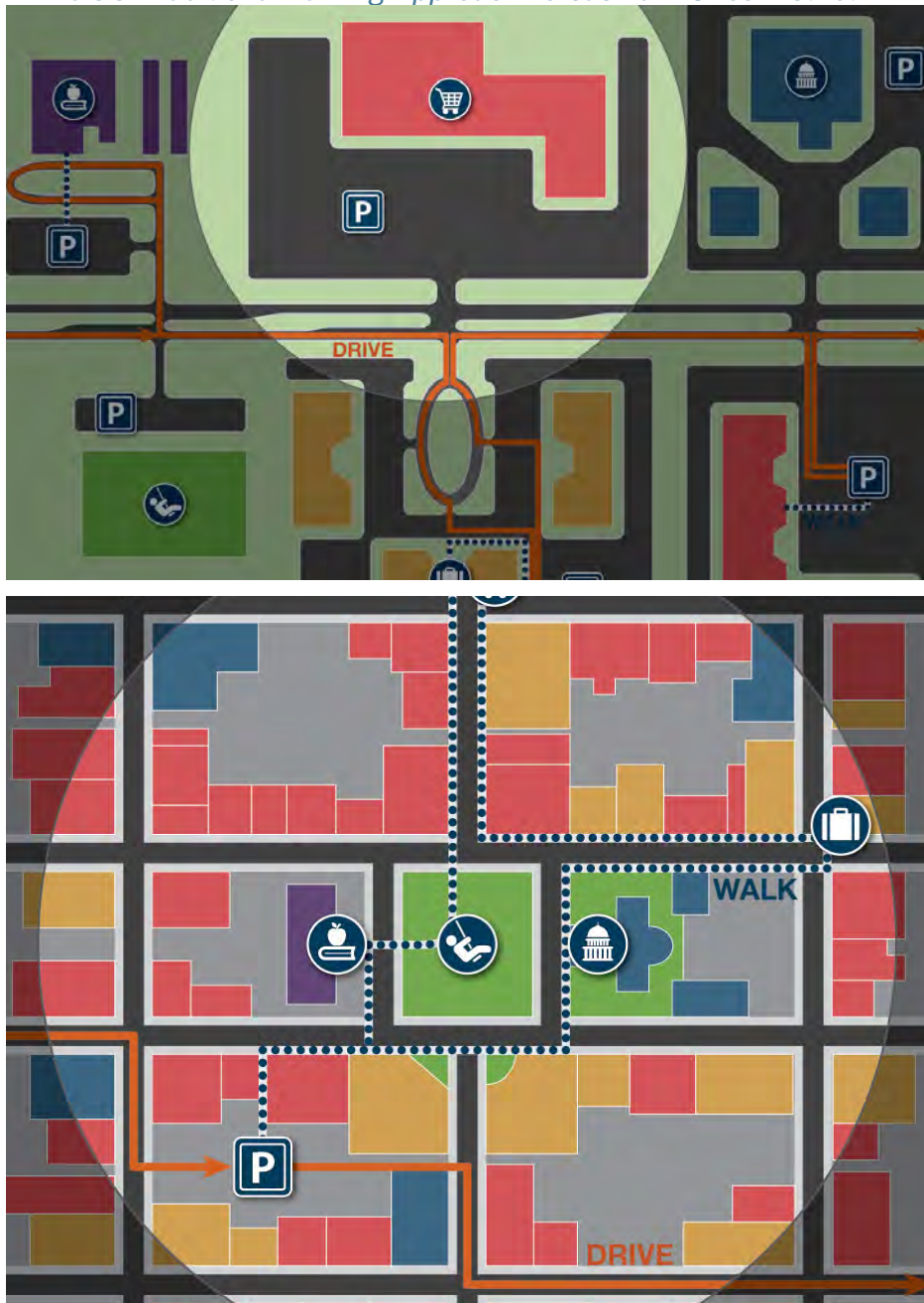
- Design multi-story buildings and buildings of commercial use in a way that minimizes their impact on neighboring single family homes; landscaping buffers and/or transitional building height should be considered
- Design buildings and signage to be human scale and pedestrian oriented
- Place buildings close to the street and be oriented to the street
- Heighten ground floor transparency for the majority of the place types to 60-70% (excluding residential uses)
- Require ample entrances onto the street for long buildings, at least one per every 70 feet of frontage
- Design entrances to buildings to be attractive, highly visible, and face the street where appropriate
- Require vertical facade differentiation or articulation in the form of material or depth variation every 40 feet
- Encourage buildings occupying a corner to be multiple stories, or taller than other buildings on the block
- Encourage quality, locally sourced, sustainable building materials
- Encourage mixed-use buildings
- Apply quality design and materials to all four sides of buildings

Unless referenced above, please refer to the adopted Clearfield Design Standards located on the Clearfield City website here: [http://sterlingcodifiers.com/codebook/index.php?book\\_id=372&chapter\\_id=65072](http://sterlingcodifiers.com/codebook/index.php?book_id=372&chapter_id=65072)

## Parking

- Create Park Once Districts in areas within a particular district, especially near Mabey Place within the Urban place type
- Encourage on-street parking and publicly shared parking on secondary roads that do not currently have this amenity
- Encourage businesses to consider shared parking solutions where parking is private
- Reduce parking requirement for amenities such as bicycle parking, proximity to transit, and unbundled parking

*Exhibit 5: Traditional Parking Approach versus Park Once District*



## Park Once Districts

A characteristic of successful downtowns is that they not only attract people, but allow them to move through the various uses and services in the downtown without needing to drive between them. These places are highly walkable and have compact design with diverse amount of uses and attractions in close proximity. The design and building layout of the downtown should encourage people to park their vehicles once, and leave it in its original location until they have completed their errands or activities within the downtown area. The Downtown Clearfield Districts, most notably Mabey Place, should:

- » Encourage central shared parking over scattered or excessive private surface parking lots
- » Encourage central location of key services or businesses
- » Create pleasant pedestrian environments
- » Have public space for visitors to be able to pass time in between activities
- » Count on-street parking toward total parking availability
- » Establish flexible parking requirements

## Open Space and Amenities

- Open space should be usable, active community space within the public realm, with attention given to quality, quantity, and function of landscaping, seating, lighting, etc. (Passive or aesthetic only open space is discouraged in the area)
- Parks, plazas, and open space should be connected to each other by bike lanes, trails, sidewalks, or multi-use paths
- Active public space like water features and splash pads are encouraged within the Mabey Place District and in other downtown parks and plazas that emerge
- Explore the possibility of installing public art along the corridor especially near key amenities to enhance the user experience and help to define the character of the Downtown
- Near the Downtown Gateways, investigate the opportunity to place wayfinding installations, or a Downtown welcome monument sign, particularly at the 700 South Gateway and the FrontRunner Station Gateway

## Place Types Design Variations

While the overall character and anticipated quality of development throughout the entire Downtown are largely the same, there are details within each place type that vary. Exhibit 6 demonstrates those differing design requirements by place type.

*Exhibit 6: Development Standards and Design Standards by Place Type*

STANDARD	URBAN COMMERCE	URBAN RESIDENTIAL	TOWN COMMERCE	TOWN RESIDENTIAL	COMMERCIAL	CIVIC
Height Minimum (Stories)	2	2	NA	NA	NA	NA
Height Maximum (Stories)	6	6	4	4	3	6
Park Once District <sup>1</sup>	Yes	Yes	Yes	No	No	No
Parking Credits <sup>2</sup>	Yes	Yes	Yes	Yes	Yes	Yes
Shared Parking Allowed	Yes	Yes	Yes	Yes	Yes	Yes
Urban Landscaping <sup>3</sup>	Yes	Yes	Yes	Yes	No	Yes
Parking Location	Rear	Rear	Rear or Side	Rear or Side	Rear or Side	Rear or Side
Front Door Street Orientation	Yes	Yes	Yes	Yes	No	Yes
Ground-floor Commercial Transparency <sup>4</sup>	High	Medium	Medium	Low	Low	Medium
Building Placement Near the Street	Yes	Yes	Yes	Yes	Yes	Not Required

Notes:

1. Allow in-lieu fees, develop public parking, manage on-street to ensure availability (meters, time limits). See the callout box on page 9
2. Credits given for transit adjacency, bike racks, or when adjacent on-street parking is present
3. Discourage landscape buffers, instead promote usable landscaping and open space such as pocket parks, plazas, urban gardens, dining areas, and active space
4. Ground Floor Commercial Transparency recommendation ranges: High=60-80%; Medium=40-60%; Low=20-40%.

## Open Space Vision

Throughout the Creating Downtown Clearfield process, the value of gathering spaces and public amenities was voiced by participants consistently. The addition of two major Downtown Plazas, the Mabey Pond Plaza and one within Clearfield Station, will contribute to the public realm of the area and provide the amenity the community feels is currently missing. The addition of active urban landscaping is key throughout open spaces within the Vision. There is a strong network of green space in the area; in order to recognize and enhance the existing parks, new connections explored in the Vision will link these together.

### Exhibit 7: Exemplary Plazas



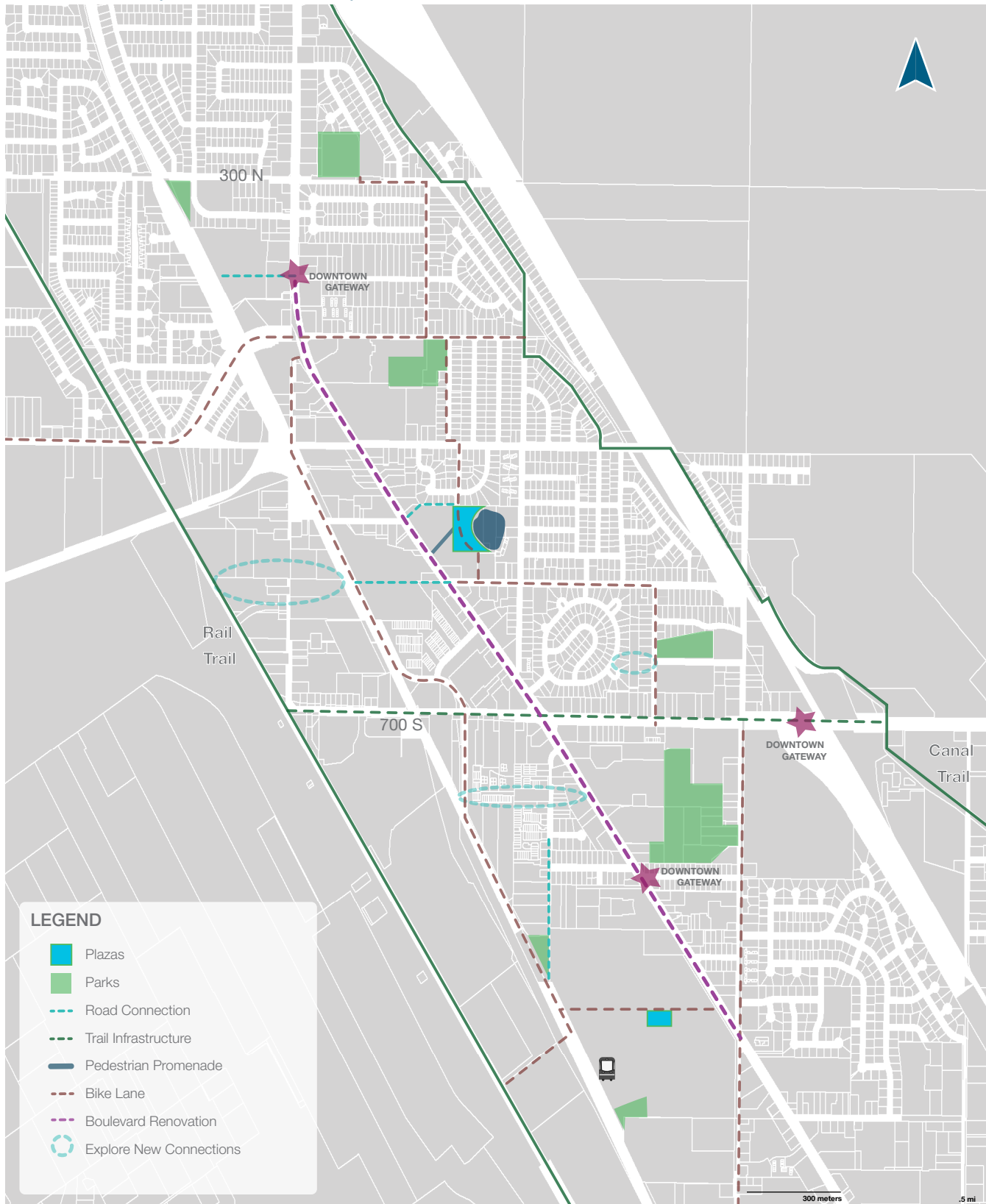
“Downtown Clearfield would be much better if it only had \_\_\_\_\_.”

- » **"City plaza around Mabey Pond"**
- » **"Splashpad"**
- » **"Center Public Gathering Space"**
- » **"Friday night Farmers Market with music and food trucks"**
- » **"Walkable plaza type locations"**
- » **"Town Square"**
- » **"More greenery"**
- » **"Decorative Street Lighting"**
- » **"A place to take my family to play."**

- Workshop Participants

# Transportation Vision

Exhibit 8: Transportation Vision Map



## Boulevard Renovation Recommendations

Most notably in the transportation element of the vision is the Boulevard Renovation indicated along State/Main Street. The following recommendations focus on the safety and appearance of the corridor.

### PEDESTRIAN CROSSINGS

- Perpendicular to Mabey pond, a flashing-sign pedestrian crosswalk should cross Main/State Street (SR 126)
- The timing of intersection traffic lights within the Downtown Gateways on SR 126 should allow ample pedestrian crossing time

### TRAFFIC CALMING AND SAFETY

- Access Management: Automobile driveways along SR 126 should be limited, sharing of accesses between developments as well as side/rear accesses are encouraged
- Coordinate with UDOT to develop SR 126 cross sections that account for safety for all modes

### BICYCLE INFRASTRUCTURE

- Add a dedicated bike lane from the FrontRunner station through to 650 North along SR 126 with right turn pockets using paint or planters

### WALKING EXPERIENCE

- Widen sidewalks beyond the standard where the ROW is 100 feet
- Invest in landscaping along SR126
- Unique street lighting should be specified and consistent throughout the Downtown to help identify it as a destination

### PUBLIC TRANSPORTATION

- Enhance bus stop amenities including shelters, seating, lighting
- Increase accessibility to bus stops via biking and walking
- Consider Wasatch Front Regional Council Regional Transportation Plan for enhanced bus/bus rapid transit for the corridor

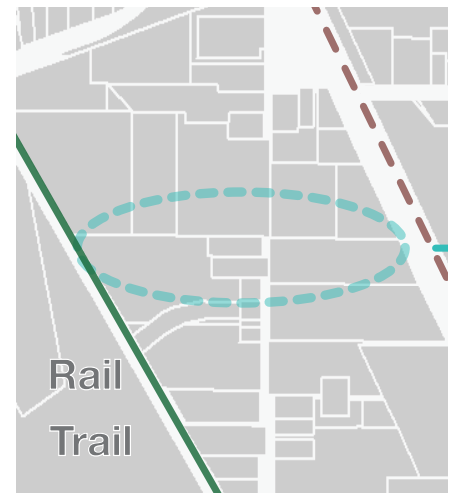
*All of these recommendations should be considered by Clearfield City, Utah Department of Transportation (UDOT), and the Wasatch Front Regional Council (WFRC) in the Regional Transportation Plan efforts along SR 126*

Additionally, the transportation element of the Vision Map explores new road and path connections in strategic locations. There are a few instances on the map where "explore new connections" is indicated to outline that the area would benefit from enhanced connectivity, but no clear solution exists under current land use conditions.

The Downtown should be an accessible and visible place. A healthy Downtown is accessible to all modes of transportation; enhanced mobility contributes to the economic viability of a place. Investment should be made in active transportation in the Downtown, with special attention paid to accessibility of the FrontRunner transit station and bus stops.

## The Gateways

Gateways or entrances into the Downtown indicated on the Vision Map by a red star have been placed on the Vision Map to indicate where Downtown treatments should begin. Elements should signify character and identity for downtown Clearfield through branding signage, landscaping, and general investment in the public realm. A design feature should be placed here to signify entrance into the Downtown.



Indication to "Explore New Connection" on Vision Map.



Downtown Gateway at 100 N.

**“ Better cross walks.”**

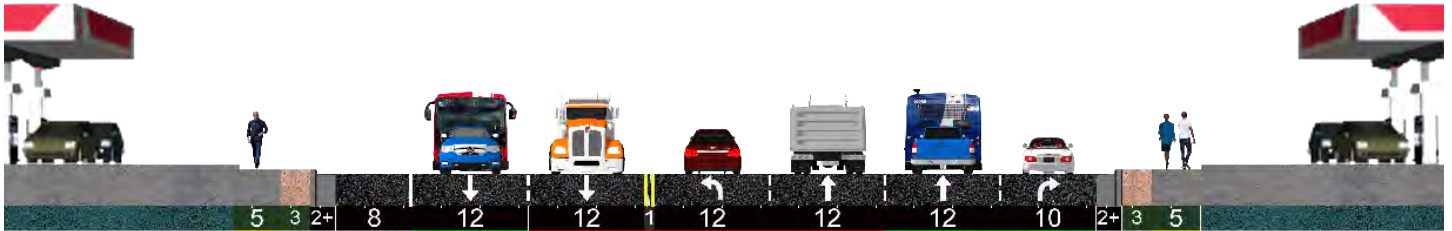
- Survey Respondent

## Boulevard Renovation Feasible Scenarios

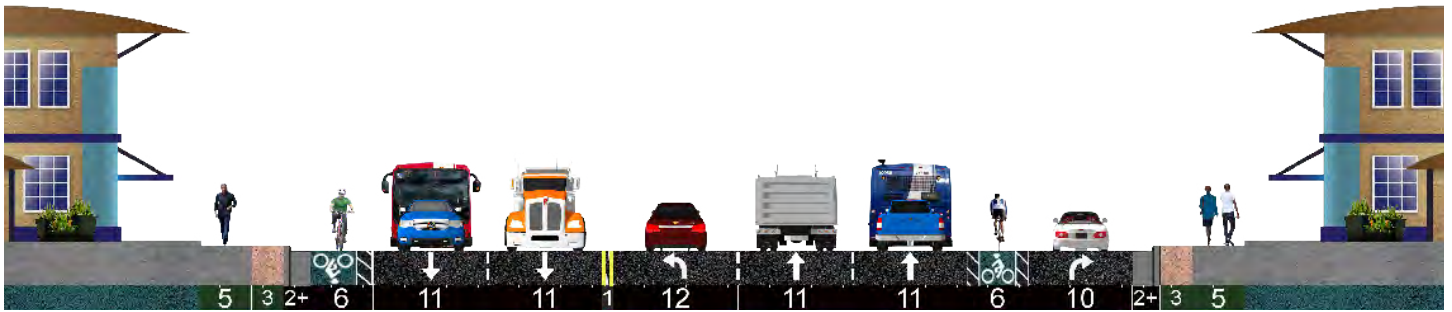
Proposed Cross Sections: *All cross sections are drawn looking North with East to the right and West to the left. All right-of-way widths are estimates. Proposed condition drawings are not engineered solutions.*

### NORTH – S.R. 126 AND 300 NORTH

- Existing Condition: Five lane cross section with 12'+ lanes and standard bike lanes striped on shoulder. On-street parking has been removed. See below.



- Proposed Condition: Five lane cross section with lane widths reduced to 11 feet. Additional paint to create a buffered bike lane. See below.

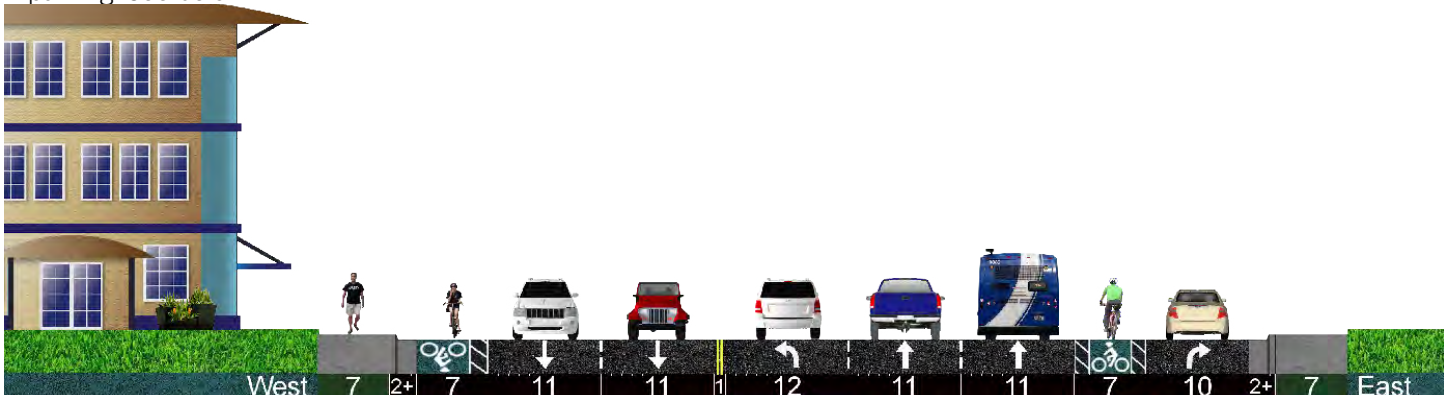


### CITY HALL – S.R. 126 AND CENTER STREET – 100 FOOT RIGHT-OF-WAY

- Existing Condition: Five lane cross section with 12'+ lanes, right hand turn lane, wide radius corners, on-street parking, bike with traffic. See below.

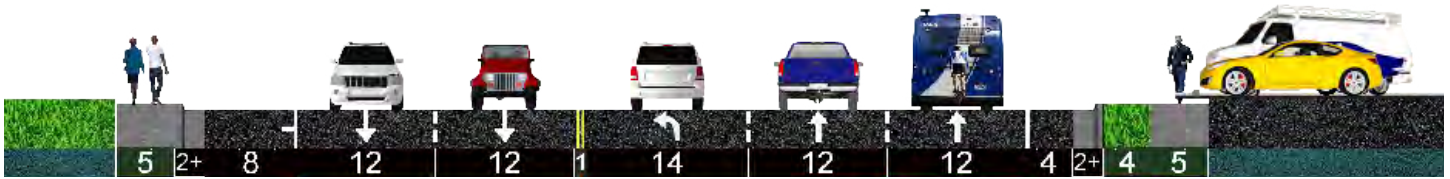


- Proposed Condition: Five lane cross section with 11' lanes, reduced turning radius on the east side northbound lane, widened sidewalks, buffered bike lane, bike lane placed between thru and right turn movement, removal of on-street parking. See below.

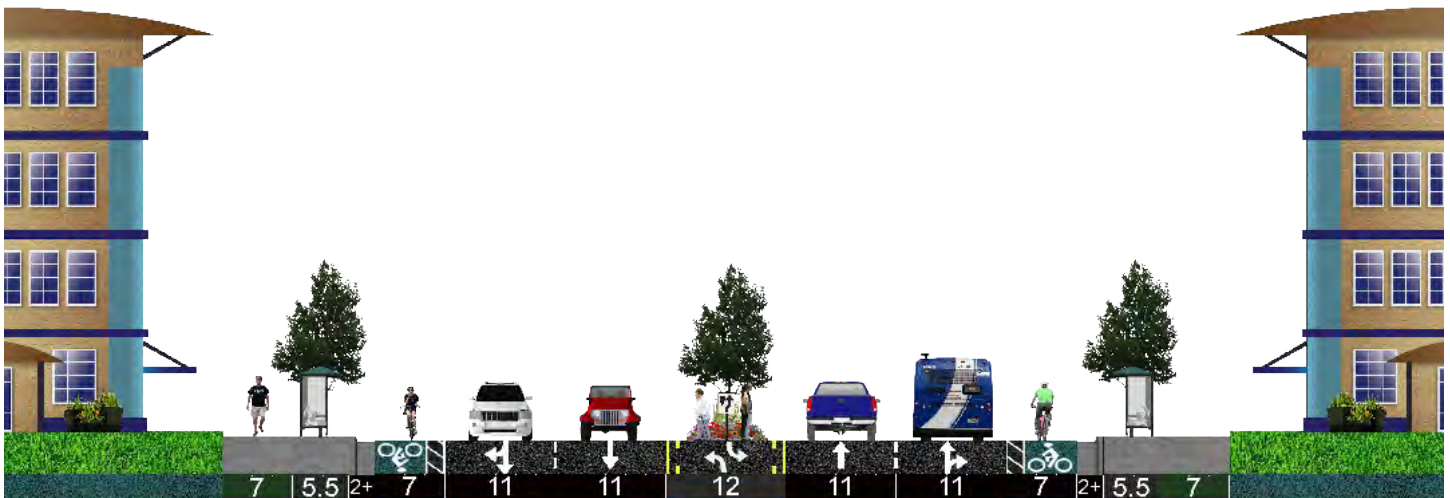


**MABEY PLACE- S.R. 126 MID-BLOCK – 77 FOOT RIGHT-OF-WAY**

- Existing Condition: Five lane cross section with 12'+ lanes, no right hand turn lane, multiple access points into various developments, bike with traffic. See below.



- Proposed Condition: Five lane cross section with 11 foot lanes, widened sidewalks, buffered bike lane, planted center median with pedestrian refuge, street trees, removal of on-street parking, access management into development. (This option would require approximately 10 feet of additional right-of-way to be acquired at the time of development). See below.



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chapter  
**1.3**

## Implementing the Vision

This section outlines actions and strategies to make the plan a reality. There are essentially two types of redevelopment incentives that can make the vision a reality--regulatory and financial. The time and investment differs greatly depending on the goal at hand. This implementation plan explores a variety of these options.

### GOAL 1: MODERNIZING DOWNTOWN ZONING

Most of the investment needed to make the plan a reality is private: developers willing to build. Clearfield will need to be responsive to the needs of developers to encourage building that is consistent with the Vision. Effective zoning is not the only mechanism to attract investment, but it is a necessary step. Zoning regulations need to follow the Vision for downtown Clearfield while also allowing development to be profitable to a developer so they are willing to take on the risk of building.

#### **Strategy 1: Assess gaps, reconcile current zoning and the Vision.**

In coordination with the Planning Commission, City Staff should conduct a thorough analysis to assess the gaps between the current zoning and the vision in regards to design, land use, and densities. When crafting a new zoning district or overlay, feedback from the development community should be sought. To realize the vision, the City should consider the following zoning approaches:

##### **Strategy 1 Option A: Develop a Form-based code for the corridor.**

Form-based codes emphasizes design over land use, can foster predictable built results and a high-quality public realm by using physical form, rather than separation of uses, as the organizing principle for the code. This approach will provide more certainty of the outcome consistent with the vision, but may take more time to craft and adopt compared to option B. The City should consider the Wasatch Choice for 2040 form-based code template as a resource for developing the code.

**Strategy 1 Option B: Develop new, traditional zones.** The current Clearfield City zoning code governs uses, height, and building setback. The C2 zone currently encompasses the majority of the corridor and is too geographically broad to modify to implement the plan. If the City determines to pursue this approach, new zones should be developed to coincide with the place-types in Chapter 1.2. The development of overlay zones could address design and siting standards for each place type. Some advantages to simply working with the existing code to develop new zones are that it may be more feasible to implement quickly and may be more familiar to developers. However, this approach will provide less certainty of the development outcome compared to a form-based code.

**Strategy 2: Streamline the Development Review Process.** For developers, time is money. While accurate development review is important, it need not be an overly long process. To simplify project review, consider in the ordinance update which uses can be permitted or allowed.



*Clearfield FrontRunner Station. Clearfield City.*



Bicycle on FrontRunner. Source: Eric Vance

## GOAL 2: MANAGE PARKING TO CREATE A WALKABLE, INVESTMENT-FRIENDLY DOWNTOWN

**Strategy 1: Modify existing parking standards for downtown.** These modified standards could be triggered either by land being within a new downtown overlay zone or in a form-based code district. Look to have parking maximums, create mechanisms that allow shared parking between uses at peak times, and allow parking reductions for uses with close proximity to transit. Parking will be a challenging subject, but with the Downtown vision focused on walking and bicycling accessibility both to the center and within, it is appropriate to consider less parking. Parking is expensive to provide by developers and can consume a significant amount of land that could otherwise be used for buildings. Parking generation studies indicate that settings like Downtown Clearfield tend to experience lower levels of demand per land use square footage. Further, reduced required parking supply levels may help spur investment Downtown by increasing the proportion of a site utilized by revenue-generating building square footage. For guidance on these questions, refer to the Institute of Transportation Engineers' book *Parking Demand* and Urban Land Institute's books *Shared Parking* and *Dimensions of Parking*.

**Strategy 2: Provide public parking near Mabey Pond.** Public parking lots tend to be more efficiently utilized given their potential use by patrons of all locations in the vicinity; they tend to be shared more broadly between businesses and destinations in the vicinity. It relieves parking cost to businesses, spurring development. The city should look into purchasing  $\frac{1}{4}$  acre or more of land within  $\frac{1}{4}$  mile of Mabey Pond for use as a public parking lot.

**Strategy 3: Allow developers to provide in-lieu fees in exchange for providing required parking spaces.** In-lieu fees can then be utilized by the City to purchase more publicly shared surface parking lots and, over time, potentially fund structured parking improvements to these public parking lots. Public parking lots are more efficiently utilized than private lots meaning fewer spaces are needed to serve the same parking demand. Corvallis Oregon offers a salient example useful for crafting an in-lieu fee regulation for Clearfield. Corvallis assesses a fee of \$10,000 for each parking space that is not provided on-site and instead is provided in the nearby public lot. Clearfield should assess an appropriate fee given prevailing land prices and in recognition that a space within walking distance does not have the same value to a landowner than that of an on-site space.

The in-lieu fee option should be made available to the entire Mabey pond district at a minimum. In addition, the city may elect to use existing public parking in the Civic Center area as a second public parking area to allow a quick start to a park once district north of Mabey Pond. As in-lieu fees are recouped, a second lot could then be purchased to avoid over-burdening the Civic Center parking.

## GOAL 3: ENCOURAGE INVESTMENT TO CREATE A MORE DEFINED DOWNTOWN CLEARFIELD

**Strategy 1: Create Incentives for Private Development Projects.** As explained under Goal 1, Most of the investment needed to make the plan a reality is private. Zoning will allow for the appropriate type of development but will not build it. The Market Study for this plan determined that re-development of Lakeside Square, where "Mabey Place" is proposed is supportable from a financial basis, but that some incentives may be required to attract

development. The City should consider formulating a Community Reinvestment Area (CRA) to incentivize investment in this district. CRA funds may be used for gap financing for private development or developing the central plaza. Other incentives for private investment include shorter processing timeframes for development, and expanding the number of permitted uses.

**Strategy 2: Reduce or Waive Development Fees.** To reduce the cost of redevelopment, Clearfield could consider reducing or waiving development related fees. Given strict requirements in Utah State Code for impact fees, care should be taken when reducing or waiving these fees.

**Strategy 3: Encourage Land Assembly.** Large development projects are often difficult to execute with multiple landowners. To encourage land assembly, the City should consider creating a minimum lot size for development or develop incentives for combining existing lots.

**Strategy 4: Continue to Utilize the City's Strategic Plan.** The City should continue to utilize and update its Strategic Plan to explore and prioritize economic, social, and locally based tactics that will incentivize the Downtown plan.

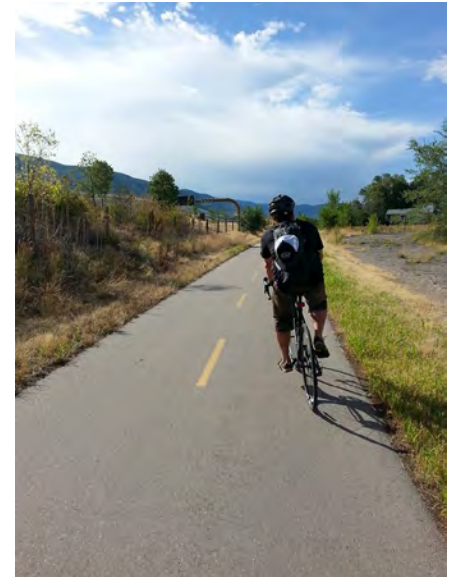
#### GOAL 4: IMPROVE MULTI-MODAL TRANSPORTATION CONNECTIONS

**Strategy 1: Boulevard Renovation of State Street/Main Street.** In order to foster place-making in downtown Clearfield, the City should pursue a streetscape improvement project in coordination with UDOT. The project should include elements outlined above (Boulevard Renovation Recommendations) including enhanced pedestrian crossings, streetscape landscaping to buffer pedestrians from traffic, and a separated bike lane.

**Strategy 2: Amend Master Streets and Trails Plans to include new connections.** Improved street connectivity in the downtown area is necessary to encourage multi-modal connections. The City should consider amending both the Master Streets and Master Trails Plans, which guides future development, to include those recommended on the Downtown Clearfield Vision Map. As redevelopment occurs, the City should ensure that the additional connections are incorporated.

**Strategy 3: Improve Access Management for the Corridor.** Multiple driveways in and out of parking lots create a hostile environment for pedestrians traveling along the street. For future development, the City should pursue limiting access to blocks ranging from 330-660 feet in length.

**Strategy 4: Enhance Transit Service and Accessibility.** The corridor is currently served by Route 470, which operates on 20 to 40 minute headways. Increasing the frequency of service will provide better access to and from downtown Clearfield. In addition, improved bus stop amenities, such as shelters and benches will improve transit accessibility in the corridor. In the short term, the City should work with UTA to increase the frequency of bus service and provide improved bus stop amenities. In the long term, consideration should be given to preserve the corridor for enhanced bus/bus rapid transit along the corridor, as outlined in the Wasatch Front Regional Council Regional Transportation Plan.



*Bicycle Trail.*

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chapter  
**1.4** Plan Development

## Analysis

### Existing Conditions

The study area for this plan includes 700 South to 650 North along State Street/ Main Street (SR 126) with the addition of the FrontRunner Station area. The location was chosen to explore the existing Main/State Street corridor, which is predominantly commercial, with dispersed businesses and no particular concentrated center of activity.

The study area has twice the concentration of jobs compared to the Clearfield City average, at .61 jobs per capita in the study area (Davis County Assessor). Clearfield City has many notable landmarks, such as Clearfield City Hall, Kiwanis Park, Davis County Health Department, Clearfield City Aquatic Center, Kent’s Market, and Mabey Pond. This is a major employment hub for this portion of the region, and complemented by the neighboring Freepoint Center.

### DEMOGRAPHICS

There are currently 2,900 jobs and 5,943 residents in the study area, comprising 20% of the population of Clearfield (US Census 2010, Census Bureau). The median household income in Clearfield is \$48,388, significantly lower than the Davis County average of \$69,707. However, Clearfield jobs provide the highest average wages for Davis and Weber County combined. (Davis County Assessor 2015)

### TRANSPORTATION

State Street/Main Street (SR 126) is a major arterial and parallel alternative to I-15, connecting communities in Davis and Weber County. This road receives a safety ranking ranging from 7-9 out of 10, 10 being the worst, on the UDOT safety index, indicating a very high risk to users of this corridor. Outreach participants expressed particular concern about the unsafe walking and biking conditions on the roadway.

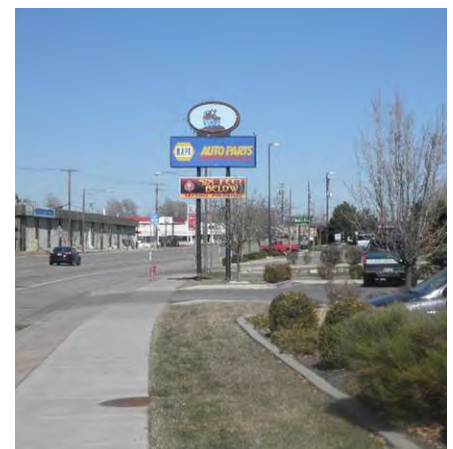
The majority of trips in the area are made by automobiles (91%), with the remaining 9% via transit, walking, or biking (WFRC Household Travel Survey 2014). The chart below displays the current mode split for the project area.

*Exhibit 9: Project Area Transportation Modes Utilized*

MODE FOR PROJECT AREA	PERCENTAGE OF TRIPS IN PROJECT AREA
Transit	1.00%
Walk	6.23%
Bike	1.60%
<b>Total</b>	<b>8.83%</b>



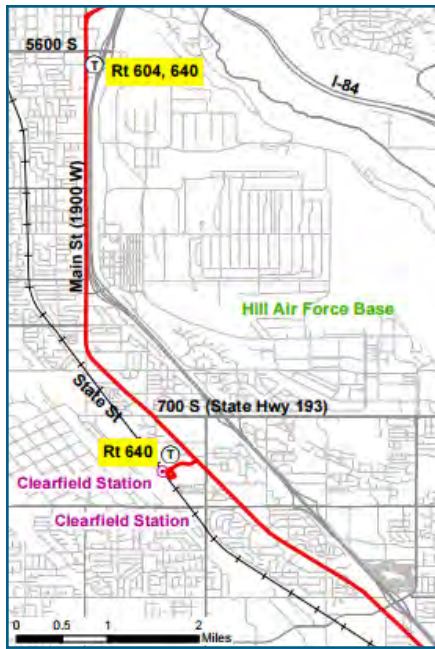
*Workshop participants reviewing scenarios.*



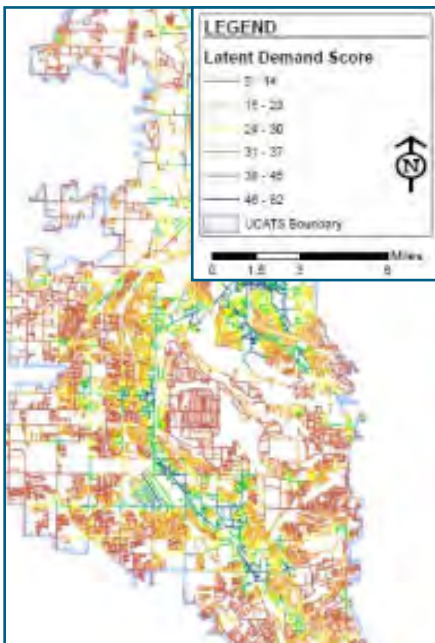
*State Street Current Condition.*



*Clearfield Aquatic Center Indoor Pool Area.*



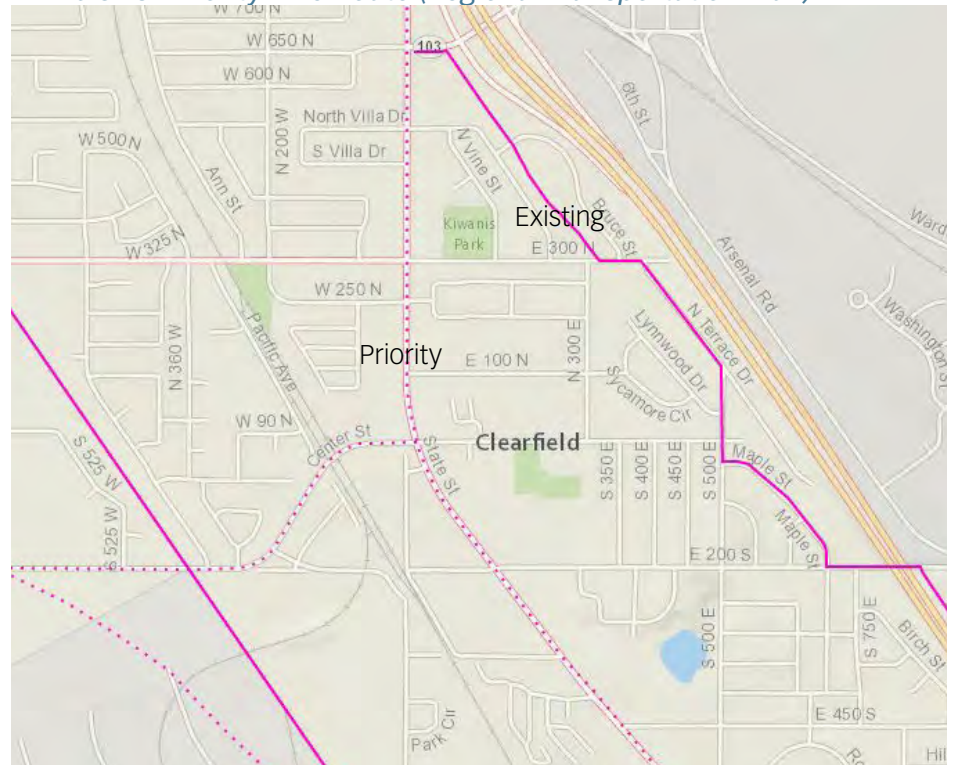
Bus Route 470.



UCATS Latent Walk Map for the Clearfield Area.

The corridor is defined as a “Priority Bike Route” on the Wasatch Front Regional Council (WFRC) Regional Transportation Plan, and is identified as a bicycle route in the Utah Collaborative Active Transportation Study (UCATS 2013). Recently, a bike lane was completed north of 300 North along the corridor. Due to the linear nature of Davis County and the lack of close parallel routes, Main Street (SR 126) becomes a default bicycle route for north/south travel. Despite the fact that there is limited safe bicycle and pedestrian linkages throughout the corridor, there is a high latent demand for biking and walking due to the number of nearby amenities. The Latent Bike Score recorded in the Utah Collaborative Active Transportation Study (UCATS) gave the corridor a high score of 36.75 and a latent walk score of 39.4. This suggests that there is high likelihood of increased bicycle and pedestrian activity if safer and better facilities were provided.

**Exhibit 10: Priority Bike Route (Regional Transportation Plan)**



The State Street Corridor is serviced by Bus Route 470, which connects Ogden to Salt Lake City and runs every 20 to 40 minutes. Approximately 2,700 residents and 121 commercial businesses are within ¼ mile walking distance to a bus stop on Route 470 within the corridor. The route directly connects to the Clearfield FrontRunner Station, located on the southern end of the corridor.

Currently, Clearfield City residents are utilizing transit service at a higher rate than comparable communities nearby. Bus Route 470 carries the second highest ridership in the UTA bus system. The average daily ridership of Route 470 in the 1.5 mile corridor is 187 riders per day, which is high compared to other similar sections of this route. Clearfield FrontRunner Station averages 526 daily boardings, significantly higher than nearby stations in Farmington, Layton, and Roy (Utah Transit Authority 2015).

**LAND USE**

The study area consists of a mix of residential and commercial uses. Existing residential uses comprise 50% of the study area. There are approximately 11 households per residential acre in the study area, with the majority of households residing in single family homes (91%). Commercial and office uses make up 22% of the total study area. They are dispersed along the State Street Corridor, rather than focused in a particular location. Approximately 5% of the area is classified as vacant (Davis County Assessor 2015).

**Exhibit 11: Current Land Uses within the Study Area**

LAND USE	ACRES	PROPORTION OF STUDY AREA
Single family residential	138	37%
Multi-family (2+ units)	37	10%
Residential in Commercial Zone	12	3%
Retail	71	19%
Office	11	3%
Industrial	6	2%
Government	47	13%
Common Area	12	3%
Vacant	19	5%
Other	21	6%

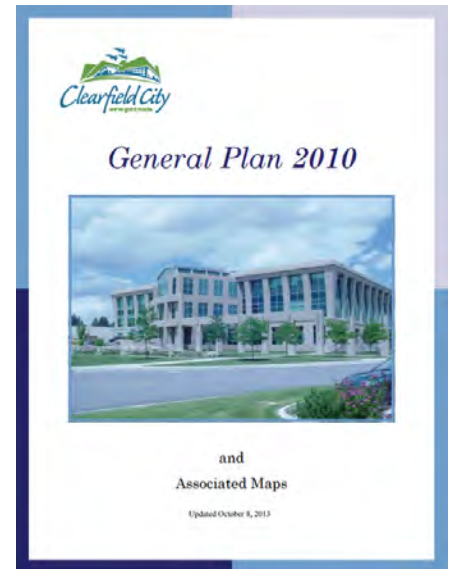
**EXISTING PLANS**

*Local Plans*

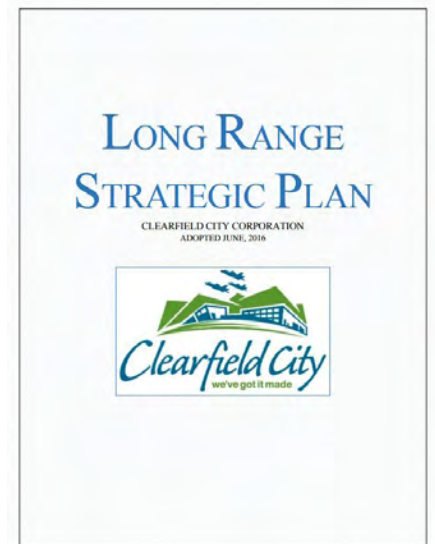
The Clearfield City General Plan provides a vision for future land use and transportation in the City, including the State Street Corridor. The Plan states that “new development is of exceptional quality and expresses attractive architectural and site design standards.” Land Use Goal 4 emphasizes the revitalization of commercial districts and deteriorating neighborhoods, focusing on facilitating the redevelopment of downtown Clearfield through public-private partnerships. The Plan also encourages the use of the “Downtown Redevelopment Zone,” which is “intended to provide for an attractive, vibrant, and safe downtown in the City and to encourage the development of vacant or underutilized parcels of land.” Transportation Goal 1 is “to preserve, enhance, and beautify the City’s main transportation corridors,” listing State Street as one of the corridors to enhance and beautify. The Plan also emphasizes making Clearfield more pedestrian friendly and promoting the development of alternative transportation modes.

To complement the General Plan, Clearfield City is developing a Strategic Plan, which establishes the community’s core values and strategies to achieve its economic, social, and local government goals. For downtown Clearfield, the plan stresses “develop[ing] an intimate, walkable, vibrant, urban and unique downtown environment.” Strategies include the following:

- Incentivize moderate to high-density, urban residential development
- Revitalize rundown buildings in the downtown using federal grants and redevelopment funds



Clearfield City General Plan.



Clearfield Long Range Strategic Plan.

## What is a Wasatch Choice Boulevard Community?

A Boulevard Community is a linear center coupled with a transit route. Unlike a Main Street, a Boulevard Community may not necessarily have a commercial identity, but may vary between housing, employment, and retail along any given stretch. Boulevard Communities create a positive sense of place for adjacent neighborhoods by ensuring that walking and bicycling are safe and comfortable even as traffic flow is maintained.

Town centers provide localized services to tens of thousands of people within a two to three mile radius. One- to three story buildings for employment and housing are characteristic. Town centers have a strong sense of community identity and are well served by transit and streets.

- Traffic calming and streetscape improvements along State Street between Center Street and 700 South
- Develop a central plaza for gatherings
- Emphasize development of specialized businesses that make Downtown a destination point
- Consider relocating other public service agencies Downtown

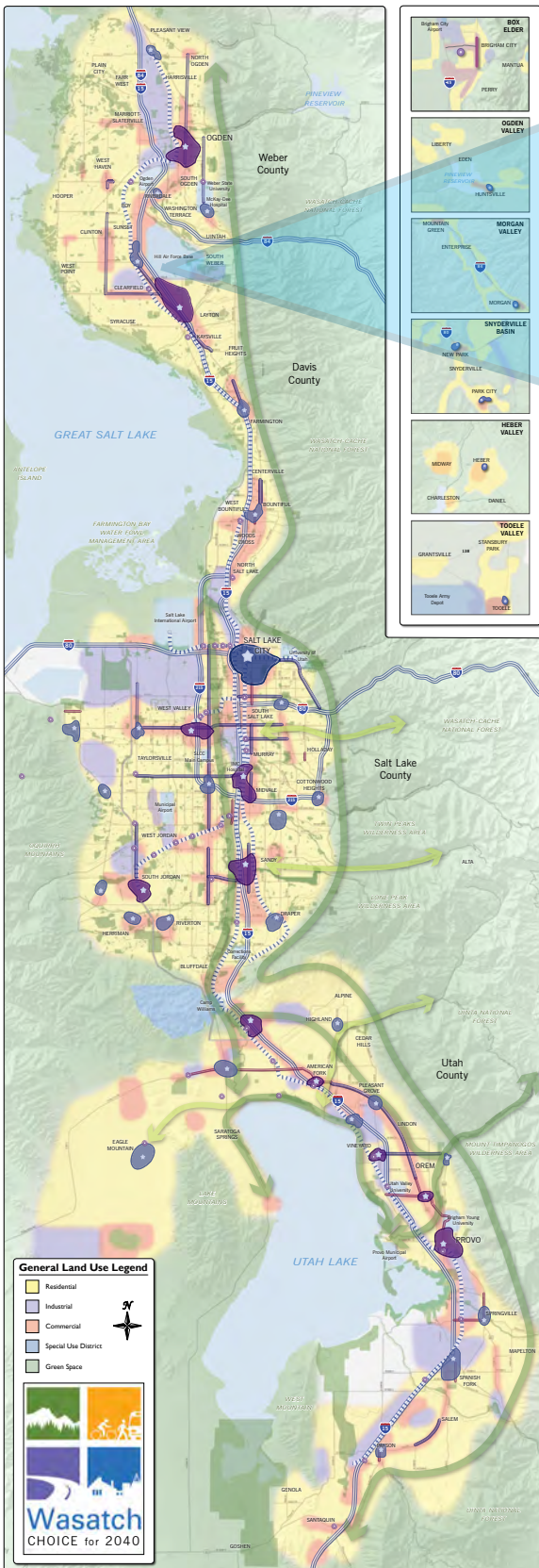
In addition to the General Plan, Clearfield City has recently updated their Long Range Strategic Plan. The Downtown Plan is a major step in implementing the Strategic Plan. From the plan, one of the public priorities is "Improving Clearfield's Image, Livability and Economy", to be accomplished through high quality economic development, beautification, community investment, and emphasizing arts, recreation, events, and public safety. Several strategies for fulfilling this priority are identified. These include:

- Facilitate the revitalization and renewal of the City.
- Eliminate blight and actively pursue citywide beautification.
- Utilize proven economic development tools to strengthen the local economy.
- Incentivize and promote downtown redevelopment to create a vibrant, attractive, and healthy urban setting.
- Pursue a balanced and orderly approach to land use.
- Support new commercial development, with emphasis on the Legend Hills area and our two I-15 interchanges and along State Street, Main Street, SR 193, and 1700 S.

### *Regional Plans*

In addition to locally developed plans, the regional Wasatch Choice Vision identifies the State Street Corridor as a "Boulevard Community" with a "Town Center" near the center. The Downtown Clearfield plan is a local plan that implements the regional vision. This demonstrates a broader regional perspective that is locally implemented.

Exhibit 12: Regional Vision–Wasatch Choice for 2040



**Vision Benefits:**  
 The Wasatch Choice for 2040 is a vision for how growth should unfold in our region. When compared with a baseline to projections of current trends in the future, the Wasatch Choice for 2040 exhibits distinct benefits:

- Viable communities: new homes are about twice as likely as today's homes to have convenient access to public transit, work, shops, and schools.
- More growing up: 40% more of our growth – compared to recent trends – fits in existing communities and revitalizes business districts. This enables more biking, shorter commutes, better air quality, and makes the most of existing infrastructure.
- Real options for commuters: Average household transit use in 2040 could be 45% higher than today, making commuting more affordable and providing residents with more ways to get around.
- More open land steps open: Over the next 30 years, 24 fewer square miles convert to buildings and streets, enabling us to have more green infrastructure and open land, with benefits ranging from more places for families to play, more local farmer's market food, better water quality, and more wildlife habitat.

**Greenspace**  
 Greenspace rings our valleys, connects our cities, and provides space for civic and social functions in our towns and neighborhoods. The Wasatch Choice for 2040 affirms that our natural resources and working lands provide immense benefits. We should safeguard them to preserve our regional food system, protect our water quality, and maintain our recreational opportunities. These lands also provide needed wildlife habitat, help to clean our air, and provide relief from our urban environment. Even closer to home, our parks and greenways provide critical gathering spaces, recreational amenities, and connection to the natural world.

**Regional Greenways**  
 The Wasatch Choice for 2040 identifies key greenways that will connect our regional centers and provide a network of green infrastructure.

**Regional Connections**  
 The Wasatch Choice for 2040 identifies key regional connections that will link our regional centers and provide a network of green infrastructure.

**Centers**  
 Centers are historically and emerging regional destinations of economic activity. The vision suggests that these centers should expand to provide ever-broadening choices for residents to live, work, shop and play. A mix of all of these activities is welcome. Centers should work with the long-term market, helping provide opportunities to residents who want to live close to work, walk or bike to shop, and have both great transit and road access – desperately needed as our population ages, gas prices and congestion increase, and housing prices inch upward.

**Metropolitan Center**  
 Downtown Salt Lake City is the metropolitan center that is the hub of business and cultural activity in the region. It has the most intensive form of development for both employment and housing, with high-density development common in the central business district. It will continue to serve as the finance, commerce, government, retail, creative, arts, and entertainment center for the region.

**Urban Center**  
 Urban centers are the focus of commerce and local government services benefiting a market area of a few hundred thousand people. Urban centers will be served by high-capacity transit and major streets. They are characterized by two-to-four-story employment and housing options.

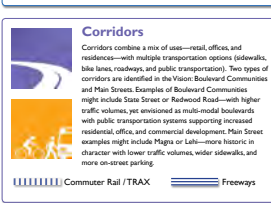
**Town Center**  
 Town centers provide localized services to tens of thousands of people within a few-to-thirty-five mile radius. One-to-two-story buildings for employment and housing are characteristic.

**Station Community**  
 Station communities are geographically small, high-intensity centers surrounding high-capacity transit stations. Station communities vary in their land use, some feature employment, others focus on housing, and many will include a variety of shops and services.

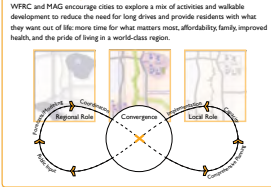
**Main Street Community**  
 Main streets are a linear street corridor with a traditional commercial identity but are on a community scale. Main-street communities provide pedestrian-friendly features, but also benefit from good auto access and often transit.

**Boulevard Community**  
 A Boulevard Community is a linear street corridor with a transit route. Unlike a Main Street, Boulevard Communities may not necessarily have a commercial identity, but may vary between housing, employment, and retail along any given stretch. Boulevard Communities create a positive sense of place for adjacent neighborhoods by ensuring that walking and bicycling are safe and comfortable even as traffic flow is maintained.

**Corridors**  
 Corridors combine a mix of uses—retail, offices, and residences—with multiple transportation options (sidewalks, bike lanes, roadways, and public transportation). Two types of corridors are identified in the Vision: Boulevard Communities and Main Streets. Examples of Boulevard Communities might include State Street or Redwood Road—with higher traffic volumes, yet envisioned as multi-modal boulevards with public transportation systems supporting increased residential, office, and commercial development. Main Street examples might include Magna or Lehi—more historic in character with lower traffic volumes, wider sidewalks, and more on-street parking.



**Realizing The Wasatch Choice for 2040**  
**Why WFRAC and MAG Developed a Vision**  
 Our cities and counties do a terrific job planning for their individual futures, but there are no groups better able to facilitate discussion about the collective future of our metro area than the Wasatch Front Regional Council (WFRAC) and the Mountainland Association of Governments (MAG)—groups led by mayors and county commissioners. WFRAC and MAG have developed the long-range regional transportation plans for our metro area for decades. With a visioning process called Wasatch Choices 2040 (facilitated by Envision Utah), which began with a huge citizen mechanism effort and is reviewed, The Wasatch Choice for 2040 WFRAC and MAG are also thinking about how growth patterns can help us maintain our quality of life for the coming decades.



Clearfield Center.

**“** *...certain nodes have potential for redevelopment that could spur additional activity in other areas”*

*-Zions Bank Market Study*



*Cover of Zions Bank Market Study.*

## Market Demand

Zions Bank Public Finance conducted a market study for the site to analyze the competitiveness of the corridor and the feasibility of various development types and uses within the present market realities. The market study identified viable locations for development, noting that the overall corridor is unlikely to fully redevelop under the existing market. Therefore the market study advised the following key takeaways:

Focus investment and redevelopment not on the entire corridor, but on specific locations or districts.

- In order for redevelopment to occur, the intended development must be of significantly more value than the structure it succeeds.
- The returns required to develop office and retail uses are not currently present, adding additional roof-tops will contribute to market viability.
- The development of Clearfield Station will be a catalyst for change in other areas of the corridor.
- Incentives may be needed to develop additional retail along the corridor.
- The value of property in the area can be enhanced through landscaping and transportation improvements.

Throughout the visioning process, the market study was referred to as an advising tool as well as a gauge for market feasibility for the Downtown Vision. The Downtown Vision focuses development in the indicated districts with supporting development along the corridor surrounding the nodes, and contains place types that support the results of the market study. It should be noted that the Vision allows market flexibility, acknowledging that the market will grow and change from its current state.

*“Despite having no vacant acres on site, Lakeside Square has low improvement values, as well as low fiscal impacts to the City, making it a good location for redevelopment.”*

## Planning Process

The Vision has been built from the involvement and contributions from residents, stakeholders, business owners, elected officials, city staff, and community members.

The process included six opportunities for input: three workshops, a mobile pop-up meeting, and two online surveys. Drawing from these opportunities, key themes were identified for the Downtown Vision:

- Establish a strong identifiable downtown center
- Create of a beautiful central location, “the Heart of Clearfield”
- Welcome a range of housing options into the downtown
- Encourage a walkable environment
- Increase transportation options and safety for all users
- Encourage quality redevelopment through infill and reuse

Clearfield Residents, business owners, elected officials, planning commissioners and city staff were all invited to attend all workshops. The first workshop allowed participants to share their community values and brainstorm opportunities for tomorrow.

After brainstorming community values, participants were divided into groups to put details on a map of the study area. Groups were asked to designate opportunities on the map for commercial and residential densities, office and mixed use, and markers for corridor improvements and parks. The groups each worked together to come up with solutions for what they felt was the best approach to creating a downtown in Clearfield. Three scenarios were created as a result of the mapping feedback and identified themes. The three scenarios were then brought to another workshop, where participants were able to discuss and indicate elements of each that they liked and didn't like. This furthered the collaborative brainstorming of what should be included in the Downtown Vision.

Content from both workshop one and two were reflected in two online surveys. The first of the online surveys asked participants to envision opportunities for the downtown which concepts were used in the creation of the scenarios. The survey was well received with 142 responses. The second public survey asked participants to explore the benefits and different concepts of the scenarios and provide feedback. This second survey received 256 responses.

The final step in developing the Downtown Vision was refining the three scenarios. The feedback from the entire outreach process and the market study implications advised the creation of the final scenario and Downtown Vision, derived from preferred elements of the three scenarios. The Downtown Vision was brought back to participants in workshop three, vetted, and became the core of the "Creating Downtown Clearfield" Plan.



Example of Workshop 1 Map Result.



Workshop Participants.



Workshop Participants.

## Community Visioning Exercise

Workshop attendees and survey participants provided responses to the following questions:

- » “The characteristics of Downtown Clearfield that I enjoy most are \_\_\_\_\_”
- » “Downtown Clearfield would be much better if it only had \_\_\_\_\_.”

## Survey Summary

- » **398 Total Online Survey Responses**
- » Key takeaways:
  - » Downtown would be improved if it only had...
    - » more community gathering spaces
    - » entertainment destinations
    - » additional businesses
- » Walking and biking needs to be safer in the Downtown
- » People are supportive of creating a downtown center in their city

### Exhibit 13: Public Process Schedule

DATE	MEETING
February 25, 2016	Workshop One: Values and Opportunities for Tomorrow
February 25-March 17	Survey One: Values and Opportunities
March 17, 2016	Workshop Two: Scenario Choosing and Prioritizing Values
March 17-April 26	Survey Two: Exploring Elements of a Downtown
April 6, 2016	Pop-up meeting at Kent’s Market
April 28, 2016	Workshop Three: Review the Draft Downtown Vision
May 17, 2016	Joint Planning Commission and City Council Meeting to Review the Draft Vision
June 14, 2016	Region 1 UDOT Coordination Meeting
October 5, 2016	Planning Commission Meeting
October 18, 2016	City Council Work Session
October 25, 2016	Public Hearing
October 25, 2016	Council Meeting
TBD	Adoption



CLEARFIELD CITY CORPORATION  
GENERAL PLAN

*UPDATED JULY 2017*

# CHAPTER 4 – MODERATE INCOME HOUSING

## Introduction

Utah State Code (Section 10-9a-403) requires municipalities to include a plan for moderate-income housing as part of approved and adopted general plan. The code outlines the responsibility of a City to facilitate a “reasonable opportunity” for those households with moderate-income to live within the City. Moderate-income housing is defined by HUD as *“housing occupied or reserved for occupancy by households with a gross household income equal to or less than 80% of the median gross income for households of the same size in the county in which the City is located.”*

In 2019 the Utah State Legislature passed SB 34 Affordable Housing Modifications which provides statutory framework for municipalities on how to address and report on moderate-income housing needs. The law directs the communities to provide low/moderate income housing and encourage its development to further allow persons earning in the low/moderate income category the opportunity to reside in the community. In order to be considered affordable, housing costs must not exceed 30 percent of a household’s gross monthly income. The 30 percent includes taxes and insurance for both owner occupied and rental units.

This update to the current Housing Element intends to simplify the framework for realistic short-term and longer-term strategies which will foster incremental improvements for the current and future residents of Clearfield City. Some strategies are mandated by state law (and notated as such for the purposes of demonstrating compliance) and other strategies are included because housing and housing affordability in Utah is more than a developer’s desire for higher profit margin, a passing fad, or a political sound bite. It is a critical component of a City’s overall community, economic and social health. There are multiple ways to approach housing needs and affordability and while this plan is not all inclusive, it attempts to provide a more comprehensive view on this interdependent and complex matter.

While Clearfield’s Housing Element meets statutory requirements, even more importantly, it is intended to assess the current conditions and serve as a guide for appropriate strategies within the purview of the City, which will truly meet create opportunities to meet the housing needs for all of Clearfield’s, current and future residents.

## **Why Housing Affordability is important for Clearfield?**

Jobs, family income, transportation costs, and housing are all intricately connected. Providing opportunities for workers to live in the city in which they work would have a positive effect on in-commuting and reducing transportation costs.

Lack of affordable in addition to lack of diversity in housing types can lead to a shift in certain household types, which can be detrimental to maintaining schools and area businesses. Families are the backbone of Clearfield and are motivated to live in more affordable communities to help manage the costs of raising children, and growing their family to ensure the quality of life they desire. Likewise, families are strong drivers of local economies. Families are key patrons of area businesses and services and are the most likely to devote their resources into improving communities (volunteering with nonprofits, serving on community boards, taking positions of leadership in churches, etc.).

New research has shown that stable families, communities and housing have positive effects on

the economic vitality, in addition to the mobility of children, particularly lower income children. Davis County continues to work to assist with offering economic stability and opportunity to families of all incomes. Clearfield, in the past has been at the forefront of housing options and affordability, but is leading the way as those elements of the City have set the foundation for economic and redevelopment opportunities never before realized.

### **Commitment to Housing options**

The City of Clearfield desires to maintain a variety of quality housing that will serve its growing and diverse population. A variety of housing options is also necessary to accommodate people working within the City. Young families, single persons, students, seniors, and empty-nesters have different housing needs and so different housing choices should exist to provide for those needs.

Clearfield is an established suburban and bedroom community. Families are continually growing and changing, relative to their needs. These families add stability to their neighborhood as residents are able to move to different housing units (options) but stay in the same neighborhood. Ideally, a community can offer a range of housing options to accommodate all housing needs, as they properly plan and prepare for them.

This plan focuses in on the required goals, objectives and action items for inclusion into the General Plan, that are directly related to the changing demographics and land use transitions in the City. It offers strategic implementable responses to housing needs, land use transitions, and transportation infrastructure needs that will occur due to the changing demographics and needs in the City.

### **Moderate Income Housing**

The Wasatch Front Regional Council (WFRC) has provided data resources to verify the need for moderate-income housing as it relates to transportation, land use, and economics. These analytical data tools provide a foundation for the City to examine land use designations and transitions that provide access to opportunities, economic nodes, education centers, and transportation networks while looking through the lens of housing affordability and housing opportunity. The 2050 Regional Transportation Plan (RTP) will be reviewed in the General Plan update in 2020, in addition to existing County and State plans to determine the need for land use transitions as they pertain to the development of multi-modal transportation networks in the City.

The overall goal of providing moderate housing is to meet the needs of those people who desire to live work and playing in the city, and to allow them to benefit from and fully participate in all aspects of the community.

The City's various residential zoning designations provide an opportunity for a variety of housing types, which can be defined as affordable housing. Additionally the City has recently rezoned parcels along its Main/State Street Corridor to allow for a mix of uses and increased density. The City's revitalization efforts are meant to expand housing choice, while improving the ability of the City to increase commercial, retail and other non-residential uses with in the City's downtown. Clearfield's housing stock may exceed the current estimated need for affordable housing required through build out of the city, however given the current housing demand supply is lagging greatly behind. It is estimated that the development of housing in the land use areas identified on the general plan map and in potential zoning designations will provide a realistic opportunity for housing for all income levels, families and individuals.

Current data show that more than 55% of the City's housing stock is considered affordable. According to the 2010-2014 American Community Survey 5-Year Estimates (census.gov), of the 9,767 households in Clearfield, 5,162 (52%) have an income of less than \$50,000 (71% of the Davis County area median—\$70,388). A reasonable estimate of the number of Clearfield households at or below 80% (\$56,310) of the area median income is 59%.

### **Housing Programs**

The City does not have specific programs that deal with affordable housing, but rather is implementing programs to maintain current housing stock within the City. Additionally the city is pursuing or is interested in pursuing programs to meet the demands for housing in the City. Being open to new programs to expand housing choices, while maintain current stock will help Clearfield to the meet existing and future needs. Below is a list of programs currently being utilized by the City or that may useful tools for future development of housing in the City.

- (IN USE) Good Landlord Program - Clearfield City began a Good Landlord program in 2008. All landlords are required to obtain a rental license for their residential properties. They can choose to join the Good Landlord Program, but it is not mandatory. However, there are some benefits to joining such as: reduced licensing fee, and notification of police calls to their rentals. In addition, they must attend a Good Landlord training class every two years as well as review a training presentation online. If they choose to join the program they must submit a signed Good Landlord Program Agreement (implements Goal #4).
- (IN USE) Housing rehabilitation and Emergency Home repair - The Davis County Housing Authority assists the city with the implementation and management this program. Through CDBG funding, matching grants can be provided to qualifying households within the City. The City's housing rehab programs help low- to moderate-income residents stay in their homes while also preserving the character of the City's neighborhoods (implements Goal #4).
  - Housing Rehab: Homeowners can receive up to \$8,000 to correct present home problems, accessibility modifications, code violations of health and safety concerns and/or energy improvements.
  - Emergency Home Repair: Clearfield City has established the Emergency Home Repair (EHR) Program to provide lower income homeowners up to \$3,000 in grant money to immediately correct an emergency condition that present an imminent danger to health and safety of the occupants.
- (IN USE) Down Payment Assistance—the primary objective of this plan is to provide information on the existing housing stock and set-forth goals, objectives, actions and policies that provide the City with the framework to address the moderate-income housing needs of Clearfield residents. This plan addresses the need to preserve the existing character of neighborhoods, while also looking at future land use transitions and infrastructure development to reduce the housing cost burden of Clearfield residents (implements Goal #4).
- (IN USE) Low-Income Housing Tax Credits (LIHTC)—LIHTC is a federal low-income housing tax credit program that will provide a subsidy for the construction of affordable rental units serving residents at 60% area median income or below. Developers can utilize a 4% IRS credit. The Utah Housing Corporation manages the LIHTC program in Utah and ensures compliance with IRS requirements and long-term deed restrictions. LIHTC has been a successful tool used on a national and local level to build and sustain the moderate-income housing stock (implements Goal #1-3).
- Density Bonus—Density bonus programs can be a resource used by developers to leverage additional density than current zoning ordinances allow, they are also commonly used to complement the use of LIHTC tax credits. A density bonus can provide an increase in the number of dwelling units per acre, overall height or floor area ratio with the ultimate goal of more units being built on a single parcel. Density programs can allow for a percentage of increase in baseline permitted density in exchange for affordable housing units (implements Goal #1-3).
- (IN USE) Land Acquisition - Many communities use land acquisition as a means to incentivize developers to create moderate-income housing stock. This tool creates a public-

private partnership in which the City owns land and, through a competitive process, “grants” the land to a qualified developer to build a housing product that addresses the needs of the community. This program helps reduce the parcel purchase cost for the developer and is a mechanism to help the overall affordability of the project (implements Goal #1-4).

- Bonding for Infrastructure Development-- Some communities use this tool to accelerate installation of or reconstruction of above and underground utilities and infrastructure (implements Goal #1-4).
- Accessory Dwelling Units (ADU) - This would be a valuable options for those who desire to age in place, or others in need of income in the past the prime of their wage earning years. The zoning code currently prohibits accessory dwelling units (ADU) in all residential zones. Within the past year the City studied the idea of allowing ADU’s, however, concerns over cost of conversion given the construction codes for adding a small dwelling unit to an existing home seemed problematic. Additionally, the parking demand for both the primary and ADU raised potential concerns. Allowing for ADU’s in single family residents could be used as a strategy to increase the supply of affordable rental housing, by allowing those owning homes an option to use under-utilized portions of their property. During the next evaluation of the City General Plan and Zoning regulations, the use of ADU’s may mature as an option and be of consideration ((implements Goal #1-4).

### **Goals, Objectives and Housing Policy**

The section below identifies the goals and objectives the City will be implementing during the next five years (with annual reviews) to not only provide realistic opportunities for the development of more housing options and affordability, in the City, but to ensure the on-going maintenance of a healthy housing environment and the high quality services that the City provides for the residents to enjoy today and into the future.

The following four items have been selected based on the feedback and input from the Council and Commission for inclusion in the DRAFT plan (four items are required for Communities with fixed-guideway transit):

#### **Goal 1: Rezone for densities necessary to assure the production of MIH**

- a. Develop and present for consideration to the Clearfield Planning Commission and City Council an ordinance amendment or official policy of the city that.
  - i. Establishes minimum affordable housing requirements for all new multi-family projects.
- b. Utilize State and County resources to further the development of moderate-income housing in Clearfield.
- c. Ensure zoning of residential areas does not prohibit compatible types of housing.
- d. Support the use of density bonuses for constructing affordable housing options.

#### **Goal 2: Allow for higher density or moderate income residential development in commercial and mixed-use zones, commercial centers, or employment centers**

- e. Support a range of housing types, including townhomes, row-homes, and duplexes, which appeal to younger and older individuals as well as a variety of population demographics.
- f. Review zoning ordinances and make modifications where necessary to allowable housing types, lot size, setbacks and other factors that limit types of housing in a zone.
- g. Implement goals and objectives from Creating Clearfield Downtown Small Area plan

to implement centers and create areas of focus along Major Transit Corridors.

- h. Consider policy changes that would allow for an expedited review process for projects that focus on moderate income housing.

**Goal 3: Encourage higher density or moderate income residential development near major transit investment corridors**

- i. Conduct developer, builder, and stakeholder focus groups to discuss barriers to affordable housing development and what role the City should play in facilitating development and redevelopment.
- j. Explore text amendments to the municipal code that impact minimum lot size, setbacks reductions, minimum house size, flag lots, and deep lots.
- k. Annually review the City Zoning Map to determine areas where higher a diversity of housing or other housing fits within the vision for the City. Specific consideration will be paid to major transportation corridors.
- l. Develop a report examining redevelopment potential of underutilized properties that analyzes vacancy rates, structure to land value ratio, status of delinquent property taxes, and potential partnerships to create mixed-income residential projects.
- m. The City will review any proposed development, redevelopment or code amendment for potential impacts on housing, including potential impacts on special needs, elderly, or low-income populations, including if those changes could result in displacement.
- n. Participate in regional discussions and planning efforts to ensure connectivity to surrounding communities and transit opportunities.

**Goal 4: Preserve existing housing stock**

- a. Help maintain existing moderate income housing stock through community partnerships.
- b. In conjunction with Davis Community Housing Authority, ensure that all housing programs enacted by the City preserve and/or enhance the quality and/or unique character of existing Clearfield neighborhoods.
- c. Perform an assessment of the City's existing housing stock to identify neighborhoods that would benefit from housing rehabilitation programs.
- d. Evaluate city ordinances, standards, and regulations to determine if there are barriers to maintaining and improving the City's existing housing stock.
- e. Study the possibility of grandfathering existing ADU's and guest houses to recognize them to be legal non-conforming uses.
- f. Conduct studies and develop small area plans for nodes throughout the City to better understand what land use transitions are appropriate to facilitate job creation and retention, economic prosperity, moderate-income housing development, and economic sustainability.
- g. Encourage energy efficient and sustainable development practices as a means to reduce monthly expenses.

Clearfield is committed to future development that utilizes a multi-modal transportation system and other tools as a mechanism to reduce housing cost-burden, improve air quality, and provide residents with a better community experience. Clearfield is primarily built-out and future

redevelopment in the community will be guided by stakeholder involvement in the creation of community-based plans. Due to the lack of greenfield development future housing development will be centered around infill and the transitions of existing land use. The City has embarked on several long-range planning projects to examine the redevelopment of the community. Each goal looks at opportunities for future land use transitions with the intent of reducing the cost burden of Clearfield residents through integrated community design, development centered around access to opportunities, housing choices for all residents, and a diversified job market.

## **APPENDIX**

2019 Clearfield City Housing Gap Analysis

2018 Moderate Income Housing Report

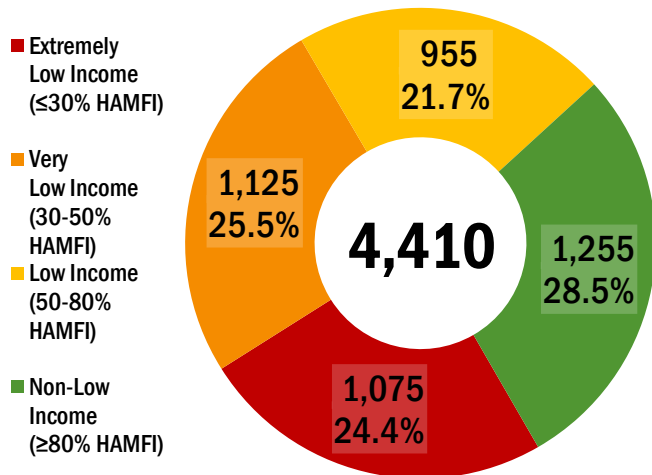
**What all is on this “menu” of housing strategies?**

All cities and counties must select at least 3 strategies. Cities with a “fixed guideway public transit station” must select a 4<sup>th</sup> item (choose either G or H).

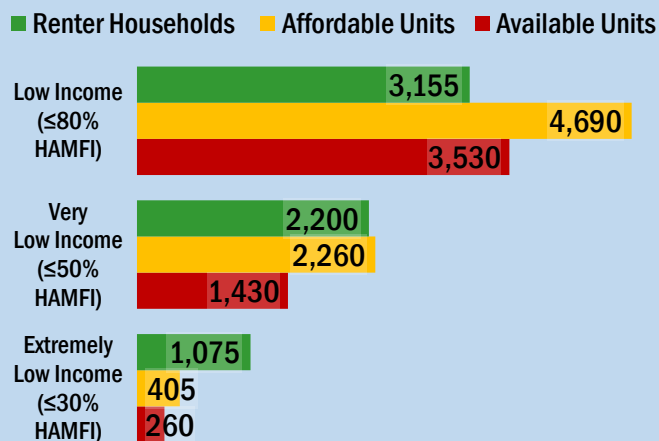
- (A) rezone for densities necessary to assure the production of MIH
- (B) facilitate the rehabilitation or expansion of infrastructure that will encourage the construction of MIH
- (C) facilitate the rehabilitation of existing uninhabitable housing stock into MIH
- (D) consider general fund subsidies or other sources of revenue to waive construction related fees that are otherwise generally imposed by the city
- (E) create or allow for, and reduce regulations related to, accessory dwelling units in residential zones
- (F) allow for higher density or moderate income residential development in commercial and mixed-use zones, commercial centers, or employment centers
- (G) encourage higher density or moderate income residential development near major transit investment corridors
- (H) eliminate or reduce parking requirements for residential development where a resident is less likely to rely on their own vehicle, e.g. residential development near major transit investment corridors or senior living facilities
- (I) allow for single room occupancy developments
- (J) implement zoning incentives for low to moderate income units in new developments
- (K) utilize strategies that preserve subsidized low to moderate income units on a long-term basis
- (L) preserve existing MIH
- (M) reduce impact fees, as defined in Section 11-36a-102, related to low and MIH
- (N) participate in a community land trust program for low or MIH
- (O) implement a mortgage assistance program for employees of the municipality or of an employer that provides contracted services to the municipality
- (P) apply for or partner with an entity that applies for state or federal funds or tax incentives to promote the construction of MIH
- (Q) apply for or partner with an entity that applies for programs offered by the Utah Housing Corporation within that agency's funding capacity
- (R) apply for or partner with an entity that applies for affordable housing programs administered by the Department of Workforce Services
- (S) apply for or partner with an entity that applies for programs administered by an association of governments established by an interlocal agreement under Title 11, Chapter 13, Interlocal Cooperation Act [not in county list of recommendations]
- (T) apply for or partner with an entity that applies for services provided by a public housing authority to preserve and create MIH
- (U) apply for or partner with an entity that applies for programs administered by a metropolitan planning organization or other transportation agency that provides technical planning assistance
- (V) utilize a MIH set aside from a community reinvestment agency, redevelopment agency, or community development and renewal agency
- (W) any other program or strategy implemented by the municipality to address the housing needs of residents of the municipality who earn less than 80% of the area median income.

# Affordable Housing Gap: Clearfield, 2012-2016

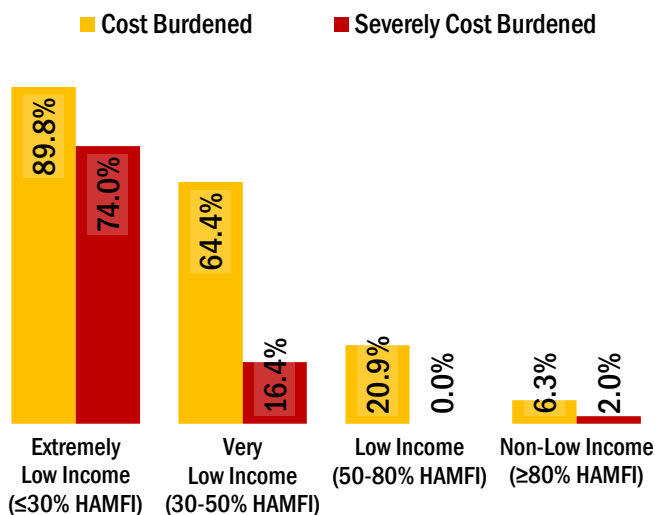
## Clearfield's Renter Households by Income Level



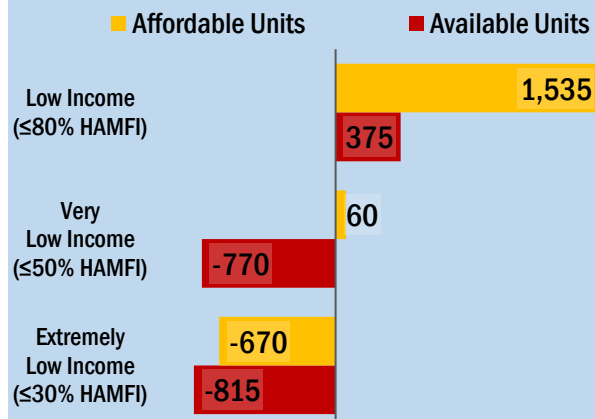
## Clearfield's Affordable & Available Rental Housing Gap



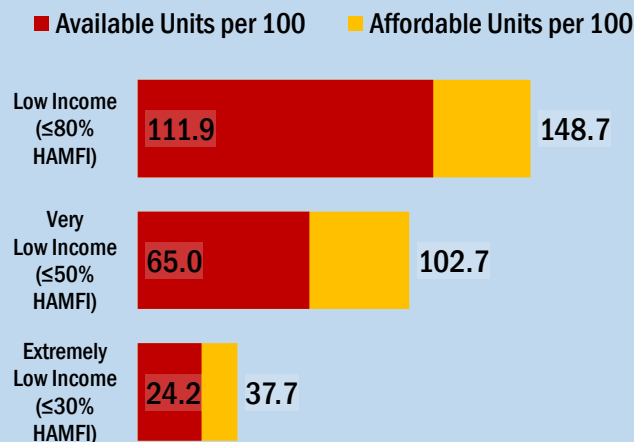
## Clearfield's Proportion of Cost Burdened Renter Households



## Clearfield's Affordable & Available Rental Housing Deficit



## Clearfield's Rate of Affordable & Available Rental Units per 100 Renters



Comparison of Clearfield and Davis County's Affordable & Available Rental housing Units per 100 Renter Households

GAP HAMFI LEVEL	Affordable Units		Available Units	
	Clearfield	Davis County	Clearfield	Davis County
Low Income (≤80% HAMFI)	148.7	136.2	111.9	92.0
Very Low Income (≤50% HAMFI)	102.7	110.1	65.0	59.3
Extremely Low Income (≤30% HAMFI)	37.7	55.0	24.2	26.3

Source: U.S. Dept. of Housing & Urban Development. (2019). Comprehensive Housing Affordability Strategy, 2012-2016 [Data]. Available at: <https://www.huduser.gov/portal/datasets/cp.html>